

“AAQQIGIARNIQ”

“Time to Move Forward”

EXECUTIVE SUMMARY

An External Review of

Nunavut Arctic College

October 28, 2004

Prepared for the Minister of Education
Government of Nunavut

EXECUTIVE SUMMARY

Background

In June 2004, the Board of Governors engaged Michael Rudolph, a management consultant who specializes in program review, management effectiveness and evaluation, to conduct an external review of Nunavut Arctic College. The objective of the external review was to assemble, synthesize and analyze data, with a goal of providing summary measures of institutional performance to the Minister and Deputy Minister of Education, and the Nunavut Arctic College Board of Governors, in order to evaluate:

- How effective and efficient the College has been in meeting the education and training needs of Nunavummiut, since the creation of Nunavut on April 1, 1999; and,
- How well the College is positioned to meet the future education and training needs of Nunavummiut.

The key components of the review work plan were:

- Indicators of institutional performance.
- Discussions with internal and external College constituents.
- Comparative College performance indicators.

The focus of the review was on the operation of Nunavut Arctic College as a whole, as it was beyond the scope of the review to evaluate individual College programs or community campuses. In addition, the review was undertaken within tight time frames and budget constraints. It is recognized that there are individuals or groups who could have made valuable contributions to the review who were not interviewed.

Existing information about the performance of the College was used for the review; no new student surveys were administered as part of the review process. The external review was also constrained by a lack of current information about the College, delays receiving information, and shortcomings in the College's statistical data in the following areas: student information; graduate survey information; programs and services information; human resource information; student, employer and community perception data; student grievance information; and a lack of accountability indicators.

The unique operating environment within Nunavut, and operating and financial reporting differences among Canadian colleges inhibited the ability to compare the performance of Nunavut Arctic College with other colleges.

Nunavut Arctic College has created in 1995, when Arctic College was split into two colleges: Aurora College in the west and Nunavut Arctic College in the east. The College is the principle post-secondary educational institution in Nunavut and currently offers adult basic education and literacy programming, as well as career-oriented certificate, diploma, job-readiness and pre-trades programs. The College also delivers a wide range of general interest, personal and professional development courses.

Nunavut Arctic College programs are offered at the major campuses in Iqaluit, Rankin Inlet, and Cambridge Bay, or through Community Learning Centres that are located in 24 of the 26 communities in Nunavut. In 2003-04, the College registered approximately 1,191 full time students. Approximately 263 students took credit courses on a part-time basis and 775 students participated in non-credit continuing education courses. Total course registrations were in the order of 6,910 and the volume of student enrollment, expressed as full time equivalent enrollment (FTE's), was 1,340.¹ College O&M expenditures for 2003-04 were approximately \$26.3 million.

Since the creation of Nunavut on April 1, 1999, the College has had to cope with a significant number of administrative changes: including considerable turnover in Board of Governor membership; four different Presidents; implementation of new Information Technology and administrative systems; changes in senior personnel within the College and Department of Education; five different Ministers of Education; and a recent reduction in base-funding. In addition, the College has historically had to cope with weak management leadership. During October 2001, an Interim President was appointed who established the College Head Office in Arviat and began implementing procedures to restructure and revitalize the College. The current President assumed his position during August 2002, and was immediately tasked with replacing vacancies on the Board of Governors, improving financial accountability, continuing with initiatives that were previously undertaken by the Interim President, and improving the overall effectiveness and efficiency of the College.

The problems with the College that are identified in this report have origins that go back many years. While the current management of the College must be held accountable, previous Boards of Governors, Presidents, College senior managers and the Department Education must all share responsibility for the current parlous state of the College. More importantly, it must be recognized that there is a shared responsibility for correcting the problems that have been identified.

¹ College Student Information System.

Review Finding and Conclusions

As a result of ineffective management, a lack of accountability and inadequate funding, the College has not been meeting the adult education and training needs of Nunavummiut. In addition, until these issues are resolved the College will not be well positioned to meet the future education and training needs of Nunavummiut.

During the period of the review, the College did not comply with Financial Management Board direction to prepare a three-year budget forecast that would avoid future deficits and reduce the accumulated deficit over time. Although the Board has not approved a 2004-05 budget to-date, the current draft budget, if approved, would result in continuing year-end deficits, and inhibit any possibility of improving management effectiveness, accountability, and the creation of a culturally supportive environment for staff and students.

