

Minding the Gap

A Study of Gap Training Models in Canada

*Completed for the Province of Manitoba
Advanced Education and Training
Workplace Prior Learning Assessment
and Recognition Committee*

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Background: Minding the Gap

This survey was conducted to determine what gap training models are in use by various educational institutions and licensing bodies across Canada.

Canadian governments have recently emphasized the importance of developing human capital within their policy statements and planning. Sector councils across Canada have current and rising skill shortages. Statistics Canada indicates that by the year 2011, 100% of Canada's net employment growth will come from immigration.¹ While the need to find and retain skilled labour is great, equally as important is the need to implement professional development and access opportunities for learners who wish to bridge the gaps between their skills and knowledge, and what is actually required in the workplace.

Prior Learning Assessment and Recognition (PLAR) is a process that involves the identification, documentation, assessment and recognition of formal study and non-formal learning acquired through work and life experience. Recognition of Prior Learning (RPL) can be used toward the requirements of education and training programs, occupational and/or professional certification, labour market entry, and organizational and human resource capacity building.²

Prior Learning Assessment of an individual's learning from work and life experiences is frequently done in comparison to the outcomes of an educational program or job competencies. When this comparison is performed, there are usually some gaps identified between what an individual knows and can do, and what is expected in the program or on the job. These gaps may require that the individual take some form of education or training in order to achieve the desired results. This is sometimes called gap training.

The implementation of PLAR practices began to blossom in the early 1990s at both national and provincial levels, particularly within the college system. At the same time, some PLAR practices also began to emerge in the workplace as well as within community-based organizations and licensing/regulatory bodies.

As PLAR assessment processes and recognition are introduced, there is a need to provide gap training in response to identified education and training requirements. Although the availability of gap training is not that widespread in formal education, innovative gap training strategies are being used. There is a predictable relationship between PLAR/RPL and a subsequent demand for the availability of gap training solutions.

In response to these realities, innovative gap training strategies are being used. There is a predictable relationship between PLAR/RPL and a subsequent demand for the availability of gap training solutions. Conversely, a lack of availability of gap training solutions requires careful consideration of the wisdom of putting individuals through an intensive and/or extensive PLAR process.

Key Findings

“Gap training” appears to be a “made in Manitoba” term that means different things to various groups across Canada. Gap training can be defined as providing opportunities for learners to complete “gaps” in their learning (i.e., knowledge, skills and abilities) in order to achieve an end result. They have identified what learning they do have, and recognize what they need (e.g., education or training) in order to fulfill program or job requirements. “Where you want to go, minus what you have, equals the gap training required.”

Despite the terminology challenge, this study has shown that the clientele for gap training varies greatly across the country. It ranges from foreign- and locally-trained individuals, to immigrants and Canadian-born citizens, working people and recipients of Employment Insurance or Workers Compensation, people with self-identified gaps, and employers who have identified a training need for their employees.

Common gap training needs identified include strengthening English language skills for employment purposes, developing a clear understanding of the culture of the Canadian workplace, gaining knowledge of Health and Safety legislation, improving computer literacy, and attaining trade-specific or profession-specific Canadian content for licensing or certification.

The main barriers to the development and implementation of establishing gap training processes, as identified in this study, included:

- the lack of appropriate funding;
- a lack of trained staff;
- the perceived additional workload for existing staff;
- a lack of flexibility in curriculum delivery methods;
- rigid administration systems and tuition fee structures; and
- the unwillingness of some groups to accept workplace training as valid, credible learning that can be used to fill gaps.

Survey Design and Research Strategy

The development of a brief survey was essential to the process in order to ensure an adequate sampling in the available timeframe (January – March 2005). The questions were designed to elicit responses that would allow the provision of as much detail as the respondent wished (see Appendix). A random sampling of gap training processes and models across Canada was collected from public post-secondary colleges and licensing/regulatory bodies. Additional research was conducted on international models.

