



Learning: Tradition and Change in the Northwest Territories



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This version of the Report is presented
for tabling at the Ninth Legislative Assembly only.

A published version will follow.

March, 1982

HON. DONALD M. STEWART
SPEAKER
LEGISLATIVE ASSEMBLY

Dear Mr. Speaker & Members:


We have the privilege to submit the Final Report of the Special Committee on Education entitled "Learning; Tradition and Change".

This report is submitted in accordance with the Special Committee's Terms of Reference.

The Special Committee has completed this report earlier than was originally scheduled so that Members of the Assembly and the people of the Northwest Territories can review the recommendations prior to the Spring Session of the Legislature.

Respectfully submitted,


Bruce McLaughlin, MLA (Pine Point)
Co-Chairman


Tagak Curley, MLA (Keewatin South)
Co-Chairman

INTRODUCTION

Change, growth, and development are characteristics of any living society and, beyond question, the Northwest Territories is now experiencing an extraordinary surge in these natural processes. We cannot refuse the challenges they pose, but we can say something about the direction in which they may take us. Central to any society's efforts to influence the direction of change is its people's ability to participate in planning processes. And, beyond question, learning is the major factor in a people's ability to participate in such planning. We argue, therefore, that learning is the key to our future.

All of our lives we are learning, with and without help, whether or not we are aware of it. Education, as opposed to learning, begins when someone or some agency tries to create circumstances that will encourage or direct the process. We do not claim to know, as members of the Special Committee on Education, what are all of the needs for learning in the Northwest Territories, nor do we wish to direct the course of learning for all of our people -- indeed, to try to do that would raise fundamental ethical issues. On the other hand, we believe that, as members of the Special Committee on Education, we should recommend that our educational system should, as a primary goal, create life-long opportunities for the people of the Northwest Territories to learn. We may fall short of this desirable goal, but we have tried in this report, and we think we have succeeded, to

identify ways in which our educational system can be improved and made more fully responsive to the varied needs of the people in our communities.

The implementation of this report's proposals and recommendations will substantially modify the present educational system of the Northwest Territories.

It must be noted here that the recommendations of the Special Committee on Education are made without prejudice and in fact our intention is to complement and support, rather than impede, the further evolution of the process of land claim negotiations. In making these proposals and recommendations, we have been mindful of certain facts and principles.

- . We are convinced that decisions related to the direction of learning activities in a school must be made at the community level. The community that a school serves should make as many decisions as possible about the nature and scope of the information presented, how it should be presented, and who should present it.

We don't want to drop the school system, we just want a system appropriate to our needs.

Public Hearing, IGLOOLIK

- . The special historical and regional conditions of the Northwest Territories can help in the planning for future programs. In the past, our small population and the lack of a tradition of formal education have sometimes been regarded as disadvantages. We consider that the very smallness of our population should encourage the development of individualized programs, just as the lack of entrenched traditions should encourage the development of innovative responses to local and regional needs. An Arctic College, which will combine attractive features of universities, technical institutes, community colleges, and manpower-planning agencies is an innovative response to such needs.

- . We do not think that learning is limited to instruction that takes place in schools. People are learning all their lives. By educational system we mean all of the organized instructional programs offered in the territorial schools as well as Kindergarten to Grade 10 (K-10) in-school programs. The educational system should permit individuals to join it and to leave it without seriously or negatively disrupting their lives. Adults must be able, at will, to use the system for further education or training.

- . We believe that well designed, specific programs, tailored, where necessary, to individual pupils, can and should provide effective and rewarding opportunities for learning. Instead of using theory or a model, the planner of an innovative program should base it on a community's actual needs and its own characteristics. Adequate planning can assist in the allocation of priorities, apportioning budgets, coordinating services, monitoring the effectiveness of programs and of staff, and identifying the need for specially trained staff. The educational needs of a community are the sum of its individual needs, and when they are added to a community's social, economic, and political priorities, the information necessary for a comprehensive educational program is available.

We believe that, in terms of general policy, the Government of the Northwest Territories should make these commitments to its people.

- . The educational system shall provide the residents of every community with the means to achieve basic Grade 10 or the equivalent of Grade 10.
- . The educational system shall provide residents with opportunities for training to secure employment in the Northwest Territories.

- . The educational system shall provide residents with opportunities for training to assume administrative and other responsibilities in community affairs.

- . The educational system shall provide the means for and assist in the development of programs to meet the educational goals of every community. Elected representatives responsible for education within the communities shall determine these goals.

The Special Committee on Education has listened to testimony about the educational system in all parts of the Northwest Territories. We have been deeply impressed by our people's interest in the system and by their conviction that it should serve the student's needs far better than it does at present. Although, at first sight, our recommendations may seem to be little more than a long list of mechanical adjustments to the system, they are directed toward the creation of a school environment that will, we are confident, make learning an experience that is both interesting and profitable. We believe that the best way to achieve the common good is to work for the individual good. Our goal, in recommending these changes to the structure and organization of the educational system, is to transform our classrooms into friendly and comfortable places where well trained staff can help learners of every age to find out what they need to know.

Major Recommendations

- The Minister of Education of the Northwest Territories shall introduce legislation to create divisional boards of education to govern schools. These boards shall seek the advice of local education authorities in making decisions that affect the communities.

- . The Government of the Northwest Territories shall create a Secretariat for Learning. It will respond to the demands for learning generated by the private and the public sectors.
- . The Minister of Education of the Northwest Territories shall establish two Centres for Learning and Teaching. They will be responsible for curriculum development and teacher training.
- . The Government of the Northwest Territories shall establish an Arctic College. It will be responsible for all educational programs past Grade 10.

COMMON CONCERNS

Between January 1981 and March 1982, the Special Committee on Education held 43 public hearings in 34 communities throughout the Northwest Territories. We heard the testimony of some 1500 witnesses, and their testimony amply demonstrated to us the deep concern and the high interest the people of the Northwest Territories have in education. Whereas opinions on many issues varied, some common concerns were everywhere voiced. We have appended some quotations from our hearings to brief statements of these common concerns.

Preparation for
traditional life
and for wage
economy

Many students, on leaving school, are not competent to pursue a traditional life nor to compete for jobs in a wage economy. Students should be taught the attitudes, skills, and knowledge to be successful both in the traditional economy and in the wage economy.

But we recognize the world is changing, and the school, ideally, should give our children the skills to make their living in other ways. But it should not conflict with the traditional education parents and elders still want to give their children. It should not confuse children with values and a vision of the world that is foreign to their own. It should give them the tools to make a choice as to how they want to live. FORT GOOD HOPE.

People with education in Inuktitut and English are caught in the middle. They are not well educated in either language and seem to be unable to get the better jobs. PANGNIRTUNG

Education, years ago, was not for Native people - but that was not a problem because hunting and trapping was plentiful. Now, if youngsters do not go and succeed, they will fail in society. HAY RIVER

Native languages
and English as a
second language

Which language to use for instruction is a hotly debated issue, and there is no clear consensus in most communities on which the parents would prefer. Parents and teachers alike may be unaware of the implications of first- and second-language programs. Although certainly well intentioned, the Department of Education's attempts to support new language programs with insufficient resources have further confused opinions on this issue.

Everyone should sit down and try and organize a better system whereby Inuktitut could be taught or used as a working language, not solely as a class. And who is teaching Inuktitut must be good in it. CORAL HARBOUR

In our outlying communities, Dogrib language and culture is dominant and the need to have Dogrib language instruction is not perceived as a need at this time. Many parents want their children to learn the skills of English in order to cope with the changing society. However, in Rae-Edzo many students have lost their language. We believe that in time this will be a problem. Now is the time to begin developing a written language program. RAE-EDZO

Can the committee set up a culturally appropriate curriculum, using the community language as the number-one language of instruction? We realize that, since the English system is universal, we must use it to communicate with the rest of the world. But the system must be adapted for people who want to speak their own language and know their own culture. IGLOOLIK

Level of achievement should equal the grade taught

Measured in terms of achievement, students may reach high school without the knowledge and skills required for Grade 9. Questions on this disparity were asked more than any others during the hearings. "Why do teachers not teach Grade 9 concepts in the ninth year of schooling?"

The problem is that, when students supposedly receive Grade 9 in the community, and they go out--they discover they only have Grade 6. Then they drop out of school and return to the community. CAPE DORSET

Why are there not more Native students coming out of the school system with graduation and going on to university. FORT McPHERSON

One student went out, and he was supposed to have his Grade 9. And when he applied for school in Yellowknife, he found that he only had a Grade 7, and the parents were concerned why there was such a gap. CORAL HARBOUR

Attendance and drop-outs

Irregular attendance, which adversely affects student performance and disrupts the regular program, is a common problem. Irrelevant programs, parental apathy, and the student's lack of motivation are, in part, responsible for large numbers of young persons leaving school

early and before they have sufficient skills either to secure employment or to participate successfully in their traditional economy.

The local education authority brought up the familiar problem of lack of attendance at the school in Tuktoyaktuk. TUKTOYAKTUK

School in Paulatuk starts at 11:00 a.m. and goes to 5:30. This is used to encourage kids to come to school and is working very well so far. PAULATUK

The students who come late disrupt and affect the students who come regularly. BAKER LAKE

After the 5th of May, there is nobody in the school. Everybody is out on the land. PAULATUK

Problem with kids dropping out is that they are caught in the middle. They cannot go out hunting, there are no jobs for them, they don't have an education. Culturally, they are caught in the middle and can't support themselves either way. CAPE DORSET

The problem I see about drop-outs is that they are seen as being lazy -- although completing the education program involves being away from home and families and living another way of life. ARCTIC BAY

Discipline Many persons, both parents and teachers, complained to the Special Committee about the behaviour of young persons. In our opinion, disciplinary problems at school, like attendance and early drop-outs, are the symptoms of a deeper problem, not the problem itself. We

recognize that parents in every generation, in every culture, through all of time have complained about the bad behaviour of the younger generation, but of course we recognize also that students who are bored by a curriculum that has no meaning for them are far more likely to behave badly in class than students whose classroom work has engaged their interest. Disciplinary problems may also occur in conflicts of will between persons of different cultures, as might happen when a new teacher arrives without proper preparation in a small community. We deeply hope that the recommendations we have made to make the educational system more fully and more quickly responsive to local needs, along with improved teacher-orientation programs, will go a long way toward solving the disciplinary problems about which we heard so much.

The difference between the way fourteen-year-olds are treated in the traditional society and the way they are treated in the school is quite different. In the traditional society, they are treated as adults; in school, they are not. CAMBRIDGE BAY

Discipline was expressed as a problem around the school. Kids do not seem to be as disciplined as when their parents went to school. FORT RESOLUTION

The schools are to blame for taking more power than they should have, which creates discipline problems. Yet the schools have not got the authority. FROBISHER BAY

Nowadays, the parents are not the boss. The kids are the boss, and they wrap the parents around their little fingers. TUKTOYAKTUK

When I was in school, there was discipline. But, nowadays, the teachers are scared to put a hand on the kids in case they will be called mean. FORT McPHERSON

Leaving home
for school

The prospect of having to leave home for education after Grade 9 may have an adverse effect on a student's level of achievement. Often, the problem is not with high school itself but with the residences in which these students live. Lack of information or, worse still, misinformation will increase the anxiety of parents about their children's conditions.