The College needs \$1.3 million in one-time supplementary bridge funding. This funding will provide the Minister of Education and the Board of Governors with the financial and administrative resources needed to reposition the College for future success. The repositioning effort should focus on strengthening the senior management team, developing a plan to restructure programming and improve accountability, and provide the time to implement the external review recommendations in this report.

The external review was not intended to be a means of seeking new program funding. As a result, very few of the recommendations in this report require new funding before they can be implemented. However, because the College is already fully committed to its 2004-05 Program Calendar, and the proposed draft budget will result in further deficits, the \$1.3 million in bridge funding that is requested will provide the means to avoid a year end deficit, and the time and resources to reposition the College. The need for any future ongoing funding for the College should be identified when a new Funding Allocation Model is completed and submitted to the FMB for approval.

There is staff and Board member concern about the lack of progress being made by the College towards securing new sources of revenue, in order to reduce dependence on the Government of Nunavut for funding. The College does not currently have a marketing strategy to promote programming and increase revenue, and no efforts have been made to seek funding from southern foundations.

There is a great deal of staff concern about the credibility of the head office senior management team in the College. The majority of staff members feel senior management is not dealing with the critical issues and challenges the College is facing. Although staff morale is generally good, concerns about poor morale were raised across the territory.

There have been previous attempts to reposition and revitalize the College, however the results of this review clearly indicate those efforts have not succeeded. Without effective management leadership, appropriate accountability and adequate funding, the College will continue to drift and risk being replaced by alternative post-secondary education delivery systems.

There is a strong perception by staff, external stakeholders and Board members that the College does not have a vision or a plan to achieve one. The College vision should represent the organization's primary values, reflecting the expectations of the President, Board of Governors, Nunavummiut, external stakeholders and all College staff and students.

The College needs to change its delivery approach from one that is essentially southern-based, to a model that combines the best practices of the southern post-secondary education system - with a system which values and incorporates Inuit language, culture and traditions. In order to achieve this objective the College needs to develop and implement a Language Policy that supports the use of Inuktitut/Inuinnaqtun as the Language of Instruction (whenever possible) in all College programming, and includes Inuktitut/Inuinnaqtun first and/or second language course requirements for all programs. The College also needs to work with the Nunavut Languages Commissioner, and the Departments of Education and Culture, Language, Elders and Youth to develop options to increase the number of qualified Inuktitut/Inuinnaqtun Language Instructors across Nunavut.

The College should employ Elders as accredited Instructors and Student Counselors. The Akitsiraq Law School has pioneered an Elder in Residence Program at the College that has successfully employed an Inuit Elder to teach Inuit Traditional Law, advanced Inuktitut, and provide counseling support for the law school students. It has been previously demonstrated in the K-12 education system in Nunavut that employing Elders is perhaps the most effective means of achieving a positive cultural impact on both staff and students. Furthermore, senior management needs to recognize the best practices example of respect for Inuit language and culture that has been achieved at the Kivalliq campus, and work to emulate that success throughout the organization.

There is a strong staff perception that the College has not effectively promoted or demonstrated a commitment to Inuit employment, which has resulted in the College failing to meet its legal obligations under Article 23 of the Nunavut Land Claims Agreement. College staff also feels the College has not effectively supported Inuit Qaujimagatuqangit, language and culture. This view is supported by the Board of

Governors who are concerned that the College has failed to comply with their direction to integrate IQ, language and culture into all aspects of College operations.

The College should recognize and support the value of culture-based academic research and publishing. As a result of efforts by staff in the Inuit Studies Program, the College is already recognized as a world leader in the field of Inuit language and culture-based academic research; however, this positive reputation results from staff-driven initiatives that have not been supported by management.

There is a strong perception by communities, government departments, Inuit organizations and other external constituents that the College does not effectively communicate. Within the College there is an overall staff consensus that head office senior management does not listen to their concerns, and management communication is almost non-existent.

College staff does not support changing the management reporting structure or think it should be a major priority, if it involves the creation of new management positions or vice presidents. However, staff does support changing the organizational structure to improve the administration of territorial-wide community-based program delivery. External constituents feel the College is a top-heavy inward looking organization that does not listen to their concerns and is lacking in accountability.