Collecting the Data

Requests for participation were sent out electronically in January 2005. Recipients were selected from the list of participants at the last two PLAR Conferences held in Canada (Halifax, 2001 and Winnipeg, 2003) and, as a result, represent a somewhat random group. Recipients included:

- College PLAR Facilitators and Coordinators
- College Registrars
- College Instructors
- Directors, Regulatory Bodies
- Managers, Licensing Bodies

Recipients were given the option to respond via hard copy or telephone. Survey responses were received in both formats in February and March 2005.

Survey Responses

Of the 115 requests sent out, responses were received from 14 colleges (plus three responses from specific programs) and 10 licensing/regulatory bodies. Despite the short time frame, the survey response rate was 23%. Non-responders were grouped into three main categories:

- more than one recipient within a large organization (response was delegated to one recipient);
- those who either could not respond or referred the survey to another person within the organization who did not respond; and
- e-mail “bouncebacks.”

The survey was limited by:

- a 90-day time constraint, which affected aspects of the survey design as well as its execution;
- the availability of a current reliable contact database from which to elicit responses;
- the time-consuming nature of arranging and conducting personal telephone interviews to obtain detailed responses; and
- the degree to which non-program specific respondents could respond to program-specific questions.

Terminology

One issue became immediately clear: “gap training” can be easily interpreted by some recipients and not at all by others. As the subject line of the e-mail request was “Gap Training Questionnaire Request,” there was an immediate flurry of return messages to clarify the nature of the request. However, this flurry of activity not only served to open the door to further discussion, but also to generate additional interest in the results of the survey itself.

The term “gap training” was also interpreted in many different ways. The range of interpretations included:

- learning gaps for individuals who have prior knowledge, skill and/or training by means of a course or program. May also be used to identify the delivery methods used;
- focusing on those areas where weaknesses have been identified through assessment;
- filling skill deficiencies;
- training as identified by self, institution or professional organization in order to gain a certain level of recognition;
- filling in gaps in education received in one local or national area that may not directly transfer to another local or national area;
- opportunities for learners to complete the gap in their learning for achievement of an end result. The learning gap needs to measure knowledge, skills and abilities. Use of the term “training” may imply a narrower view of all education, and “gaps” may be learning that needs to be completed or demonstrated;
- training required for a learner who needs more skills or practice;
- any requirements identified through credential assessment that an applicant must complete successfully in order to meet competencies prior to being considered for registration or licensure;
- any requirements that a former member must complete successfully in order to meet regulation requirements to be eligible for reinstatement on register;

- learning that can be accessed by individuals to “top-up” acknowledged prior learning in order to achieve academic credit or to meet employment expectations;
- bridging training programs (mainly those that assist skilled immigrants to enter the Canadian job market). Also used to describe the transition from an “old” certificate or diploma program to a revised diploma or degree program;
- filling industry-identified skills gaps;
- skills upgrading (mainly those required to meet program entrance requirements, but also those needed to meet job or licensure requirements);
- modularized or granularized units of learning; and
- contract or customized training to fill industry-identified skills gaps.

Level of Activity

Eleven of the 14 colleges and four of the 10 licensing/regulatory bodies surveyed indicate that gap training is provided. These vary in their approach to what they call gap training: from a basic description of “filling skill deficiencies” through to a comprehensive “opportunity for learners to complete the gap in their learning for achievement of an end result.” A learning gap needs to measure knowledge, skills and abilities. Use of the term “training” may imply a narrower view of all education. Gaps may be learning that needs to be completed or demonstrated. Please see Terminology (p. 6) for a more detailed explanation.

Gap Training Categories

This study was undertaken, in part, because of a lack of known available literature or documentation pertaining to gap training models. A very small collection of articles and documents from libraries and Web search engines were collected and reviewed.