He's always phoning home. It's hard not to be worried when our child phones home unhappy. POND INLET

Fear of having to go to Yellowknife, when you succeed, can militate against the student's success in Grades 8 and 9. CAMBRIDGE BAY

Kids quit the school in Tuktoyaktuk because they don't want to go to live in the hostel in Inuvik. They do not want to leave home to go to Inuvik or Yellowknife. TUKTOYAKTUK

The communication between the hostel, school, and the parents is poor. Things seem to be happening in the hostel, and the parents always find out about them too late. They need a good counsellor in the hostel. SACHS HARBOUR

There is a need for a counsellor in the hostel. With the age of the students, they need a parent-type influence to be able to discuss problems and help them through some of the hard times in the hostel. FORT McPHERSON

Preparation of
teachers for
northern schools

- . Few teachers from southern Canada have had adequate preparation to teach in northern schools, and they do not have the resources to do a good job.
- . There are too few Native teachers.
- . Southern teachers come to northern schools with little or no knowledge of the Native cultures, little or no training in cross-cultural education, little or no understanding of instruction in a second language, and unable to make proper use of a classroom assistant. Turnover among these teachers is high and interrupts the continuity of education programs.
- . Classroom assistants become discontented because they frequently have to re-educate incoming teachers and make up for a new teacher's inabilities for a few months, despite their lower status and pay.
- . In-service programs and professional development programs are inadequate.

Improvements must be made in the Teacher Education Program to provide more Inuit teachers for schools in the Keewatin.
ESKIMO POINT

Emphasis should be placed on northern orientation--a minimum of three weeks, preferably on site or a similar location. This orientation should continue throughout the school year.
FORT SIMPSON

Proper regional orientation courses for new teachers should be organized and funded by the government. These should be compulsory and involve the local community. RAE-EDZO

Parent
Education

Many parents in the Northwest Territories never had a chance to attend school. Their expectations of school may be unrealistic, they may know nothing of alternatives available to their children, and they may not understand how to encourage their children in their schoolwork.

If we are to have a strong society, parents have to be involved in what is taking place. There should be a program devised to try to educate parents about what alternatives their children face. FROBISHER BAY

There should be a student or parent counsellor, because the parents are interested in what their children are doing, but they don't understand the big words and things that are explained to them by people in Inuvik. FORT McPHERSON

There should be a big promotional program in the Northwest Territories advising parents and children about the importance of education and what they can achieve by attending school and continuing through a particular system.
INUVIK

Adult education Despite an obvious need for adult education, the program has a low priority, no legislative support, and a poor budget. Recent cut-backs have seriously affected staff morale and have made planning almost impossible. Yet, for many persons who left school early, adult education is the only community program that will enable them to continue their education.

Adult education is important because of the large number of drop-outs. After a while, the drop-outs are willing to go back to school. IGLLOOLIK

We do not agree with the present policy of the Department of Education to cut the staff, funding, and programs in this area. The Adult Education Program is of crucial importance in up-grading and filling the gaps in the education of many local people. This program is the only one available for the mature student who has few, if any, job skills and who requires up-grading to qualify for further training, education, or jobs. FORT SMITH

Adult education in Fort McPherson does not have sufficient money to really do anything very meaningful. FORT McPHERSON

Administrative Structure A highly centralized educational system, with its headquarters in Yellowknife, has not developed educational policy or educational programs judged to be acceptable or effective at the community level.

We enjoy an administrative structure that can be responsive to the expressed needs and wishes of the people it serves.... By contrast, in the mammoth N.W.T. district, a cough in Pond Inlet sends vibrations over to Aklavik, and the opportunity for regional concerns to get lost in a bureaucratic tangle is considerable. YELLOWKNIFE EDUCATION DISTRICT NO.1

Programs There is an immense gap between the Department of Education's conception and production of a curriculum and its implementation in the classrooms. Educators and parents alike agree that this gap must be bridged.

Special education, counselling and psychological services Limited funding and inadequately trained staff prevent many children from obtaining the special attention they require.

The Department is not taking their responsibilities seriously regarding special education. CORAL HARBOUR

We don't need someone to come into the community and tell us who has a problem. We already know who has the problem. We want someone to come and work with the teachers to develop programs to help these students. AKLAVIK

Slow learners in the education system need a lot of help. FORT McPHERSON

ADMINISTRATIVE STRUCTURE

INTRODUCTION

Movement toward
a decentralized
system

With no model elsewhere in Canada to follow, the Government of the Northwest Territories has for some time been supervising the evolution of an educational system that serves more than 70 widely scattered communities. The system, which has inherited many characteristics from its special relation with the federal government, has not successfully satisfied the changing needs of these many communities. In our public hearings, very many northern residents expressed their frustration and disappointment with the present educational system.

For several years now, the Department of Education has been considering ways of decentralizing its responsibility for the design of new educational programs and structures, not only to serve remote communities more adequately, but also in keeping with a trend toward local control of education throughout Canada. To facilitate decentralization within the educational system, the Department of Education no longer requires superintendents of education to report to Yellowknife; instead, they are responsible to a regional director and to the communities they serve. The department has encouraged school committees to evolve toward the status of school boards, progressively accepting increased levels of responsibility. However, the residents of many communities have seen little effect from a great deal of talk about the decentralization and the devolution of authority. In their eyes, Yellowknife has continued to dictate philosophy, policies, and

My son, who has no formal education, always gets asked to do jobs. My other kids, who have gone to school are always asking for money and they are next to impossible with Inuit ways.

Twenty years ago, we were told to come to Clyde River so we could get an education and jobs. Now, we are told we can go to outpost camps, with government grants and approval. Education is our problem. The government isn't going to provide the education that we want. Nothing will mix and be perfect.
Public Hearing
CLYDE RIVER

priorities for the educational systems. Budget estimates are still prepared and finalized in Yellowknife, and budget cuts and re-allocations are made there. Yellowknife still hires and transfers superintendents and other staff. Decentralization and devolution of the educational system have not gone forward as anticipated. The process seems to have reached a point where the administration of the Department of Education in Yellowknife, although not legally in direct control of schools, is in practice still in control of the system. The central administration can assume responsibility at will or delegate responsibility at will to the regional director, to superintendents, to local authorities, or to school staffs.

At one time, people used to believe in education. But not so many people now believe in the system.

Public Hearing,
TUKTOYAKTUK

Proposal for a
new administrative
structure

The proposal of decentralization and devolution began more than a decade ago, and we here outline a proposal for its completion. The first section proposes the creation of divisional boards of education, bodies that will become responsible for the provision of education in the communities. We anticipate that these divisions may, in future, be restructured to accommodate changing needs. The second section proposes a different organization for the Department of Education and its support agencies. The new department's role in the operation of schools will be reduced, but it will continue to provide essential support to the divisions in specifically defined areas. We introduce here, also, some new concepts: a Secretariat for Learning, two Centres for Learning and Teaching, and an Arctic College. We also include some comment on the financial aspects of planning and

The Education Ordinance was done by people in Yellowknife who do not understand the local concerns and needs of the people.

Public Hearing,
FORT RESOLUTION

realizing these concepts.

Whereas some persons may consider that devolution of authority in education has now occurred because elected representatives of communities can make major decisions with respect to education, many others would disagree. Our hearings repeatedly indicated an urgent need to redefine the roles of senior administrators in the Department of Education and to establish elected school boards that will be responsible for local decisions in education. The present ordinance respecting education provides for the development of community-level committees, societies, and boards. However, only a few of the larger communities have the human and the financial resources that will enable them to evolve to school board status. Under existing arrangements, most communities can never hope to gain even the status of a school society. To address this problem, residents in many parts of the Northwest Territories have begun to consider ways of cooperating to function as a regional organization that will include a number of communities and schools.

The Education Societies get all the nothing jobs and have no power.

Public Hearing,
RANKIN INLET

ADMINISTRATION STRUCTURE
RECOMMENDATION 1

The Minister of Education shall delegate the administration of education from Kindergarten to Grade 10 (K-10) to ten divisional boards of education.

We therefore propose the creation of ten divisional boards of education, each of which will encompass several communities, and each of which will be governed by elected boards. The delineation of these divisions must be based on a careful judgment of geographical, cultural, educational, administrative, demographic, linguistic, and political facts.

ADMINISTRATIVE STRUCTURE

We believe that the boundaries of these ten education divisions should be established to meet present needs, but we recognize that provisions must be made for the possibility of changing these boundaries, as future developments may require. The divisions' main purpose is to provide an effective and efficient educational unit. At the same time, they must be able to complement the present Native and constitutional negotiations. For example, the Western Arctic Regional Municipalities Plan includes, as a priority, administration of education.

Initially, the ten divisional boards of education shall be:

1. The Baffin Education Division will be responsible for all education programs offered in the Baffin region.
2. The Beaufort Education Division will be responsible for all education programs in Aklavik, Paulatuk, Sachs Harbour, and Tuktoyaktuk.
3. The Kitikmeot Education Division will be responsible for all education programs in Cambridge Bay, Coppermine, Gjoa Haven, Holman Island, Pelly Bay, and Spence Bay.

Education should be done within the community, not outside the community
Public Hearing,
FORT McPHERSON

Regional education boards would be a good idea where issues could be discussed and solved at the regional level rather than all at Yellowknife
Public Hearing,
HAY RIVER

4. The Keewatin Education Division will be responsible for all education programs in the Keewatin region.
5. The Mackenzie-Great Bear Education Division will be responsible for all education programs in Arctic Red River, Fort Franklin, Fort Good Hope, Fort McPherson, Fort Norman, and Norman Wells.
6. The South Slave Lake Education Division will be responsible for all education programs in Fort Resolution, Snowdrift, Hay River, Pine Point, and Fort Smith.
7. The Southwest Education Division will be responsible for all education programs in Fort Simpson, Fort Liard, Jean Marie River, Nahanni Butte, Trout Lake, Wrigley, Tungsten, Lac la Martre, Rae Lakes, Snare Lakes, Rae-Edzo, Fort Providence, and Detah.
8. The Inuvik Education Division will be responsible for all education programs in Inuvik.
9. The Yellowknife Education District No. 1 will become a Divisional Board of Education.
10. The Yellowknife Education District No. 2 will become a Divisional Board of Education.

The ten education divisions recommended here include all the communities in the Northwest Territories except Sanikiluaq, a community on the Belcher Islands remote from other communities in the Northwest Territories. To administer education there from either the Baffin Division or the Keewatin Division would be extremely expensive. Because the people of Sanikiluaq are related to Inuit of northern Quebec, we recommend that educational services there be provided by the Kativik School Board of Quebec through a renewable, limited-term contract negotiated between representatives of the Minister of Education, the people of Sanikiluaq, and the Kativik School Board.

The Education Ordinance and Regulations provide for community-level advisory school committees, school societies, and school boards (Sections 5 to 53), but they make no provision for regional organizations. At present, the Baffin, Keewatin, and Central Arctic regions have operating regional advisory groups.

Whereas the concept that local involvement would lead eventually to local control appears, at first glance, to be a generous form of decentralization and devolution of power, in reality this concept promotes the development of administrative units that are too small, in most cases, to ever become the truly independent units or education boards provided for by Sections 23 to 53 of the present Ordinance. To be educationally efficient and financially viable, an education division must have the power

Local Education Committees should feed into the regional boards so that they have local input at all times.