The links between College programming and Nunavut's labour force requirements are weak. There are concerns the College does not meet the job-related continuing education and training needs of Nunavummiut, and the College is perceived to be slow to react and unresponsive to community and government requests for training.

The College should implement a formal means of seeking community input (community needs assessments) into their adult education and training needs. In addition, the College needs to hold a joint planning meeting with the Department of Education, NTI and other stakeholders, for the purpose of developing a plan to realign base-funded programming to meet the recommendations for adult education and training outlined in the Nunavut Economic Development Strategy, Nunavut Adult Learning Strategy, and the priorities of communities and the Government of Nunavut.

There is strong staff and external constituent support for the successes achieved by the Nunavut Teacher Education, Nursing, and the Inuit Studies Programs. These programs are considered best practices examples of what the College can achieve. However, the Nunavut Teacher Education Program needs to be reviewed and improved in order to meet the high demand for Inuktitut/Inuinnaqtun speaking teachers, and the program should be expanded to graduate middle and high school teachers.

Community-based adult educators lack teaching materials in both English and Inuktitut. In addition, the College needs to develop certification standards for adult educators, and determine the cost of providing them with adequate training and professional development.

In order to increase access to adult post-secondary programs the College needs to increase the number of student access or foundation years, consider alternative delivery options for community-based program delivery such as distance delivery and technologically mediated instruction, work with the Department of Education to implement a system of Prior Learning Assessment and Recognition, and assess options for the provision of some form of financial assistance for community-based students participating in adult basic education and literacy programming.

The College has not produced accurate or timely student perception surveys, graduate surveys, employer satisfaction surveys or other types of surveys that measure success and provide a means of assessing Nunavut Arctic College's performance against the performance of other colleges.

The Government of Nunavut and the College should consider transferring College budgets and responsibilities for utilities, building maintenance and renovations to the Department of Community and Government Services. This would permit the College to focus on delivering post-secondary education and training, instead of building maintenance. In addition, in order to achieve cost savings through economies of scale the College should consider transferring its responsibilities for Human Resources and Information Technology Services to the Government of Nunavut.

There is an opportunity to achieve significant financial savings if the College can secure capital funding to replace the old Single Student Residence (Ukiivik Residence) in Iqaluit, and the 30 student family housing units that are being leased from Nunastar Corporation. Funding is currently in the Government of Nunavut 2005 Capital Plan to replace some of these student housing units; however the College has not developed a consultative and coordinated approach to capital planning. Consideration should also be given to transferring the responsibility for student housing to the Nunavut Housing Corporation.

The Government of Nunavut and the College and should redefine the role and mandate of the Nunavut Research Institute. There are conflicting views about what the NRI role and mandate should be, and there is currently no operational relationship between College and NRI activities.

In order to address concerns about accountability the College and the Department of Education need to jointly develop and implement an accountability framework, to ensure appropriate harmonization between government priorities and College planning and reporting practices. The goals and objectives established for the system should have clear linkages to both College goals and objectives, and government priorities. In addition, all other accountability recommendations in this report need to be implemented.

The College is fortunate to have many dedicated and committed managers, faculty, support staff and adult educators working across the territory. All of the employees interviewed during the external review process were willing to speak openly and honestly about the current state of the College. There was significant staff support for the external review, and staff members were optimistic that the Minister of Education and the Board of Governors would take appropriate action to improve management effectiveness and accountability, in order to reposition the College for future success.

SUMMARY OF RECOMMENDATIONS

Resource Utilization and Efficiency

1. As a result of the financial crisis the College is currently facing, combined with ineffective management practices, a lack of accountability and a recent reduction to base funding, the College needs \$1.3 million in one-time supplementary bridge funding. This funding will provide the Minister of Education and the College Board of Governors with the financial and administrative resources needed to reposition the College for future success. The repositioning effort should focus on strengthening the College senior management team, developing a plan to restructure programming, improving accountability and implementing the external review recommendations of this report.
2. It is recommended that the College comply with the financial recommendations made by the Secretary, Crown Agency Council on page 33 of this report.
3. It is recommended that the College develop a marketing strategy that will secure new sources of revenue and reduce dependence on the Government of Nunavut for funding. The strategy should focus on obtaining funding from organizations outside of Nunavut, such as the federal government or southern foundations.
4. It is recommended that the College implement systems to track classroom utilization and capacity.