Much of the material discussed a variety of pilot projects and their results, and included some significant examples with practical applications. The four main categories of gap training models identified in the reviewed literature are as follows:

- Modularized Units of Learning (versus teaching)
- Culture of the Canadian Workplace
- Canadian Content specific to the Trade or Profession
- English Language Skills specific to the Trade or Profession

Modularized Units of Learning

Courses and programs that are developed in a “small chunk” modularized format lend themselves well to gap training. This is particularly true in programs where the learning materials are more technical in nature and are developed on a computerized learning platform utilizing a learner-led model. An organization can “target training that bridges skill gaps . . . technology facilitates this process. The logic is easily built into software applications. It’s simple arithmetic.”³

A pilot program to train hospice library volunteers in England included a “series of progressive modules using plenary, audience participation, and hands-on sessions. Visits to other sites and attendance at the Library Assistant’s Study Day supplemented the training.”⁴ The modules were based on an existing series of modules developed for library staff, and included a mobile training unit consisting of six laptops, an LCD projector and a proxy server, all of which contained the requisite support information technology. Volunteers in the program were able to self-assess against the outcomes of the program and fill their known gaps using this technology. In addition to achieving the outcomes of the program, several other unexpected results also emerged, including “teamwork development with the Hospice Library and Information Services; cascade training, i.e., volunteers training other volunteers; the introduction of new practices in the library; the appearance of new labels, brochures and signs in the library; and the realization of the diverse training abilities of the existing staff.”⁵

A modularized format also allows better comparison of learning outcomes for PLAR/RPL purposes. “Specific credit can be claimed if a practitioner’s learning matches a unit of learning in the framework . . .”⁶ Changes within the education of the nursing and midwifery professions . . . involved modularization of post-registration education.

Culture of the Canadian Workplace

Several pieces of the reviewed literature mention the need for some “introduction to the culture of the Canadian workplace.” However, none of the articles define what this means or directly identify how this is being done or should be done. Some material mentions job search techniques and résumé preparation, but none go into any depth. A May 2004 report, *Bridging Program Benchmark, Recommendations and Evaluation Framework*, includes an inventory of bridging programs and services in Canada. However, it does not include any depth of detail on either the meaning of Canadian workplace culture or the method of training.

Canadian Content Specific to the Trade or Profession

The International Pharmacy Graduate Program (IPG) in Ontario developed a model that has been recognized by the Ontario government as best practice for bridging education. Certain disease states, such as depression or anorexia, may be relatively new or unfamiliar to the foreign-trained pharmacist since these disease states are without context. "...sequencing of topics in the pharmacotherapeutic lecture series takes into account the complexity and relative newness of certain topics." ⁷ A series of courses, called Canadian Pharmacy Skills I and II (benchmarked to year 3 and year 4 respectively in the B.Sc. Pharm program), were developed to help these international graduates meet Canadian pharmaceutical practice standards.

In 1999, the College of Physiotherapists of Ontario published a report, *Opening Doors to Physiotherapy Practice in Canada, Best Practices II*. One of the key findings in this report was the realization that "skills in scientific inquiry, which are of growing importance in Canada as professional practice, are becoming increasingly evidence-based" ⁸. This has been an area of particular deficiency noted in foreign-trained licensure applicants. Also of note is the need to "enhance understanding of Canadian and provincial jurisprudence, and of key features of Canadian physiotherapy practice." ⁹

The IPG program model also included a Mentorship piece. "Mentors (practicing pharmacists) are matched with foreign-trained candidates for licensure to facilitate professional enculturation, and to provide support and networking opportunities." ¹⁰

"Employers and international engineering graduates (IEGs) alike acknowledge a cultural and language divide that can impede an IEG's ability to integrate into the engineering workforce" ¹¹ in Canada. One of the recommendations (and subsequent actions currently being taken) by the Canadian Council of Professional Engineers (CCPE) is to create a "Working in Canada" seminar for IEGs. This is identified in the council's 2004 report on a three-phase project, *From Consideration to Integration*.

English Language Skills Specific to the Trade or Profession

The CCPE's report, mentioned above, identifies the need to develop and set a language standard to ensure that IEGs have the appropriate level of English or French language skills necessary for navigating through the licensing process. The development of this standard is currently in process, and is intended to prevent the frustration felt by IEGs due to their lack of understanding of the process.

Opening Doors to Physiotherapy Practice in Canada: Best Practices II identifies a review of national competencies that "indicates clearly the great importance of

communication skills and comprehension. Language is a vitally important aspect of readiness to practice.”¹² Although the report recommends that applicants should have a choice of a number of language screening tests before credentialing begins, a specific method of filling the language gap was not identified.