Public Hearing,
HAY RIVER

ADMINISTRATION STRUCTURE
RECOMMENDATION 2

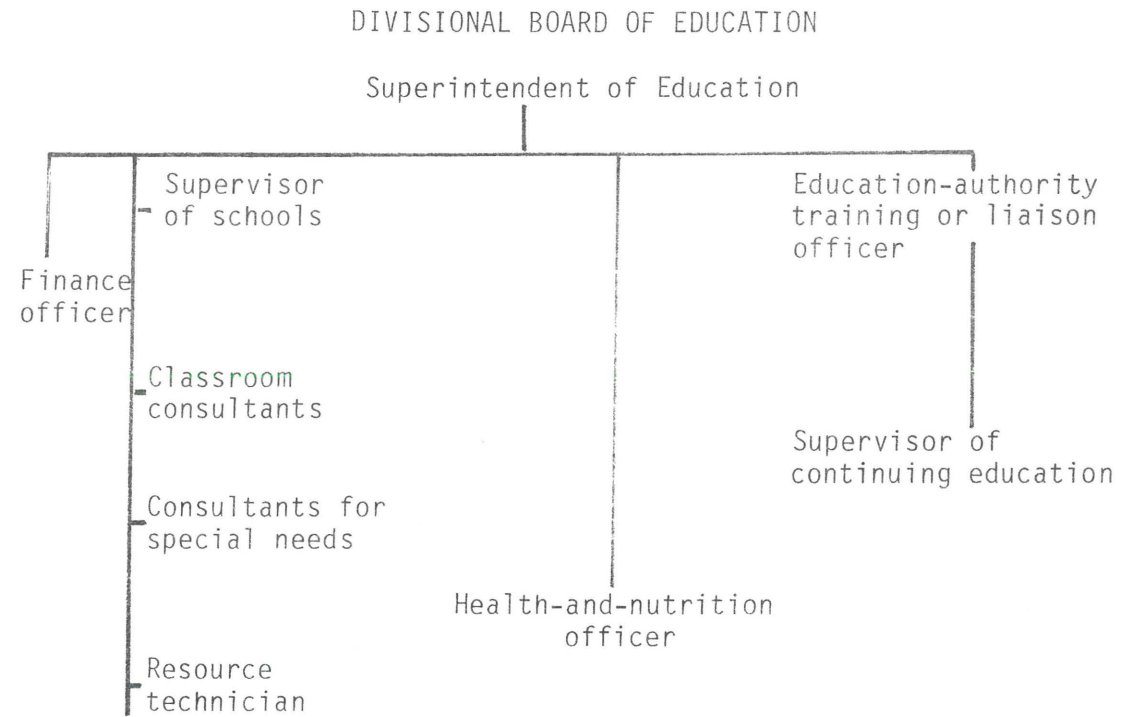
Each education division shall be guaranteed staff to administer, coordinate, and implement all of its basic programs.

- . to offer instruction to all of its students, including instruction for students with special needs,
- . to provide opportunities for adult education and for continuing education,
- . to provide instructional staff with required levels of professional support and stimulation,
- . to provide career opportunities for staff,
- . to have budgetary flexibility sufficient to deal with emergencies and unusual circumstances, and
- . to purchase supplies and equipment in volumes that achieve economies of scale.

Although many factors must be taken into consideration in the delineation of an education division, we believe that an efficient and effective operation can most easily be achieved in a division that has a school population of at least 1,000 students. The Beaufort, Inuvik, and Mackenzie-Great Bear education divisions, as here proposed, will each have populations of less than 1,000 students, but we have recommended their establishment, after much consideration, because of

geographical, cultural, and political factors and because projected industrial activity should lead to population growth in the region.

Although every education division will determine its own needs for staff, each of them must have staff sufficient to supervise and implement its basic programs effectively. Each division that has a student population of more than 1,000 will employ, as minimum staff, a superintendent of education, a finance officer, a supervisor of schools or administrative assistant, classroom consultants, a consultant for psychological services, a resource technician, an education-authority training or liaison officer, a health-and-nutrition officer, and a supervisor of adult education. Smaller educational divisions will receive financial grants to pay for additional person-years of staff on a proportional basis.



The membership of a divisional board of education will be made up of representatives elected from each community within its jurisdiction. The number of representatives will be proportional to population, but each community will have at least one representative and no community will have more than three.

ADMINISTRATIVE STRUCTURE
RECOMMENDATION 3

Every community shall be represented by a divisional board of education.

Each board member should not only represent his or her own community, but that person must also contribute toward the board's work as fully as possible. To be eligible for election to a divisional board, a person must already be an elected member of a local education authority.

Each divisional board and local education authority must have a constitution and terms of reference that outline the conduct of business. The Education Ordinance and the board's constitution will define procedures for the election of board members, terms of office, appointments, etc. Divisional boards will be funded through education grants, local tax levies, and equalization grants, if necessary.

Section 39 of the Education Ordinance defines which communities are liable to assessment and taxation for school purposes. We must develop a formula for the determination of equalization grants to ensure that communities and divisions that do not have an adequate tax base are not penalized.

ADMINISTRATIVE STRUCTURE
RECOMMENDATION 4

All educational staff working in the communities shall be employees of the divisional boards of education.

In addition to receiving administrative support and consulting services from the Department of Education, each divisional education board will receive block grants for employment of staff for community education, including both in-school education and adult education.

At present, Yellowknife Education Districts No. 1 and No. 2 are the only educational units in the Northwest Territories controlled by elected boards. All of their staff are employed by the two districts, but these employees belong to the same professional association as other teachers in the Northwest Territories. It is our intention that any rights or privileges gained through the collective bargaining process not be violated, and that wherever change is necessary because of our recommendations the cooperation of the Northwest Territories Teachers' Association will be sought.

A divisional education board's activities will include:

- . holding regular board meetings,
- . reviewing educational programs,
- . preparing an annual estimate of revenue and expenditure,
- . responsibility for the expenditure of all monies,
- . recruitment and appointment of staff,
- . administration of student residences within the division, and
- . enabling education authorities in the communities to participate actively in decisions that will affect their community and school.

The 200-day, September-to-June school year common elsewhere is inconvenient for many families in the Northwest Territories. We recommend that the divisional boards of education shall have the power to modify regulations regarding the number of days of attendance

ADMINISTRATIVE STRUCTURE
RECOMMENDATION 5

Divisional boards of education shall with the approval of the Minister of Education establish the length of the school year from between 170-200 days.

required during the school year. We believe that children will profit from time out of school spent in the practice of traditional activities. Teachers would be able to use this time to develop new programs and materials or for programs of in-service training.

ADMINISTRATIVE STRUCTURE
RECOMMENDATION 6

Divisional boards of education shall with the approval of the Minister of Education lower the entrance age to Kindergarten to four years.

Although the Ordinance Respecting Education in the Northwest Territories (p. 10-22) outlines the process by which school committees may become school societies, then school boards, the achievement of board status is practically impossible for most communities for several reasons.

- . Most communities are too small to support school boards.
- . An educational system made up of many small, isolated, independent boards cannot develop the educational programs they require.
- . None of them has the necessary resources.
- . A small, isolated community cannot attract good staff, if there are no prospects there for self-improvement and for promotion.
- . Communities can only benefit by cooperating, rather than competing, with their neighbouring communities.

- . The task of helping more than 70 local authorities to evolve school societies into school boards is very great and probably impossible within present budgetary limitations.

We therefore strongly recommend that local education authorities operate as elements within the divisional boards of education; these authorities should not become school boards until their school population reaches 1,000 students.

The structure of a local education authority is outlined in Sections 8 to 15 of the Education Ordinance. Its activities include:

- . holding regular monthly meetings,
- . approving all school policies, procedures, programs, and activities,
- . development of new policies,
- . approving the appointment of all staff,
- . approving expenditure of the school budget,
- . participating in the planning of all new educational facilities and approving all final plans,
- . approving programs for adult education and continuing education, and
- . selecting one of their members to represent the community on the divisional board.

If divisional boards of education and local education authorities are to be influential, they must develop a territorial organization that will represent parents' views and concerns in the same way that the Northwest Territories Teachers' Association represents its members' views and concerns.

We therefore recommend that the local education authorities elect one of their number to represent them at divisional board meetings and that all members of the authority be enabled to attend annual divisional conferences. We also recommend that education authorities should proceed with plans to organize a conference of education authorities in the Northwest Territories in 1982 to discuss issues related to education and to establish a Northwest Territories Education Authorities Association as an affiliate of the Canadian Association of School Trustees.

Although divisional boards will be responsible for the provision of education services in the Northwest Territories, the Government of the Northwest Territories should provide some direction, advice, and support for them.

Financial support is the most obvious of many forms of essential support that will be required. The training of teachers and the development of programs are complex tasks, too costly to be undertaken by each division independently. Programs of continuing education,

higher education, and some aspects of adult education will be most efficiently and effectively carried out by an agency that serves all of the education divisions. Finally, but perhaps most important, some body should provide direction and advice on learning within the Northwest Territories from a perspective wider than that of an individual education board. This body should also be responsible for final direction, advice, and appeal during times of real or impending conflict or of continued indecision.

The Minister of Education, a member of the Executive Committee of the Northwest Territories, is legally responsible for the implementation of the policies of the Government of the Northwest Territories with respect to education. Within limits defined by the Education Ordinance, the minister should provide direction and advice both to divisional boards and to residents generally. The minister should also respond to requests for assistance and to arbitrate conflicts and disputes. In our opinion, the Minister of Education must have assistance to carry out these responsibilities. We recommend these five agencies, some of which will be new creations.

- . The Secretariat for Learning
- . The Minister's Advisory Council

- . The Department of Education
- . The Centres for Learning and Teaching
- . The Arctic College

SECRETARIAT FOR LEARNING

We recognize that responses to the needs for education have varied widely at different levels of the territorial government throughout the Northwest Territories. Activities represented by these responses will grow in scope and character in the near future. Teaching programs of various kinds can be found in every government department, but most of them are concerned with local government, personnel, economic development, social services, and education. Over one-third of the budget for the Government of the Northwest Territories is now being spent on teaching programs of these kinds.

The federal government now responds more readily to demands for the support of specific learning programs than it does to more general demands for the support of education. Governments that wish to maximize access to federal support must be able to formulate demands of this kind. We recognize that economic growth and industrial development now in progress and expected in the immediate future will severely strain the Government of the Northwest Territories' ability to plan responses to demands for learning at all levels of

ADMINISTRATIVE STRUCTURE
RECOMMENDATION 7

The Executive Committee of the Northwest Territories shall establish a Secretariat for Learning.

There is a definite lack of communication between government departments. There should be more departmental sharing for vocational programs using the resources already in the region.

Public Hearing,
ESKIMO POINT

specialization. Response to these demands for learning must be coordinated at the highest political level possible.

The Secretariat for Learning will be composed of the members appointed by the Executive Committee and chaired by the Minister of Education. It will have its own budget and staff. The secretariat will plan and coordinate responses to demands for learning of every kind within the Northwest Territories. It will report to the Executive Committee and annually to the public on current and proposed responses to learning demands. It will also coordinate responses and provide leadership with respect to learning demands generated by industrial development in the Northwest Territories.

MINISTER'S ADVISORY COUNCIL

Educational needs in the Northwest Territories will vary regionally in response to economic, social, cultural, and political changes. The support the ten divisions will require to enable them to carry out their responsibilities effectively will depend upon the Minister of Education's knowledge of their situation. To maintain continuity, to support division programs effectively and education generally, the minister must have steady access to advice from all parts of the Northwest Territories. The Minister's Advisory Council shall include the Deputy Minister of Education, one representative from each

ADMINISTRATIVE STRUCTURE RECOMMENDATION 8

A Minister's Advisory Council shall be established.

divisional education board, representatives of the Native organizations, a representative of the board of governors of the Arctic College, and representatives from business and industry.

The council will report regularly to the Minister of Education and make recommendations on all aspects of education and, in particular, on priorities in the school programs. The minister may refer matters for review and recommendation to the council.

DEPARTMENT OF EDUCATION

The Department of Education is, by definition, a body that is responsible for the evaluation, administration, and implementation of the Minister of Education's policies and directions.

With increased responsibility for education programs delegated to the divisional boards of education and to local education authorities, the Department of Education's services and functions will be limited and classified. They will include the administration of funds on behalf of the minister; the monitoring of educational programs and processes; the monitoring of major capital expenditures and of standards; and the provision of assistance through funding and the loan of specialized staff to education authorities that are participating in education

ADMINISTRATIVE STRUCTURE RECOMMENDATION 9

The direct administration of schools in the Northwest Territories shall be transferred from the Department of Education to the divisional boards of education.

projects not financed by their grants.