5. It is recommended that the Government of Nunavut consider transferring the College responsibility and budgets for utilities, building maintenance and renovations to the Department of Community and Government Services.
6. It is recommended that the College continue to treat the replacement of single and leased student family housing and the construction of a new classroom and administrative building in Iqaluit, as a major priority.
7. It is recommended that College senior management submit a cost effective, clear and concise long-term capital plan to the Board of Governors that will ultimately lead to the replacement of the old Ukiivik Single Student Residence and leased student family housing units in Iqaluit.
8. It is recommended that the College consider transferring the responsibility for the provision of student housing to the Nunavut Housing Corporation. However, such a transfer of responsibility should be supported by a MOU that ensures a dedicated number of College student housing units are always available.
9. It is recommended that the College examine all possible options to correct the system interface problems between the Multiview Financial System and the Student Records System.

Management Effectiveness

10. The President, Board of Governors and College staff should work with Inuit organizations and other stakeholders to conceive and articulate a new vision for the College. The new vision should embody the goals of the College and support the needs and expectations of Nunavummiut.
11. It is recommended that College senior management actively promote the College vision by meeting with communities, government departments, Inuit organizations and other College stakeholders.
12. It is recommended that the Minister of Education and the College Board of Governors take appropriate action to strengthen the College's senior management team in order to position the College for future success.
13. It is recommended that College senior management immediately develop a Communications Policy that supports the internal and external communication principles described in this report.

14. It is recommended that the College and the Government of Nunavut examine the role, mandate, resources and operational priorities of the Nunavut Research Institute.
15. In order to benefit from economies of scale, it is recommended that the College consider transferring its responsibilities for Human Resources and Information Technology to the Government of Nunavut.

Inuit Language, Culture and Employment

16. It is recommended that the College senior management team work with staff, students, and the Department of Culture, Language, Elders and Youth to develop methods to incorporate Inuit Qaujimajatuqangit knowledge, skills and values into the daily operation of the College.
17. It is recommended that the College work closely with the Nunavut Research Institute to assist in the process of incorporating IQ knowledge, skills and values into the daily operation of the College.
18. It is recommended that senior management support the establishment of a College-wide staff-driven IQ Committee, which is supported by Policy and includes Elder participation.
19. It is recommended that where appropriate, College senior managers participate in cultural orientation programming.
20. It is recommended that all College programs be reviewed to incorporate Inuit language and culture. The use of Inuktitut/Inuinnaqtun as the Language of Instruction is critical when Inuit comprise up to 96% of the population in the smaller communities in Nunavut.
21. It is recommended that senior management recognize the best practices example of respect for Inuit language and culture that has been achieved at the Kivalliq Campus, and work to emulate that success throughout the College.
22. Nunavut Arctic College should change its delivery approach from one that is essentially southern-based, to a model that combines the best practices of the southern post-secondary education system - with a system that values and incorporates Inuit language, culture and traditions into all College programs.
23. The College should adhere to the GN Policy requiring all job offers to include a provision that requires new employees to participate in Inuktitut language training if they are not already conversant in Inuktitut. In addition, the College should

implement a policy that requires all new southern hires to attend an Employee Orientation Program that includes a cultural component.

24. It is recommended that all College staff be made aware of the legal requirement to comply with Article 23 of the Nunavut Land Claim Agreement.
25. The College Inuit Employment Plan should be updated, and the College should comply with the legal requirement to monitor, report, correct and communicate IEP results information to both internal and external stakeholders.
26. It is recommended that the College reduce the shortfall in Inuit Beneficiary representation at the senior and middle management level by specifically focusing on measures to address this issue in the College Inuit Employment Plan.
27. It is recommended that the College immediately adhere to government policy that requires qualified Inuit Beneficiaries to be given priority over all other applicants for job competitions.
28. It is recommended that the College develop and establish a Language Policy that supports the use of Inuktitut/Inuinnaqtun as the Language of Instruction (whenever possible) for all programming, and includes Inuktitut/Inuinnaqtun first and/or second language course requirements for all College programs.
29. It is recommended that the College work with the Language Commissioner and the Government of Nunavut Departments of Education and Culture, Language, Elders and Youth for the purpose of examining options to increase the number of qualified Inuktitut Language Instructors throughout Nunavut.