The IPG program model indicated a “significant challenge in course design remained the level of English-language fluency (in speaking, reading, writing and listening) of candidates. Previous research suggested that near-native language fluency was required”¹³ to provide pharmaceutical care in Canada. In active learning environments, “pharmacist teaching assistants were partnered with English-language specialists who were not pharmacists . . . in a team approach to provide both pharmacy-specific instruction and assessment and communicative competency.”¹⁴

Gap Training at Canadian Institutions

There are several models of excellent gap training practice currently in use at both colleges and licensing/regulatory bodies in Canada. Some of the most effective models include supervised practice in the community, mentorship programs, learning contracts, modularized delivery, Canada-wide standards delivered online, and programs that use existing learning materials and PLAR materials as ways for the learners to fill the gaps in a self-directed model or as part of a group. In addition, some of the models identified in the limited literature search have also shown to be effective. These include modularized units of learning, workplace culture, Canadian content specific to trade or profession, and English/French language skills.

Range of Programs

A wide range of programs offer gap training. One college offers a Renewable Resources program, where half of the seats are reserved for First Nations learners. This program includes bridging training identified as gap training, which allows learners a three-year timeframe to complete a “two year” diploma. The same college also offers similar bridging in the trades areas. Bridging is used as another name for “upgrading,” which is negatively perceived by learners.

Other programs that offer gap training across Canada include Business, Social Work and Teacher Education. A Computer Studies program at one college prepares self-taught learners for a challenge exam.

Some colleges offer gap training in the form of learning contracts and bridging (to upgrade as readiness for the programs) in programs such as Office Administration,

Computer Applications and Social Work/Rehabilitation. An Introduction to Computers course at one college includes modularized, pre-printed contracts used to deliver the gap training. Other programs that offer gap training include Medical Transcription, Business, Health and Human Services, Applied Arts & New Media, Trades & Technology, Conservation Law Enforcement, and Early Childhood Education.

Two colleges offer gap training wherever there is an identified need, and another college indicated gap training is available in all program areas.

Three of the licensing/regulatory bodies that offer gap training services describe them as supervised practice/mentoring in the occupation, bridging from Practical Nursing to Registered Nursing, and working with colleges to provide bridging and upgrading.

Identifying Gap Training Applicants

Both colleges and licensing/regulatory bodies varied in their identification of applicants in need of gap training services.

Number of Colleges	Types of Applicants
6	Employed, experienced workers, as well as other individuals
3	Someone in transition, usually where the credential has changed
3	Applicants with paid work-life gaps or job re-entry
3	Applicants affected by changes in certification (old credits to new)
2	Anyone with prior learning
2	Immigrants
2	Applicants requesting transfers of credit with gaps
2	Any applicant
1	Foreign-trained
1	Former military
1	“Technology Pioneers” – those who have pioneered the changes in their fields of specialty but now find they need the credential
1	Part-time learners
1	Workers Compensation clients
1	Employment Insurance clients
1	Students from the college’s own international campuses
1	Applicants from related fields of study

Number of Licensing/Regulatory Bodies	Types of Applicants
4	Immigrants
3	Foreign-trained
3	Out-of-province applicants
1	Full-time workers
1	Inadequately-prepared applicants (through non-certified programs or work experience that did not meet standards)

Benefits of Gap Training

Colleges say:

- there is value in the non-repetition of learning;
- learners feel validated;
- learners value the similarity of their fellow learners and feel more comfortable;
- the education is learner-centred;
- the process is transparent and systematic;
- credible, valid assessment of new learning is achieved;
- learners experience faster movement and higher qualification achievement;
- students select courses based on the availability of programming;
- the training is individualized according to need;
- bridging training ensures validity of assessment and achievement of outcomes;
- there is flexibility of delivery;
- the location of delivery is advantageous (training moves to the community);
- a modularized approach lends itself well to gap training;
- the program is cost-effective; and
- there is full enrolment year-round (continuous intake).

Licensing/Regulatory bodies say:

- standards are recognized across Canada;
- blocks of courses work well for targeted groups; and
- learners are working in the community under supervised practice after a period of observation.