The Deputy Minister of Education is the chief civil servant to whom the Minister of Education delegates power and responsibilities for administration of the Department of Education, as well as other duties as the minister may decide. The Deputy Minister of Education shall be a member of the Minister's Advisory Council and the board of governors of the Arctic College, and he will be chairman of the board of directors of the Centres for Learning and Teaching.

The Education Ordinance and Regulations constitute the basic authority whereby the Government of the Northwest Territories and its Minister of Education provide direction in education. These regulations must often be revised to respond to changing educational needs.

The Administrative Support Services Branch of the Department of Education shall be responsible for the revision of the Ordinance and Regulations and for interpreting them, on behalf of the Minister of Education, to divisional boards of education, the board of governors of the Arctic College, and other interested groups. This branch should also assume other administrative responsibilities to help the Minister of Education provide services required by law.

ADMINISTRATIVE STRUCTURE
RECOMMENDATION 10

The Education Ordinance shall be amended to enable the implementation of the recommendations of the Special Committee on Education

Administrative
Support Services
Branch

The staff of the Administrative Support Services Branch shall include a director and personnel to serve specialized functions. The information services staff will provide essential administrative support services, as required by the Minister of Education, and will prepare and distribute authorized information on education to all educational agencies, interested groups, and individuals in the Northwest Territories. Other staff will prepare and administer correspondence courses in schools in core-subject areas, as requested, and in the Centres for Learning and Teaching.

Administrative support staff will provide the minister with assistance required to prepare, distribute, and interpret legislation, regulations, and policies related to education. Residence administration staff will prepare guidelines for school buildings and for the Arctic College. Capital planning staff will review and make recommendations to the minister on all proposed changes to educational facilities that require substantial capital investment. Certification and records staff will classify and preserve all information related to the certification of staff and will keep records for all high school and post-school students.

How do you get the dollars into the communities?

Public Hearing,
FORT McPHERSON

Finance
Branch

The revised Education Ordinance and Regulations will enable both in-school and post-school programs to operate within a grant structure administered by the Finance Branch under the direction of the Minister of Education to ensure that, while maintaining maximum autonomy for

all educational boards, funds are used within the conditions and under the terms that the Ordinance and Regulations and the Minister of Education may define.

The staff of the Finance Branch shall include a director and personnel to serve specialized functions. Education grants staff will administer grants to divisional education boards and to other educational agencies that may be eligible for them. Control and audit staff will calculate education grants. Financial planning staff will prepare budget estimates and long-term financial forecasts for the Minister of Education, review both budget estimates for and audited financial statements from all recipients of education grants, prepare and conduct financial-management sessions for divisional boards and for other educational agencies, and audit financial statements from recipients of education grants at the minister's request. Statistical records staff will collect and preserve important financial and statistical data.

CENTRES FOR LEARNING AND TEACHING

We believe that program development, support services, and staff training will be most effective if the persons responsible for them have a voice in the establishment of priorities and policies. At the same time, we want to ensure that the development of these services

ADMINISTRATIVE STRUCTURE RECOMMENDATION 11

The Minister of Education shall establish two Centres for Learning and Teaching.

and programs and the training of staff are closely associated with the public they will serve. We therefore recommend that the Minister of Education should establish two Centres for Learning and Teaching, one of which will serve the eastern part of the Northwest Territories and the other will serve the western part. Each centre will serve all the schools and residents within its region, but in fact the majority of Inuit residents live in the eastern region and all of the Dene residents live in the western region. The two centres' work will reflect that reality.

Each centre will have a permanent staff, and each of them may employ specialists on contract for specific projects. Each centre's boards of directors will include the Deputy Minister of Education, the superintendents of education from each divisional board of education within its region, and the principals of the Arctic College.

Although each centre will report annually to the Minister of Education, it will be independent of the Department of Education and will operate within a mandate defined by a revised Education Ordinance and Regulations. Each centre will operate with funds authorized by the Minister of Education and with funds from grants or for special projects.

Each centre, representing its own regional and cultural interests, will

- . prepare programs of study for K-10 and adult education,
- . test new programs of study,
- . train teaching staff in the methodology required for the implementation of new programs,
- . supervise the initial phases of a new program's implementation,
- . prepare programs for special education and provide support services for them as required,
- . evaluate programs of study,
- . conduct educational research,
- . design and present teacher-training programs,
- . carry out specific tasks for the divisional boards of education,
- . communicate useful information to the staff of the divisional boards of education, and
- . coordinate regional activities with the Arctic College.

ARCTIC COLLEGE

At present, the Department of Education is responsible both for classroom instruction and for post-school programs. The latter have always had a lower priority and have been funded by grants separate from the in-school programs. We believe that post-school programs

ADMINISTRATIVE STRUCTURE RECOMMENDATION 12

The Minister of Education shall introduce legislation to establish an Arctic College.

will be effective and relevant only if northern residents, together with representatives of government and industry, can directly influence their nature and scope.

Like the Centres for Learning and Teaching, one section of the Arctic College will serve the eastern region and one will serve the western region, although the residents of one region can on application participate in programs organized for the other.

Each section of the Arctic College will have a principal, instructors, researchers, counsellors, and other support staff, and each section will report to the same board of governors, on which will be represented the Deputy Minister of Education, the divisional boards of education, the people of the Northwest Territories, the education profession, and the private sector.

The Arctic College will be independent of the Department of Education, but it will operate within a mandate defined by a revised Education Ordinance or a separate ordinance. It will receive funds through a grant structure, special project funds, and other funds authorized by the Minister of Education, to whom it will report annually.

Under a board of governors, the Arctic College will

- . operate all post-school, that is, after Grade 10, programs,
- . determine priorities for such education by research and planning,
- . provide counselling and administrative assistance for all post-school programs,
- . administer all higher-education grants and bursaries and provide counselling or assistance that may be required,
- . monitor the implementation of new programs and projects and evaluate their progress and success, and
- . coordinate activities with the Department of Education, the divisional boards of education, industry, and in all other agencies that might affect or be affected by programs of post-school training.

How education
is financed

Financial support for education, as for other services in the Northwest Territories, is complicated by the territorial government's special relation with the federal government. There is a tendency (not unique to the Northwest Territories) for senior civil servants to centralize, as far as possible, financial planning and spending authority.

Financial planning for operations and maintenance (O & M) and planning a schedule for capital investments must begin early. For 1982-83, the Financial Management Board required each department to submit O & M budgets by 10 April 1981 in the form of three-year forecasts of "A" level estimates. The board then required each department to submit its final estimates by 31 July.

Although the letter inviting the main departmental estimates indicated that base-level funding for 1981-82 in some areas, such as travel and transportation, would be reviewed, the letter strongly emphasized that the preparation of the 1982-83 estimates should use the 1981-82 dollar totals and person-year totals as targets.

The preparation of estimates for O & M budgets requires each department to estimate expenditures within pre-determined guidelines. Equally important, the process provides information that is essential for negotiations at both the spring and fall intergovernment committee.

Within the Department of Education, the planning process for the O & M budget has several undesirable effects. Regional education staff, who are not party to all of the planning processes, are frustrated by requirements they feel are unfairly placed upon them. They, like the deputy minister, have only 30 days from the date of the call letter to produce a budget. This 30-day period falls during July, when the

schools are closed and many persons are not available to provide necessary or useful information. Efforts to plan in advance are frequently frustrated, in the opinion of some superintendents, because headquarters had not issued a statement of priorities, by changes in the nature and scope of the information requested, and by changes in the process of submission. Regional education staff must prepare submissions for a budget year that begins in April, although their school year begins in July or late August. A superintendent planning to change a school program must make plans at least one and one-half years ahead if the change is intended to begin with a school year. A local education authority or principal must plan such changes nearly two years in advance. Given the rate of staff turnover in most communities and regional offices, many staff have not held their positions long enough to establish priorities and to implement them.

Regional staff often complain that, although they are involved in the early stages of budget preparation, later changes and negotiations are made without reference to them. Despite lack of feedback and despite negotiations between regional offices and headquarters over budgets, regional superintendents feel that they are held accountable. This feeling can lead to practices of "hiding money", refusing to share across regions, and "re-appropriating funds" without advising headquarters.

Budget
Maintenance

After a budget is approved, the maintenance of accurate, complete, and regular statements of expenditures has been almost impossible at any level of the educational system. The centralized computer system now being set up to serve all government departments is plagued with errors and inadequacies. In November 1981, print-outs were available only up to 30 June 1981. Consisting basically of single lines of information on budgets and person-years, they were inadequate for budget control. This complex system of financial management seems to be aimed primarily at providing information for headquarters, rather than the reverse, and the system is understood by only a few persons.

The Department of Finance, the Financial Management Board, and headquarters in the Department of Education have devised a system that is too complex to satisfy both the needs of the territorial government and the needs of regions and communities. Neither the Financial Management Board nor the staff at headquarters can effectively and accurately assess financial requests from regional offices; they can only compare them with previous submissions and make spot checks. This process tends to stultify creativity and to inhibit change at the regional and community levels.

ADMINISTRATIVE STRUCTURE
RECOMMENDATION 13

Divisional boards of education, Centres for Learning and Teaching, and the Arctic College shall have the power to establish their own priorities, programs, and schedules of implementation.

We therefore recommend that divisional boards of education, the Centres for Learning and Teaching, and the Arctic College shall have the power to establish their own priorities, programs, and schedules for implementation, although they must all work within budgetary

guidelines for block grants approved by the Financial Management Board and the Executive Committee. They need not concern themselves with budgetary negotiations between territorial and federal governments nor with the process of planning and implementing the territorial budget. The territorial government need not concern itself with the priorities and programs of these agencies, except to ensure that they are consistent with the government's policies, in accordance with requirements of the Ordinance and Regulations, and that monies are appropriated correctly.

In general, we believe that the divisional boards of education, the Centres for Learning and Teaching, and the Arctic College can operate within percent-growth guidelines approved by the Executive Committee. They should set their own priorities within guidelines approved by the Minister of Education, and they must make their records available for auditing. Audit records, government survey forecasts, government priorities, and past records of expenditures should provide all of the data required for intergovernment negotiations and for management of the territorial government's total budget.

THE SCHOOL PROGRAM

Goals of
curriculum
development

Two factors especially determine the quality of instruction in the classrooms of the Northwest Territories. They are the effectiveness of the programs and the experience of the teachers who present them. What we need in the Northwest Territories today is a system of curriculum development that will challenge, nurture, and respond to students, to parents, and to other persons who are seriously interested in improving education in the community. Official policy for curriculum development must recognize substantial differences among the many communities and varied regions of the Northwest Territories.

A curriculum is not an archaic inert vehicle for transmitting knowledge. It is a precise instrument which can and should be shaped to exact specifications for a specific purpose.... It can be changed and it can be improved...as a means to achieve...educational goals.

INDIAN CONTROL OF INDIAN EDUCATION

PROGRAM POLICY RECOMMENDATION 14

The Minister of Education shall delegate responsibility for program and curriculum to the divisional boards of education.

All programs offered in the schools of communities within one of the education divisions shall be subject to the approval of that divisional board to maintain acceptable and equitable standards of quality. However, the divisional board must be alert to local needs and sensitive to ways that may encourage participation and decision-making at the community level. The fact that members of the divisional boards are locally elected to represent community interests should help to achieve these goals.

The support of the community is strong for activities going on in the school and this is the reason for the success of the school.
Public Hearing,
HAY RIVER INDIAN VILLAGE

Control of
programs by
divisional
boards

A divisional board and its local education authorities shall, together, decide what they want their children to learn. Together, they shall decide which programs and which processes of program development are their respective responsibilities.

In keeping with our conviction that the community must have maximum possible control of education, we consider that the divisional boards of education should not make any decisions about programs in any school without first consulting representatives of that community's educational authority. Nor should a local education authority make any commitments or enter into any agreements that may have implications for the divisional board without prior consultation with the board.