Programming Effectiveness

30. The College needs to involve staff members in the development of its programming and service priorities, and communicate those priorities to external constituents.
31. It is recommended that the Department of Education and the College strengthen their joint planning linkages to ensure College programming is not at variance with the human resource and economic development priorities of the government.
32. The College needs to become more market-oriented, by strengthening its working relationship with communities, business, industry associations and government agencies. It also needs to enhance its responsiveness to identified education and training needs, and become more innovative in program packaging and delivery.

33. The College needs to hold a joint planning meeting with the Department of Education, NTI and other stakeholders for the purpose of developing a plan to realign College base-funded programming to meet the recommendations for education and training outlined in the Nunavut Economic Development Strategy, Nunavut Adult Learning Strategy, and the priorities of communities and the Government of Nunavut.
34. It is recommended that the College consider realigning its base-funded programming to offer a new Inuit leadership program, based somewhat on the Sivuliuqtit Senior Management Training Program which was delivered in Rankin Inlet just prior to the creation of Nunavut. The new program should be fully accredited with a Canadian University and the course content should be reviewed and developed with input from former Alumni that participated in the previous Sivuliuqtit Senior Management Training Program.
35. It is recommended that the College seek third-party funding to deliver on-the land programs for men, and use community Elders as Instructors.
36. The College needs to work with the Department of Education to examine options for the provision of some form of financial allowances for students participating in ABE and Literacy programming.
37. It is recommended that the College make every effort to offer summer programs that will keep College buildings open throughout the year.
38. The College needs to improve the promotion of adult education and training opportunities in Nunavut by using its public relations budget more effectively.
39. It is recommended that the College value, recognize and support culture-based academic research and publishing. By realigning minimal human resources within the College the Inuit Studies Program could have a position dedicated to academic research, and preparing proposals to obtain funding from the federal government, southern foundations and other external funding sources.
40. It is recommended that the College work with the Department of Education to develop and implement a system for Prior Learning Assessment and Recognition which will increase access to College programs; shorten the time commitment necessary to complete a certificate or diploma program; validate learning gained through work and life experience; assist with career development and educational planning – while at the same time adhering to high quality educational standards.

41. It is recommended that the College investigate and consider alternative delivery options in conjunction with the development of a new Funding Allocation Model. Possible options to consider are; Internet delivery and technologically mediated instruction.
42. It is recommended that the College work with the Languages Commissioner, and the Departments of Education and Culture, Language, Elders and Youth to develop options to increase the number of qualified Inuktitut Language Instructors.
43. It is recommended that the College increase the number of access or foundation years in order to reduce student attrition and ensure students are better prepared in math and sciences prior to enrollment in certificate, diploma and degree programs.

Staff Relations Effectiveness

44. College senior management needs to periodically articulate the programming and service priorities of the College and communicate them to staff and external constituents.
45. It is recommended that formal exit interviews be conducted for all staff leaving the College, with the results obtained during the exit interviews forwarded to the Board of Governors for review.
46. It is recommended that the College implement a staff recognition program that recognizes and rewards staff success.

Student Services and Relations Effectiveness

47. It is recommended that the College implement systems that will enable it to assess student attrition and regularly evaluate the effectiveness of its student support activities.
48. It is recommended that the College implement systems that will enable it to record and keep track of the number and outcome of student grievances.
49. The College needs to develop options to improve student services and delivery support mechanisms across the territory.
50. The College senior management team should meet with the Executive Director of the Akitsiraq Law School, in order to assess how to emulate their use of Elders as professional accredited Instructors and Student Counselors for other College programs. It has been previously demonstrated in Nunavut that employing Elders as

Instructors and Counselors in an educational environment is one of the most successful means of achieving a positive impact on both staff and students.

51. It is recommended that the College regularly conduct, publish and distribute accurate and timely student, staff and employer survey and perception information.
52. Recognizing that many students often live well below the poverty line, it is recommended that the College examine methods to periodically provide students with access to traditional foods at the three main campuses.