Barriers to Establishing Gap Training Services

Colleges' responses included:

- takes longer than a regular program to complete (in the case of those programs that include the bridging);
- a lack of flexibility in curriculum and learning environment (two colleges);
- faculty resistance (two colleges);
- a lack of time and funds to deliver the training in a quality way that meets the learners' needs (eight colleges);
- a lack of training in PLAR and its benefits; rigid administrative systems and tuition fee structures, particularly the program versus course method of charging tuition;
- a lack of trained staff to develop gap training initiatives;
- a perceived additional workload for existing staff;
- a lack of compensation for the increased workload;
- a lack of flexibility in curriculum delivery methods, particularly in programs that have a non-flexible or traditional lock-step, in-person delivery model;
- PLAR fees,
- the unwillingness of some groups to accept workplace training as valid, credible learning that can be used to fill gaps.
- a lack of electives in programs that limit flexibility;
- limited recognition of industry sector groups' training/workshops;
- a "bums-in-seats" mentality;
- difficulties in identifying missing outcomes; and
- long wait times. If the seats are full in a non-continuous intake program, a learner has to wait until the next intake (often Sept.) for gap filling.

Licensing/Regulatory bodies' responses included:

- typical gaps are in broad areas not contained within a single course, but integrated throughout all of the courses;
- gap training is not in their mandates (eight licensing/regulatory bodies);
- a lack of time to develop gap training initiatives (one licensing/regulatory body);
- a high failure rate for entry-level competency exam among some applicant groups;
- language testing methods are poor;
- individualizing method is more costly ;
- difficult to track in-province versus out-of-province learners;
- inequitable structure of payment mechanisms for learners (e.g., unpaid, supervised practice); and
- no current language requirement. This allows entry to supervised practice, but not to employment because of deficiencies in language skills.

Improving Gap Training

The college respondents offered three different suggestions for change:

- opportunity to set up individualized learning plans that have credible, good quality process;
- more assessor training to properly assess transfer of credit applications (more information on ways of assessing educational documents to determine what they mean); and
- more funding internally to develop models across all programs.

The licensing/regulatory bodies suggested:

- PLAR and gap training conducted and delivered by educational institutions as the licensing/regulatory bodies are not set-up to perform these services;
- a good mentorship program;
- funding to backfill for learners' supervisors (especially EI clients); and
- the introduction of an Objective Structured Clinical Examinations (OSCE) system for every applicant, although this currently costs approximately \$1500.00 per person.

Respondents' Views

One college respondent reflects that learning plans must give serious consideration to the learner's specific needs and interests.

There are a variety of ways to fill gaps:

- on-site (including part-time, distance education or summer session);
- on-line;
- independent study;
- learning contracts (with a learning plan that identifies missing pieces);
- self-led research;
- workshops; and
- bridging.

Well-developed PLAR tools have resource listings included, and PLAR package materials could be adjusted a bit to fill learning gaps. Studying PLAR package materials could help the learner to identify his "gap" and let him improve his skills via self-study.

A learner with skills but no documentation of these skills (e.g., a person who escaped a civil war with only the clothes on his back) could complete and submit a PLAR Challenge package consisting of tests or demonstrations that would prove that he

has the ability to work in his desired profession. He could even be interviewed about his prior learning and how it applies to his chosen field of employment.

Another college noted the increase in applications from immigrants who typically require gap training in order to qualify for Canadian standards or employment expectations, and the need to assist this group. The example provided was that of a doctor who is certified to work in his particular region (in the North), but nowhere else in Canada. This client (the doctor) takes some coursework locally, but travels three to four times per year to Toronto to complete the other requisite courses.

Yet another college indicated that the majority of gap training is delivered at the course level. In addition, the learner may have to obtain some training outside of the college after completing PLAR. However, support for direction and strategy is provided.

One licensing/regulatory body pointed out that global competencies have been in existence for 50 years and involve approximately 50 countries. Therefore, gap training has not been a real problem. They currently use a credential assessment model and exam for entry to practice. The issue of continuing competency is handled by self-assessment, clinical practice surveys and on-site evaluations. Educational programs are not currently designed in a modular format. No business case has been developed to change this situation, as there are only about six applicants per year to whom this process applies.