After reviewing a mass of information related to curriculum development in the Northwest Territories, it is plain that an integrated system has not yet been achieved. Rather, we see that a number of important, but unrelated, projects have developed over time. Obviously, the development of effective school programs will depend on the education system's ability to attract good teachers and to give them good programs and materials with which to work.

The Department should listen to what local authorities want with regard to the curriculum.

Public Hearing, CORAL HARBOUR

The curriculum is not relevant to the every-day activities of the students, as some students do not feel that the school is an effective or relevant place to be.

Public Hearing, CAMBRIDGE BAY

Curriculum changes are too frequent; the duration should be sufficient for proper evaluation.

Public Hearing, FORT SIMPSON

In practice, the institution of a program for curriculum development will involve the recruitment, orientation, and in-service training of persons who will help to train teachers who speak Dene and Inuktitut. The program will include teaching materials, strategies of instruction, and procedures for evaluation.

As soon as possible, there should be training for Native teachers and Native adult educators to develop programs at the local level.

Public Hearing, FORT McPHERSON

Curriculum development in the Northwest Territories, like many other aspects of its education system, has been highly centralized. We recognize that there are historical reasons for such an approach, and we should like to take this opportunity to acknowledge with gratitude the contributions of many educators, past and present, who have produced in their schools innovative and attractive teaching materials oriented to their students' needs. We should also like to acknowledge with gratitude the work of many curriculum specialists in the Department of Education. They have worked on complex projects with inadequate resources and with little chance to learn directly from the great variety of schools that have used their materials. They have achieved many successes in difficult circumstances, and we wish to recognize that fact. However, it is plain that, owing to the great size of the Northwest Territories and the diversity of its schools, central control of curriculum development has hindered progress. We consider that the principle of local control of curriculum development must be implemented, if students are to be effectively served. Curriculum development must be closely associated with the schools and

Hundreds and thousands of dollars are spent on curriculum development in Yellowknife, and when the packages come to the community they have to be changed to the particular community's needs.

Public Hearing, ESKIMO POINT

local communities.

Activities of the Centres for Learning and Teaching will include teacher orientation, pre-service and in-service training of teachers, cooperation with divisional boards in the development of curriculum, and research into traditional ways of learning and thinking that may assist both teaching and learning. (We note that the Inuvialuit of the Beaufort Board have special needs which will have to be dealt with.)

We recommend that the responsibilities of the Program and Evaluation Branch of the Department of Education be transferred to the divisional boards and to the Centres of Learning and Teaching. We also recommend that all aspects of teacher training be closely associated with curriculum development. Representation from the divisional boards in the administration of these centres should help to achieve this goal.

Functions of
the Centres
for Learning
and Teaching

The Centres for Learning and Teaching shall have personnel for the training of teachers and personnel for the development and evaluation of curricula. The divisional boards may appoint additional staff on short-term contracts to encourage curriculum specialists to maintain a close association with the schools and to direct their efforts to the solution of practical problems at the community level.

There is a problem with lack of money, for there are no language curriculum materials for the Native languages of the Aklavik area.

Public Hearing, AKLAVIK

Academic programs are offered, and only 5 percent, at a maximum, of the students are going to Yellowknife high school. The question is, Are the programs therefore relevant to the majority of students attending school here?

Public Hearing, COPPERMINE

Because the implementation of new curricula must be done by teachers in classrooms, the specialists developing new curricula should be closely associated with the training of teachers. The specialists must support and assist teachers in the classroom, and they need the teachers' experience of classrooms to assist their own work. When the divisional boards assume responsibility for the development of curricula, they can, with competent staff, develop curricula themselves, or they can contract with the Centres for Learning and Teaching or with individual schools to do the work.

The divisional board's choice will depend on the scope and nature of the work to be done and on the location of the necessary resources. Local education authorities should have financial support to study the costs and implications of their proposals so they can make effective decisions.

Community
involvement in
program
development

In making these recommendations, we assume that parents and community organizations will participate actively in the establishment of priorities in their children's education. In many public meetings and in the briefs submitted to the Special Committee, parents throughout the Northwest Territories reaffirmed their commitment to two principles long honoured in Canadian education: parental responsibility and local control of education.

We have been asking for someone to help us do Inuit curriculum development. But nothing has happened so far, and we desperately need someone to come and help us carry on the good work that has been started.

Public Hearing, ESKIMO POINT

You have heard now about all the problems that exist in an educational system which has been forced upon our community by the Territorial Government. The government operates from afar. It does not know us, and yet it tries to control how our children learn. Our community has realized that all of these problems will only increase unless we take control of the system ourselves and change it.

Public Hearing, FORT GOOD HOPE

The application of these principles to practice, a high priority, will involve the education of communities to understand different approaches to curriculum development and their implications. The curricula developed must involve both teachers and parents. We deeply believe that parents and the local education authorities have a major responsibility in the development of strong education programs in every community.

We observed earlier that school attendance is a common concern in all of our communities. We believe that irregular attendance in school is really a symptom of the problem, not the problem itself. To treat attendance as if it were the problem (by hiring truant officers, for example) is ineffective, as experience has abundantly demonstrated. Instead, we believe that satisfactory attendance in our schools will depend upon:

- . informed parents, who support the school's programs and who feel that the school belongs to them;
- . effective teachers, who have the special knowledge, skills, and attitudes needed to teach in northern communities;
- . a program that meets the needs of children in a northern environment; and

We need special help with attendance in Tuktoyaktuk.

Public Hearing, TUKTOYAKTUK

There is no incentive to have the children come to school, and the parents do not encourage them to come to school.

Public Hearing, REPULSE BAY

. evidence that going to school will make an important difference to the quality of life both before and after graduation from school.

Of course, counselling services should be available for chronic non-attenders, and certain cases may require individual attention, but we are convinced that major problems of school attendance are indicators of much more serious problems in the educational system.

Grade 10 in every community

At present, most students who wish to continue their education beyond Grade 9 must, at a young age, leave their homes in small communities to live in a crowded residence in some distant settlement while attending a large, composite high school. Not surprisingly, most of them are unhappy, and the drop-out rate for students in Grades 9 and 10 is very high indeed. We have heard abundant testimony to suggest that, if these students could live at home, most of them would remain in school through Grade 10. Recent advances in educational technology should enable most schools, with the addition of one more teacher to staff, to offer Grades 9 and 10.

We know very little about differences in the manner and the rate at which northern Native children learn when they are taught in English or when they are taught in their own language. Without this knowledge, new programs have been developed, tried, and discarded--perhaps prematurely--because their results were not

You can't take the kids and force them to go to school. You have to look at the needs and the system. Perhaps the programs don't meet the needs of the kids.

Public Hearing, HAY RIVER

The school system is not reaching out to the community and getting feedback from the people and parents in the community.

Public Hearing, INUVIK

Is there research done now in different learning strategies and different learning activities in cross-cultural situations? Are there resources available to support research into this area in the near future?

Public Hearing, CAMBRIDGE BAY

PROGRAM POLICY RECOMMENDATION 15

The Department of Education shall regard research into curriculum development as a funding priority.

immediately obvious and satisfactory. Research in this important subject must include observation of the effects of new programs on learners, and the results of this research must be closely linked to curriculum development and to teacher training.

For research into curriculum development, we recommend:

- . the team approach, which will bring together members of the community, classroom teachers, curriculum specialists, linguists, and language specialists;
- . the development of methods for the observation, measurement, and interpretation of results in the classroom;
- . training sessions to enable Native-speaking teachers to participate in this process;
- . using the understanding gained by observation in the classroom and other information available to develop new materials for trial in the classroom;
- . making this material for the classroom immediately available to the teachers;
- . making new materials for the classroom available to in-service courses and to other teacher-training courses; and
- . reviewing new materials for the classroom on the basis of responses from both students and teachers.

All courses should be tested in field situations.

Public Hearing, FORT SIMPSON

Curriculum
should be
developed
in classrooms

This approach to the development of new materials for the classroom is fundamentally different from the process of curriculum development and implementation that exists at present. It formally rejects the idea that adequate new curricula can be quickly produced by a small group of specialists and teachers, neatly packaged, then sent out to the schools for use in the classroom. Such an approach to curriculum development is little more than trial and error in classrooms, with revisions based on the errors. We recommend an approach based on an understanding of current research and on intelligent and systematic observation by teachers. This approach recognizes that teachers, even teachers in small communities, can develop useful programs and teaching materials on their own. These programs and materials may be useful to other schools if intelligent and systematic appraisals of their effectiveness is a part of the teacher-training program.

Responsibility for the development of new programs and teaching materials should not be left entirely to local teachers. Program development of this sort may be regarded as a classroom-oriented process that should involve the participation of all northern teachers in the work of the Centres for Learning and Teaching. Teachers and others with special competencies may take on roles and responsibilities beyond their own classrooms and communities to demonstrate new ideas for teaching, the production of new materials, work with Native languages, or adaptations of training courses. New

In Inuktitut there is no curriculum, but southern teachers follow a curriculum. In Inuktitut you have to make it up as you go along. Inuktitut teachers should get together to develop curriculum.

Public Hearing, FROBISHER BAY

career opportunities will become available for northern teachers who participate in curriculum development, in training positions at the divisional level, and in the Centres for Learning and Teaching.

Priorities for curriculum development

We anticipate that initiative for the development of new programs and new teaching materials will come from a variety of sources including:

- . the community, especially students and parents, who will tell the local education authority or its divisional board what they want the local curriculum to contain or they will describe particular needs to which they want the school to respond;
- . the teachers, who should be among the first to realize the need for a program to answer some special need;
- . other subject specialists, who understand that the introduction of some special subject may have more than local importance;
- . economic realities, such as the introduction of industrial development to an area, and the effects new opportunities for employment should have on education and the social and economic effects such development may have on a region; and

Can we find a way to have the curriculum in our own language so that we can have someone from the community teach the children in the school?

Public Hearing, HOLMAN ISLAND

There is a tremendous amount of knowledge about the Dene view of the world that is learned on the land. This knowledge is our philosophy. To prevent it from being lost, it must become an integral part of the school program.

Public Hearing, FORT GOOD HOPE

- . political and cultural sources, such as Native organizations, which for many good reasons demand that Native children be taught adequately their language, history, and culture.

Requests from any direction for any kind of curriculum development should be submitted to a divisional board. Such requests will greatly assist the divisional boards to establish their priorities and to allocate the financial, human, and other resources available for such work. The divisional boards, in responding, could work out a joint project with a particular school; it could direct some of its own staff to work on a special project; or it could negotiate an agreement with a Centre for Learning and Teaching to undertake a project with its own specialists or with consultants it may hire for the purpose.

Such an interactive process will lead to a fruitful collaboration among many interested persons and agencies. With regular consultation between developers of new curricula and with the classrooms using trial versions of innovative material, we confidently look forward to an enormously enhanced learning experience for everyone concerned with this most important of all subjects in northern Canada today.

We believe that school would be a more successful experience for our children if they were to begin their education learning about what is familiar to them.

Public Hearing, FORT GOOD HOPE

LANGUAGE PROGRAM

The Special Committee on Education strongly supports increased use of Native languages in the schools. We are convinced that this increased use will strengthen Native students' general use of languages and enable them to learn more effectively about every subject in the curriculum. We believe that a community should be able to choose among a variety of options for its language program. In general terms, these options would include:

1. a fully bilingual program to enable residents to use their Native language in public administration, business transactions, health care, broadcasting, publishing, and other local services and activities, as well as education;
2. a partially bilingual program to enable students to retain and use their Native language for whatever purposes the community deems important or necessary (both the fully and the partially bilingual programs include literacy in the Native language);
3. an oral language program to enhance the students' fluency in their Native language, without reading and writing (we regard this program as short-term or temporary because we believe the community will decide to adopt either a fully or partially

Options in the choice of languages

LANGUAGE PROGRAM RECOMMENDATION 16

Each local education authority shall determine the language to be used in its classrooms.