Community Relations Effectiveness

53. College senior management needs to work with staff to establish operational priorities, and immediately implement measures to communicate the College vision, mission, goals and objectives to external constituents.
54. The College needs to develop a marketing strategy and follow a plan for its implementation. The College also needs to communicate its expectations regarding the role of the Board of Governors, President and College staff in marketing and community relations.
55. The College needs to immediately increase its profile in communities for the purposes of promoting the College and seeking community input into their adult education and training needs.
56. It is recommended that the College implement a formal means of seeking community input (community needs assessments) into their adult education and training needs. During the community consultation process that will be part of the review of the *Education Act* and the *Public College's Act*, public input should be sought regarding the best way to accomplish this important objective.
57. It is recommended that the College offer a minimum level of adult basic education in each Community Learning Centre, and College community-based funding for ABE should be tied to performance based indicators, similar to the method used by the GNWT. The yearly completion of community-based performance indicators will provide communities and political leaders with statistics regarding what College programming was actually delivered in each CLC, including the number of students enrolled and the programs offered.
58. The College needs to reallocate funding to provide more teaching resources for Adult Educators. As a first step the College should evaluate the grade 7-9 learning resource

material that was recently developed by Mr. Nick Newbery, and if applicable, purchase and distribute copies to each Community Learning Centre.

59. The College needs to develop certification standards for Adult Educators, and determine the cost of providing them with adequate training and professional development. Although it is recognized there is a lack of funding, Adult Educators also need to have the opportunity to attend a territorial-wide conference at least once every two years.
60. It is recommended that the Board of Governors examine organizational changes that will improve the territorial-wide administration and delivery of community-based programming. Whenever possible, organization changes that are considered should be cost neutral, and not result in the creation of new management positions or vice presidents.

Governance Effectiveness

61. It is recommended that the Board of Governors conduct annual performance evaluations of the President.
62. It is recommended that the Board of Governors and the President jointly develop a plan to strengthen Board development for members who feel they would benefit from additional governance training. In addition, the Board should continue to clarify its role in relation to the role of the College President.
63. The Board of Governors should work with College management, staff, students and external stakeholders to develop a new strategic vision for the College.
64. It is recommended that the Minister of Education support continuity in the membership of the Board of Governors in order to ensure effective governance during the College renewal process. When new Board members are appointed it would be a significant asset if they already had prior knowledge about how a College operates.
65. It is recommended that the College improve its systems for keeping and disseminating corporate memory, and assess options to improve the provision of administrative support to the Board.
66. It is recommended that Regional Inuit Organizations be invited to attend College Board meetings. During the Board meetings the College should provide them with a status reports on all regional adult educational activities and seek their input and advice about future College programming requirements.

Accountability Effectiveness

67. It is recommended that the College complete the development of a new Funding Allocation Model by December 31, 2004, as per prior FMB direction.
68. It is recommended that the College and the Department of Education jointly develop and implement an accountability framework, to ensure appropriate harmonization between government priorities and College planning and reporting practices. The goals and objectives established for the system should have clear linkages to both College goals and objectives, and government priorities.
69. It is recommended that once approved, the College business plan, strategic plan, performance accountability reports and survey information reports be made available to all College stakeholders.
70. It is recommended that the President issue written restraint directives to all managers when the College is projected a year-end deficit.
71. It is recommended that the President immediately comply with Board direction to submit regular variance reports. In addition, the College must comply with FMB direction to provide the Department of Education with quarterly variance reports – beginning with the variance report for the quarter ending September 30, 2004.
72. It is recommended that College senior management develop a realistic 2004-05 budget for presentation to the Board that will not result in a year end deficit and reduces the accumulated deficit over time.
73. It is recommended that the College and the Department of Education jointly develop Key Performance Indicators for the College, in order to improve accountability, measure student success, and provide a means of comparing Nunavut Arctic College's performance against other colleges.
74. It is recommended that the College comply with the financial recommendations made by the Secretary, Crown Agency Council.
75. It is recommended that the College submit a comprehensive plan for approval to the Board of Governors and the Minister of Education by November 30, 2004, which includes information about how the \$1.3 million in one-time bridge funding will be used avoid a 2004-05 deficit, implement the external review recommendations in the "Aaqigiarniq Report", timelines for implementation of the recommendations, and a plan to provide regular progress reports on the results achieved.