Another licensing body is hoping to establish a competency self-assessment tool for 2006. Currently, they are trying to develop a bridging program for foreign-trained people who are missing “pieces” such as evidence-based practice. They have a contract with Open University to provide gap training in specific courses to help learners prepare for the exam. There is also a list of programs at other universities that accept learners with gaps. A Canadian Health System module that relates specifically to this occupational practice was implemented in January 2005, and includes a self-assessment tool and coaching (which is available on CD or in hard copy).

A third licensing body indicates that current requirements for licensure include four years experience, one of which must be in a Canadian environment. This year does not have to take place prior to application. In fact, there are advantages to applying for licensure as soon as possible and working through the other steps (exam, interview, etc.) as one gains the required Canadian experience. This body has been active in the area of Foreign Credential Recognition (FCR) through an HRSDC funded project.

A fourth body has a low number of applicants for gap training at present, and most are foreign trained. The representative from this body believes that any gap training undertaken must ensure that individuals achieve appropriate employability skills in order to attain licensure.

Comments/Challenges

This study is believed to be representative of gap training models and processes in use at both public post-secondary colleges and licensing and regulatory bodies in Canada. A more complete and in-depth study of these models and processes could be undertaken, given a longer period of time. The range of research could be expanded to include processes and models in use in a wide variety of education and training organizations, as well as licensing and regulatory bodies around the world.

In addition, it may be useful to research the costs of development and maintenance of a variety of models, and the effectiveness of certain types of programs (i.e., certain models may work well for some programs, but not for all of them).

Notes

1. Human Resources Development Canada, *Knowledge Matters: Skills and Learning for Canadians* (Hull, P.Q., 2002).
2. Canadian Association for Prior Learning Assessment, *Developing Benchmarks for Prior Learning Assessment and Recognition: Practitioner Perspectives* (Belleville, ON, 2000).
3. M. L. Jones, "Use Your Head When Identifying Skills Gaps," *Workforce*, Vol. 790, Issue 3, March 2000.
- 4 & 5. A. Wood & A. Poyner, "Filling the Gap – Training Volunteer Healthcare Library and Information Services Staff," *Library Association Health Libraries Group Newsletter*, March 2002.
6. J.B. Clarke & J. Warr, "Academic Validation of Prior and Experiential Learning: Evaluation of the Process", *Advanced Nursing*, December 1997.
7. 10. 13. & 14. Z. Austin & M. Rocchi Dean, "Development of a Curriculum for Foreign-trained Pharmacists Seeking Licensure in Canada," *Pharmacy Education*, Vol. 4, September/December 2004.
8. 9. & 12. *Opening Doors to Physiotherapy Practice in Canada: Best Practices II*, College of Physiotherapists of Ontario (Toronto, ON, 1999).
11. Canadian Council of Professional Engineers Web site, accessed February 14, 2005.

Appendix

Gap Training Questionnaire

Name of Organization: _____

Contact Name: _____

Contact Telephone Number: _____

E-mail: _____

Survey Questions

General Questions

1. Does your organization provide gap training?
2. How do you describe the term "gap training"?
3. If you answered yes to question No. 1, identify the specific programs in your organization that provide gap training. (Use space on reverse if necessary.)
4. If you answered no to question No. 1, describe the barriers to establishing a gap training model(s) in your organization.
5. Are there specific programs that do not provide gap training?

6. Identify the barriers to establishing a gap training model in specific areas not currently doing gap training. (Note: This question differs from question No. 4 as some organizations may provide gap training in a few, but not all, programs or areas.)

7. Please identify your main clientele for gap training.

Specific Questions

Please attach any available documents if it will speed the process of answering the following questions and/or provide more detail.

1. Please describe the gap training model(s) in use.

2. What are the names of the programs that provide gap training?

3. Describe the model(s) used.

4. What aspects of this model(s) are effective?

5. What aspects of this model(s) are least effective?

6. What would your organization change to make this model(s) more effective?

7. Does your organization conduct Prior Learning Assessment and Recognition services?

Additional Comments:

Please contact the consultant identified below for more information:

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Please leave a message that includes your contact information, along with the best time to reach you.

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Thank you for your willingness to share this information.