We cannot afford to bury our language with our elders.

Public Hearing, INUVIK

Children should be able to speak both languages and should be able to gain employment. This should not be a conflict. How do you solve this problem? What is the balance?

Public Hearing, PELLY BAY

No Slavey is being offered in any of the schools in this area.

Public Hearing, HAY RIVER

bilingual program or it will allow the Native language to disappear in favour of a second language, probably English); and

4. an emergency language program to enable students to develop fluency in both their Native language and English. Communities in which both young adults and their children are deficient in both languages will need this short-term or temporary program.

Although a school may not be able to respond at once to the choice of language program that its community may make, the prospect of some delay must not be used as a reason for postponing indefinitely implementation of the language program chosen. This policy must be accepted and the means to implement it must exist in the programs of teacher training and curriculum development to ensure that there will be some initial support for implementation of the language option chosen.

LANGUAGE PROGRAM RECOMMENDATION 17

The divisional boards shall run workshops to explain and demonstrate language programs to the communities and to teaching staff.

We recommend that the divisional boards shall run workshops to explain and demonstrate bilingual programs and their implications and to outline the linguistic and other background information, the funds, and the personnel that will be needed to carry out these programs. As a second stage in the implementation strategy, community workshops will gather and analyze information that will assist the community to decide which type of language program it wants and that will inform

Most children in Fort Good Hope understand, but do not speak, the Dene language. And the younger people who can speak are reluctant to do so. We are convinced that, if something is not done to correct this situation, our language will be lost in the near future.

Public Hearing, FORT GOOD HOPE

If there is apathy about language education, then not just the second language but the first language also suffers.

Public Hearing, FROBISHER BAY

We recommend and support two full-time Native-language positions, salaried on a par with similarly qualified jobs, to teach and instruct in the local Chipewyan and Cree dialects.

Public Hearing, FORT SMITH

persons directly or indirectly involved what has been decided or is being planned. The divisional boards will use the staff and resources of the Centres for Learning and Teaching to plan, deliver, and evaluate the language workshops.

The role of
Native
languages in
education

At our hearings, we heard conflicting and sometimes confused comments on the role of Native languages in education. We believe some of these differences of opinion to be at least partly based on misinformation about Native languages. It must be made clear to everyone that there is no evidence at all to suggest that Native children do poorly in arithmetic, science, or English because they are spending too much time on the study of a Native language. Indeed, there is much evidence to show that the opposite is true. And Native parents must realize that the school alone cannot make their children fluent in their Native tongue. They must help by using the language at home. Teachers must be fully aware of the value and advantages of bilingual programs. Otherwise, teachers from southern Canada who have had little or no experience in a multi-lingual situation can misunderstand and misinform others about the use of a Native language and the role of English as a second language in the school. Some teachers from southern Canada may regard bilingual programs as undesirable intrusions into their classrooms and consider that any response to parental pressure for greater use of the Native language must be motivated by political, rather than educational,

Someone in the school should teach the children the language, but it also needs the support of the parents to continue at home as well.

Public Hearing, PAULATUK

Parents are pushing for Inuktitut in the school, and this is causing problems in the school for teachers, who are mixed up, as well as for the students in trying to figure out what is best.

Public Hearing, CAPE DORSET

considerations. On the other hand, well-informed and sympathetic teachers can greatly assist such language programs. Advice and information on these issues might well be handled in orientation and in-service programs for new teachers.

The divisional boards, in mounting language workshops for their teachers, will work with local education authorities, and they can call on the teacher-training staff of the Centres for Learning and Teaching. We believe that placing funds for these workshops with the boards should ensure that they will be carried out efficiently and meet the particular needs of the communities and their schools.

LANGUAGE PROGRAM RECOMMENDATION 18

Local education authorities shall consider making the local Native language one of the school's working languages.

Children will strive to learn the language they perceive has the highest status. If the working language of the classroom and for school business outside the classroom is the local Native language, it will have far-reaching effects on the daily life of the school and the community. The revival or the retention of a language is, of course, dependent upon such daily use. Children come to school with widely varying levels of fluency and skill in their Native language, and we can make no single recommendation here that will apply to the entire Northwest Territories.

When kids learn their own language, they have more respect. It is important that they speak their own language as well as English.

Public Hearing, AKLAVIK

There is a need to have language retained. I can't even speak to my own children and be understood completely, and they cannot act as interpreters for me - - and this disturbs me.

Public Hearing, PELLY BAY

Subcommittees
to monitor and
direct Native-
language programs

In some divisions, several Native languages may be used. Language programs must, therefore, be able to take different forms, depending on local circumstances and desires. We therefore recommend that the divisional boards organize language subcommittees made up of residents from the community who can monitor and direct the development of the Native-language programs in their school. We suggest these guidelines to be used in the development of Native-language programs:

1. the development of Native- or English-language programs should not be done in isolation from other languages;
2. the development of a Native-language curriculum requires a variety of professionals working in cooperation with leaders from the Native communities; and
3. the success of a Native-language program requires strong support from community groups and parents. The school alone, although it may take the lead, cannot be expected to save the language.

No matter how good the language program in the school, it will not save the language. It has to start in the home, and the school program can support that.

Public Hearing, INUVIK

LANGUAGE PROGRAM RECOMMENDATION 19

Funds shall be made available to the divisional boards to develop Native-language programs in all subjects.

We strongly recommend that funds be made available to develop Native-language programs at as many levels up to Grade 10 as the language subcommittees think right, but we consider that priority should be given to the levels between Kindergarten and Grade 3. Work at these levels has already produced some materials and has

trained some Native teachers.

A community
language
development fund

We also recommend the establishment of a community language development fund to support community groups in the organization of first-language programs, which may well include study of a community's linguistic situation, collection and transcription of stories in the Native language, etc. The fund, which will be spent under the authority of the divisional boards of education, may also be used to support regional groups who have joined to support Native-language programs. Projects supported in this way should help divisional boards to gather the information needed to advise the Centres for Learning and Teaching on directions they should take in teacher training and curriculum development.

Translation of
English-language
materials in
the Native
languages

Whereas the collection and transcription of stories is a useful first step in the creation of Native-language texts, the development of a range of teaching materials will require long-term commitments. Without such commitments, there is grave danger that a series of unrelated short-term projects, using differing methodologies, may eventually be given up because they have not adequately solved the problem that brought them into existence in the first place. Every failure of this kind will sap the energy and discourage the confidence of persons in the community who cooperated in the work, and any failure will make it more difficult to persuade them to cooperate in

Under the present Ordinance, each student shall be instructed in his mother tongue up to K-2, thereafter in both. This system is working well here, and we support it.

Public Hearing, POND INLET

The department should undertake the development of a written Dogrib-language program. Unless it is a written language and taught in written form, it will eventually be lost.

Public Hearing, RAE-EDZO

future language projects.

We should like to emphasize that Native-language teaching material cannot be prepared by merely translating existing English material. The structure, concepts, and expression of English texts and teaching materials are very different from those that are natural to the Native languages of the Northwest Territories. Once Native-language programs and teaching material have been developed for the elementary grades, work should begin immediately on similar materials in the Native languages at the high school level.

In addition to the work described above, we recommend the establishment of two pilot projects to develop teaching strategies and techniques in Native languages. Obviously such projects cannot be undertaken in every community at the same time. Even if financial support were available, human resources would not be sufficient for the task. We therefore recommend that two teams undertake research into the development of teaching strategies, materials, and techniques for at least one Dene language and at least one Inuit dialect. These projects should be funded for three years, and the results should be made available to other communities as soon as possible.

Part of the problem is that, from Grades 5-9, there is a lack of curriculum materials in Inuktitut. And so the teachers must make their own.

Public Hearing, IGLOOLIK

LANGUAGE PROGRAM RECOMMENDATION 20

Two pilot projects shall develop teaching materials and techniques for at least one Dene and one Inuit dialect.

Not only should a Loucheux program be in some of the grades and throughout the whole school, but the problem is the curriculum and the finances to allow them to do this. Developing materials needs research and money and time, and this may stop the program from going any further forward.

Public Hearing, FORT McPHERSON

Whereas the work of the two teams preparing an Inuit and a Dene curriculum can, no doubt, be quickly integrated into school programs, we recognize that several years may be required to develop full curricula in all of the Native languages. We consider the composition of these two teams to be of vital importance and the involvement of persons from the communities to be essential. The teams should be assisted by

- . a Native teacher and a Native person who have expert knowledge of the concepts to be taught (possibly one person may serve both functions);
- . one or two curriculum specialists: one to concentrate on the development of the Native-language program and perhaps another to concentrate on bilingual aspects of the program;
- . a reading specialist; and
- . a specialist in applied linguistics who is familiar with a Native language.

Other experts, such as a cross-cultural psychologist, a specialist teacher of mathematics to Native children, a linguist familiar with a particular dialect, or other persons with particular skills may be added from time to time. The team will have an enormous task to deal with the description of Native concepts, socio-linguistic surveys, analysis of language acquisition, cognitive development, issues related to basic reading, and the preparation of dictionaries,

grammars, and orthographies.

Divisional boards will direct and control these pilot projects, the success of which will involve close cooperation with the teacher-training staff and with the curriculum specialists of the appropriate Centre for Learning and Teaching.

THE ROLE OF ENGLISH

Evidence presented to the Special Committee indicates that, with respect to the English language, children in the Northwest Territories may be divided into three groups:

- . children who come to school speaking no English or very limited English,
- . children who speak a non-standard form or dialect of English, and
- . children who speak a standard form of English.

Few teachers in the Northwest Territories have had any training in the teaching of English as a second language, and most of the teaching materials now in use were prepared for children who speak standard English. It is not surprising, therefore, that almost all schools use standard English as the language of instruction. Because many parts of the world have the variety of languages found in the Northwest Territories, a great deal of effort has gone into study of the best

Commercial materials, readers, workbooks, etc. are not usually designed for ESL children, and those that are are for southern minority groups. Specific, northern ESL materials should be prepared in units for use in local schools.

Public Hearing, RAE-EDZO

ways to teach English to persons whose mother tongue is not English. Specialists agree that teaching English, and only English, as if it were a Native child's first language is detrimental to learning.

LANGUAGE PROGRAM RECOMMENDATION 21

Funds shall be made available to divisional boards to enable schools to develop ESL programs.

We recommend that divisional boards shall enable schools to develop English-as-a-second-language (ESL) programs to accommodate the needs of each community, and we foresee that English may be taught and used in the schools of the Northwest Territories in these four ways.

1. English may be intensively taught as a second language in communities that have chosen a fully bilingual program of education, but in which most of the children come to school speaking only their mother tongue, the language of instruction for most subjects.
2. English may be taught as a second language in communities that have chosen to use English as the language of instruction for all subjects because some children may come to these schools speaking little or no English.
3. English may be taught as a subject and used as the language of instruction for all subjects in schools to which children come who speak a dialect of English, rather than standard English.

4. English may be taught as a subject and used as the language of instruction in communities that have chosen not to use a Native language in their schools.

Our comments hereafter will be directed only to schools that use a Native language for instruction or that have many children whose mother tongue is not English. Divisional boards may wish to cooperate in the organization and the support of programs to teach English as a second language to Native children. We assume here that English-only programs may be adequate for the needs of some communities.

LANGUAGE PROGRAM RECOMMENDATION 22

Funds shall be made available to the divisional boards to finance a program to assess the proficiency of Native children in English.

Guidelines, programs, and materials must be closely coordinated with the Native-language programs

Teachers must be able to assess the ability of students with respect to the use of language and to know whether or not language is the cause of a student's strength or weakness in a particular subject. Without the ability to make this kind of assessment, teachers may mistakenly regard some children as retarded and in need of remedial work. Such an impression, mistaken or not, may negatively influence the student's self-image and the teacher's expectation of the student's abilities.

Many students who are considered to have problems with language may really be responding normally to the problems met in learning a second language. Teachers may create problems by regarding children who speak a dialect of English or older students who have some facility in

English as though they were proficient in English. We consider there is an urgent need for research into the means of assessing English-language proficiency among school-age children in the Northwest Territories, and we recommend that the divisional boards shall finance a program to assess their proficiency.

English-language specialists must work with other specialists to ensure that the level of English used in classrooms will help students to do well. Teachers of every subject must, in some sense, be regarded as teachers of English as a second language (ESL). Specialists in ESL must contribute to the development of every part of the curriculum, to the training of teachers, and with Native-language programs.

Materials are not even Canadian, let alone culturally based for the community of Gjoa Haven. Materials should reflect the basic content of the culture of the people they serve. Plus, there ought to be available high-interest, low-skill materials which reflect life in the north.

Public Hearing, GJOA HAVEN

LANGUAGE RECOMMENDATION 23

Funds shall be made available to the divisional boards to select and develop materials for teaching English to Native students.

For many years, teachers in the Northwest Territories have complained that standard, commercially available materials for teaching English are inadequate for their needs. The development of new materials for the classrooms of the Northwest Territories is urgently needed not only because of the present lack of them but also because of the variety and range of proficiency in English among northern communities.

As a first step, we think that ESL specialists, representatives of the divisional boards, and classroom teachers should carefully examine existing materials to identify what can be adapted to suit present needs in schools of the Northwest Territories.

ESL specialists should also select for each school a library of books for readers of all ages and every level of proficiency in English. Local interests and needs should be borne in mind in selecting these books. Reading aloud to children and encouraging them to read to themselves are among the most important classroom activities.

The teacher-training program will help new teachers to use programs and materials developed for use in northern classrooms, and in-service workshops will demonstrate new programs and materials to experienced teachers. A formal association between the development of new curricula and the training of teachers will encourage contributions and responses, favourable and unfavourable, from the classrooms.

The high rate of turnover among teachers in the Northwest Territories, the variety of their backgrounds, and the range of their abilities make the development of core materials that can serve as the basis for training teachers an urgent necessity. In-service programs, designed to serve long-term goals, should be integrated into the teacher-training program as credit courses. Principals and

supervisory personnel should also be required to take in-service ESL training so they can adequately supervise and evaluate the ESL programs offered in their schools.

Teaching-training
in ESL a priority

Few teachers in the elementary schools of the Northwest Territories have had ESL training, and most of these few have had only one course. The training of new teachers and the retraining of present teachers in ESL must be regarded as a priority.

In-service training must be spread over a reasonable period of time and related to the programs and curricula with which a teacher is expected to work. Between in-service sessions, a training consultant should spend some time with a teacher in the latter's classroom.

There should be more professional development times for teachers. This seems to have been cut back lately, and it is a discouragement to teachers.

Public Hearing, AKLAVIK

LANGUAGE PROGRAM RECOMMENDATION 24

The number of professional development days should be increased and each divisional board shall establish an in-service ESL training program.

For in-service programs to be effective, at least two two-day group sessions should be held, one of them early in the school year. Teachers should also meet regularly to discuss and coordinate their school's efforts to implement programs of language development. We recommend that the number of professional development days should be increased from the present number of five days a year to at least eight days a year and that each divisional board shall establish in-service ESL training programs.

THE TEACHING STAFF

Numbers and
qualifications
of staff

In 1980-81, the 71 schools in the Northwest Territories employed 738 teachers, of whom the Government of the Northwest Territories employed 624 and the two school boards in Yellowknife employed 114. The government also employed about 140 classroom assistants. There are seven high schools in the Northwest Territories, and they have a combined teaching staff of 146. Only three other teachers have primary responsibilities for Grades 10 to 12. Most of these teachers, therefore, (592 out of 738) teach in elementary schools and junior high schools. Most of the classroom assistants work in the lower grades, usually K-3, as Native-language instructors.

The Northwest Territories requires, as a minimum qualification for certification as a teacher, Junior Matriculation, plus two years of teacher training. Less than 4 percent of these teachers had only this minimum qualification. More than 77 percent of them had Junior Matriculation, plus five years of teacher training, which is the basic standard for certification in most of Canada.

Only 43 of these 738 teachers are graduates of the Northwest Territories' teacher-education program. In other words, only 43 of them had been especially trained to teach in a northern school.

I have long experience in the north, and I have had some of the most rewarding and some of the most frustrating moments of my life here.

Public Hearing, PINE POINT

Differentiated
staffing,
northern style

Seven persons were employed during 1980-81 in schools under a northern version of differentiated staffing, a system that, as practised elsewhere, brings into the classroom, under the supervision of a teacher, uncertified persons who have expertise of some sort. Local education authorities employed these seven persons because they have expertise in one of the Native cultures and languages. In effect, the regular teaching staff was reduced, one or two local persons were appointed in their place, and they were paid from funds allocated for teaching. Education authorities also appoint local persons to serve as cultural-inclusion instructors to teach traditional skills.

In 1981, during the 4th Session, Winter, the Legislative Assembly recommended that this practice be discontinued and proposed instead to increase resources for the schools. This recommendation, which has not yet been implemented, is still before the Executive Committee.

We have concluded that the children of northern Canada need skilled, sympathetic, professional teachers who understand their language and culture. The ability of the Northwest Territories' teacher-education programs to produce such teachers is of critical importance to the educational system proposed in this report.

Our review and our conclusions about the education and training of teachers for our schools have not been restricted to existing models and programs. On the contrary, we have analyzed the knowledge, skills, and attitudes that we consider to be necessary for the competent planning, delivery, and evaluation of educational programs, whether they occur within our schools or outside them. We consider that our educational services require a teacher-training program that is based on the recruitment of persons who are particularly well suited to the many challenges of teaching in a northern environment, the orientation and in-service training of all school personnel to meet these challenges, and the provision of programs to train classroom assistants and to train teachers how to teach English as a second language to Native students.

Every aspect of teacher training must be intimately involved with the development of new curricula and programs for our schools.

Evidence presented at our hearings confirmed the continued existence of defects and deficiencies in our programs of teacher training that have been remarked upon for decades. New teachers from southern Canada continue to arrive in northern Canada with no knowledge of the history of northern education, no training in cross-cultural education, no training in the teaching of English as a second language, no understanding of the importance of instruction in the Native tongue and of bilingual education, and no experience with

TEACHERS RECOMMENDATION 25

Recruitment and selection of teachers and principals shall be the responsibility of the divisional boards of education in consultation with the local education authorities.

School is taught by outsiders who have never seen our community before arriving here to teach, who have had no formal orientation, and who for the most part know very little about the Native culture.

Public Hearing, FORT GOOD HOPE

classroom assistants. To correct these and other defects in our education system, we present a number of policy recommendations.

Communities
to interview
prospective
teachers

Recruitment and selection of teachers is the responsibility of the divisional board, but local education authorities must participate fully in establishing the criteria for recruitment and in selecting teachers for their schools. We strongly recommend that candidates should be brought into a community before contracts are offered to them and that representatives of the community should participate in interviewing the candidates. Candidates for a position will, in this way, gain some impression of the situation in which they will be working, and they themselves may decide against accepting the offer of a teaching position.

Education authority members should be involved in the selection and recruitment of teachers.

Public Hearing, CORAL HARBOUR

Upon appointment, the teacher becomes an employee of the divisional board, and it is responsible for establishing the conditions of appointments, such as leave, arrangements for professional development and for the evaluation of performance, and the assignment of supervisory duties. We suggest, however, that salaries, allowances, general benefits (such as housing and assistance for vacation travel) for the time being should be negotiated on the basis of an agreement that covers all ten divisional boards.

It is important that the communities support the teaching staff and be involved in the selection of teachers.

Public Hearing, FORT RESOLUTION

TEACHERS RECOMMENDATION 26

A teacher-orientation program shall be established immediately; participation in it shall be a condition of a teacher's employment.

A teacher in the Northwest Territories must often have to accept and to adapt to unfamiliar physical conditions, of which the long, cold, dark winter is only the most obvious. The teacher must be able to work with persons of a different culture and to teach children whose first language is not English. Parents who have not themselves attended school may have unrealistic expectations of the education system and its staff. The teacher may even encounter antagonism from persons who believe that schools are intended to destroy Native culture. The new teacher must be aware of--but not afraid of--these possibilities. An effective orientation program must provide new teachers with information that will help them to understand their situation.

The orientation program should also introduce new teachers to the programs and materials that are used in schools in the Northwest Territories, and it should help them to understand their divisional board's philosophy of curriculum development. The program must explain clearly to new teachers the priorities that have been established for their schools, the degree of involvement with school and community that is expected of teachers, and what resources are available for their use.

I feel that there is a need for the up-grading of teachers in the field. We are working in a unique and challenging situation, and yet have little opportunity to gain the skills necessary to make ourselves more effective.

Public Hearing, ARCTIC BAY

We must improve at once the process of teacher selection. When the divisional boards have been established and take over this responsibility, they will need assistance in recruiting, then choosing, good candidates. The Centres for Learning and Teaching will eventually take over the orientation program as part of a larger scheme of in-service and professional development associated with teacher training. As an interim measure, we suggest that the Department of Education should contract with some commercial organization that has experience in the recruitment and orientation of persons to work in a multi-cultural setting.

There must be incentives to Inuit teachers to enter the profession. Training must be more attractive; support services must be available.

Public Hearing, PELLY BAY

The first priority for a program of teacher training in the Northwest Territories must be to train more northern residents to teach in its schools, a goal that will do much to improve the teaching of Native languages and to implement bilingual programs of education. Many fluent speakers of Native languages have already gained teaching experience as classroom assistants or as instructors in a Native language. These valuable persons must be used effectively and well. We strongly endorse the idea that Native-language speakers who now work in the school should be encouraged to continue their education and training to become certified teachers.

There is a major need for trained Inuit teachers.

Public Hearing, COPPERMINE

TEACHERS RECOMMENDATION 27

Teacher training programs shall be integrated with curriculum development and offered in the communities.

We recommend that the Centres for Learning and Teaching should coordinate all aspects of teacher training, including the programs now based at Fort Smith and Frobisher Bay, and integrate them into flexible, field-based programs along with the development of new curricula. In this way, educators will participate fully in teacher-orientation programs, assist with training programs for teachers and associate teachers, and run in-service programs for degree teachers. The teacher-training program here proposed must include training in techniques of child observation, in the basic approaches to special education, including individualized learning and remedial solutions, and in the development of new curricula and teaching materials.

To encourage the participation of persons who cannot readily leave their homes, these programs should be offered in the communities rather than at only one or two central locations.

To integrate the teacher-training programs with the other work of the Centres for Learning and Teaching, we propose that the directors of these centres be given responsibility for administration of the budgets for teacher training and curriculum development. The directors should establish and maintain links with other teacher-training institutions, they should recommend successful candidates to the Northwest Territories Teacher Education and Certification Board, and they should coordinate the work of the ten

Teacher-training program to be associated with a university

divisional boards in teacher training and curriculum development.

We recommend that the Department of Education continue the policy of seeking Canadian university recognition of the teacher-training programs in the Northwest Territories, which we hope may eventually form part of a northern university, perhaps retaining its autonomy as a college of education. We consider that a formal association with one or more Canadian universities will ensure the university's recognition of our teacher-training program and that it will encourage teachers to continue their university training. Association with a university will enable the program to share more readily the results of recent research and new developments in education, and it should interest some of the university's professors and graduate students, who may be willing to serve as instructors in some of the program's courses.

We must strengthen the teacher education program and find ways to allow teacher-education program graduates to advance to a university degree level.

Public Hearing, GJOA HAVEN

TEACHERS RECOMMENDATION 28

Communities that have chosen to have Native-language instruction should have teachers fluent in the language in charge of at least Kindergarten and Grades 1 and 2.

Persons competent to teach school in the Native languages are in short supply, and we must train many more of them. Most classroom assistants are Native persons assigned to assist specific teachers to bridge the language gap between them and their classes and to perform routine classroom tasks under the teacher's direct supervision. There are now more than 140 classroom assistants, some of them with more than 10 years of practical experience, and most of them are enthusiastic about continuing their professional training and improving their academic qualifications. We must institute at once an

The school needs more Inuktitut teachers. This means teachers of the language itself.

Public Hearing, SPENCE BAY

effective teacher-training program for these persons. From them alone can we hope to secure quickly a significant number of professional teachers fluent in one or more of the Native languages. These persons have themselves chosen to work with children, they are familiar with the schools, and they understand the daily work a teacher performs. Until recently, little thought had been given to enabling experienced classroom assistants to secure on-the-job training so they can progress from their present status to that of professional teacher.

The position of classroom assistant must be reclassified. Everyone who wishes to work in a classroom should be considered as a teacher in training and required to follow teacher-training courses offered in the communities. We suggest three levels in the classifications of teachers in training: assistant teacher, associate teacher, and teacher intern.

To qualify as an assistant teacher a person must be selected by the local education authority, demonstrate a desire to work with children and to qualify as a teacher, agree to work under the supervision of a trained teacher, and be fluent in the primary language of instruction. The assistant teacher shares classroom duties with a qualified teacher and, at the same time, follows a program of study that is the equivalent of one academic year of training (30 credits), but it could be spread over two summer and two winter training sessions. Upon completion of this program, the assistant teacher becomes an associate

TEACHERS RECOMMENDATION 29

Classroom assistants shall be encouraged to become certified teachers.

Teachers in training

One possible solution is a field-based program, which would see classroom assistants becoming teachers under a program like apprenticeship.

Public Hearing, FROBISHER BAY

Our classroom assistants and other aspiring teachers do not want to-- or are not able to--leave their families to go to Fort Smith. This program must then be delivered to the communities, if it is to meet their needs.

Public Hearing, RAE-EDZO

teacher. Ideally, this training program should be available in the candidate's first language.

Senior assistant teachers who wish to stop at this level should be permitted to do so without penalty or reproach, but they must continue to work with fully trained teachers. Provision should be made to grant without delay the rank of associate teacher to certain older, experienced assistant teachers in recognition of their long service and competence. They should be able to pursue more formal training if they wish, but they may be asked to obtain certain qualifications before they do continue.

We believe and hope that most associate teachers will continue their training to become teacher interns. Part-time training, equivalent to 30 credits, could be accomplished in two summer and two winter sessions in the community or during a full year of formal teacher training. Before achieving the rank of teacher intern, the candidate must demonstrate competence in a second language. We regard the status of teacher intern as equivalent to one year of a three-year degree program or to two years of a four-year degree program at a university.

The Centres for Learning and Teaching will invite one or more universities to give degree-level courses in the north to assist teachers in training to improve their academic qualifications. On graduation from a university, the teacher intern will become a graduate teacher with commensurate pay and privileges and with a professional teaching certificate.

Among the many good reasons for implementing our recommendations for the training of northern teachers, we should like to notice the following.

- . Too few long-term residents teach in the schools of the Northwest Territories. Full-time programs of teacher training offered in the north during the past ten years have produced too few graduates to improve this situation. Indeed, half of these graduates have left the teaching profession.
- . The turnover of teachers recruited in southern Canada for service in the Northwest Territories is high--too high. The average length of service for a non-Native teacher is three years. In any one year, a region may lose more than one-third of its teachers and principals.

Habits and styles of the new teachers affect the community.
Public Hearing, CORAL HARBOUR

- . A high rate of turnover causes discontinuities of many kinds in the education system, interruptions that are painfully obvious to parents and to their children in the schools. Too frequent change of staff will isolate schools from the long-range plans and the social life of the community.

Policies change when new teachers come in, and this is confusing to the local education authority.

Public Hearing, FORT RESOLUTION

We are fully persuaded that the only sound answer to the serious problems created by a high rate of turnover among teachers in the Northwest Territories is an effective program of teacher-training for northern residents. Associate teachers and teacher interns who speak Dene and Inuktitut should be trained to assist instructors of in-service courses and to give courses themselves under the supervision of senior instructors. We believe that by this means we can quickly secure post-graduate support for persons involved in teacher-training programs, support that will enable them to continue their education and, in time, to assume full responsibility for courses in teacher training.

SPECIAL SERVICES

How others treat us and how we think others perceive us is of central importance in our growth and development. We judge ourselves and establish our self-esteem as though in a mirror that reflects the opinions and attitudes of others. At our community hearings, many residents expressed the concern they feel that persons from other cultures often do not respect Native cultures and traditions.

Even within a culture, some persons may feel isolated and devalued because of some form of behaviour that is not socially accepted or because of some physical handicap. Persons rejected in this way often feel that their greatest handicap is not their disability or their difference but the negative effects of public attitudes.

Recent research and our own experience assure us that persons with handicaps or socially different behaviour, like everyone else, should grow up at home among their family and friends. We believe nearly everyone, despite the nature or degree of a handicap, can benefit from education and training with fellow students in a classroom. To realize these principles, we propose that local schools should be legally designated agencies to plan and coordinate the delivery of all educational services for children.

We want service--effective on-going increasingly expert education for all children who are not served to advantage by the regular education program.

Public Hearing, YELLOWKNIFE

SPECIAL SERVICES RECOMMENDATION 30

Written plans or individual programs shall be developed for all students who have special needs.

Individual
program
plans

During our public hearings, many northern residents complained that the schools were not responding to local needs. Most Native parents would like to enable their children to choose between participation in the traditional economy or in the wage economy or to be able to combine them in various ways. Because children, parents, and communities may differ in what they expect from the educational system, we have placed the control of education in the hands of the people at the community level. Only at this level of control can individual differences and needs be adequately accommodated.

An individual program plan is a form of written contract that describes an individual's needs and identifies all of the services and programs needed to respond to those needs. The plan should be modified or changed, as needed, at regular intervals, in consultation with other students, parents, advocates, and professionals.

A well designed and well developed individual program plan will provide necessary information about the delivery of educational and other social services at local, regional, and territorial levels and information necessary for the establishment of a budget and the allocation of resources for services and programs. These plans should enable divisional boards to coordinate services required by individuals at the local level. They should also provide the background necessary to monitor the progress of individual programs and to identify special training needed by staff.

The United Nations declared this year the Year of the Disabled, but there was no noticeable increase in the funds or programs available for children with special needs. The remedial classes here are too large, and there is little time for individual attention.

Public Hearing, FORT SIMPSON

The thrust of the special-education program should be to mainstream the children in a normal integrated classroom setting to the fullest extent possible.

Public Hearing, PINE POINT

SPECIAL SERVICES RECOMMENDATION 31

Services for children with special needs should be provided in their own communities.

The Special Committee heard many parents complain that children with special needs had to be sent away from home for special care, a fact that disrupts the family and causes various social problems. Some persons, sent away for special care, have literally been lost or forgotten because they were never heard from again. The cost of maintaining a person in some institution in southern Canada may be as much as \$150 a day, plus transportation. There is no evidence to show that persons with handicaps are any better off in southern institutions. Monies spent on such persons could be better spent by developing services and resources to care for them at home, an investment that would provide meaningful employment for some northern persons.

As a first step, we must prepare individual program plans for all persons with special needs and we must mobilize resources to keep them in their own communities. Secondly, we must locate all northerners committed to southern institutions and decide whether or not their needs can be met at home. Next, we must find northern residents who are willing to work with handicapped persons and to assist them to carry out their individual program plans. This work will involve the coordination of services offered by various agencies, which may include education, health, social services, economic development, and adult education.

As far as is possible, education and training should be offered within the normal classroom setting in the home community. Institutional care has its proper place, but it should not be the first or only option.

Public Hearing, YELLOWKNIFE

SPECIAL SERVICES RECOMMENDATION 32

Local schools shall be legally authorized to deliver and coordinate all services for students with special needs.

With the family, schools play a central role in the lives of children. At our hearings, many persons reported difficulty in obtaining needed services and complained about poor coordination of services supplied by different agencies. Teachers are often involved in attempts to secure health and other services for children, and we believe there will be many advantages for children, parents, and teachers if a single agency, the school, coordinated all services directed toward children.

We therefore recommend that school principals should be authorized to plan and coordinate the delivery of government services at the local level. School-based teams should be organized to help teachers and students to secure support needed from other teachers and from other agencies and professionals in the community. Teachers should coordinate the development of comprehensive service plans for individual students, and local education authorities should plan and coordinate the entire system of services at the local level, oversee the implementation of individual plans, and monitor the delivery of services.

Evidence at our hearings demonstrated that the residents of the Northwest Territories do not, at present, have equal access to education and to other opportunities. We therefore recommend that legislation be enacted to define "equal opportunity" and to guarantee equal opportunity to all persons with handicaps. The proposed

Special education is required for slow learners. What is happening now is that the slow learners have no assistance, and they just drop out of school.

Public Hearing, ESKIMO POINT

SPECIAL SERVICES RECOMMENDATION 33

The Education Ordinance shall be amended to guarantee the right of all children to an effective learning program.

legislation should guarantee equal access to education and training, work, public programs and facilities, and housing.

This legislation should provide the framework necessary to establish legal standards for levels of accomplishment, guarantee the equitable distribution of resources, assign legal responsibility to specific persons and agencies, define the resources that will be necessary to provide the services required, and establish the means for effective monitoring of services and their delivery at the local level.

SPECIAL SERVICES RECOMMENDATION 34

Programs for the professional development of persons who serve students with special needs shall be based on local requirements.

We therefore recommend that the educational system of the Northwest Territories develop its own approach to pre-service and in-service education for students with special needs. More specifically, we recommend that this program of training should first determine what services are needed at the local level by analyzing the individual program plans of the persons being served. Needs that school staff are unable to meet will indicate the training that is required.

Financial resources for this training should be made available to schools and to health and social services agencies. With these resources, the local principal can offer specific contracts for the delivery of training that responds to local needs. Wherever possible, such training and technical assistance should be provided in the community in which the persons being trained will work. However, the delivery of such training and technical assistance should be flexible

There should be inducement for teachers to get education qualifications for special education that would be an asset to them in any school.

Public Hearing, PINE POINT

and may include campus-based training, workshops or seminars, correspondence or televised courses, on-site and telephone consultations, assistance in developing materials, and in the preparation of letters and reports.

Every training contract should, on completion, be evaluated to determine how well the terms of the contract have been met, after which new contracts may be written to meet further needs. We recommend that this training service should maintain some permanent staff to assist in the assessment of the needs of local organizations, in the writing of contracts, and in the selection of organizations or persons to deliver the necessary training.

Individual
program plans
for all students?

Although there are no reliable statistics on the number of students with special needs, we have heard evidence that suggests many students have difficulty with academic instruction and tasks as they are now presented to them. One school in the Baffin region reported that the majority of its students require special assistance. No doubt this kind of situation accounts for the many statements we have heard that northern schools do not serve the needs of their communities and of the majority of their students. We therefore suggest that perhaps the majority of students need individualized instruction because most of them require supplementary support at some time during their schooling. Individual programs will enable these students to obtain special assistance when they need it. We should note that this

generalization applies to exceptionally able learners as well as to slow learners. We recognize that all children learn better when they can proceed at their own pace and in their own style.

Experiment
suggested

Although some schools have prepared individual programs for all of their students who have special needs, none as yet has prepared individual programs for all of its students. We therefore recommend that one community be selected to prepare individual programs for all of its students, then to evaluate their success. The Minister's Advisory Council should select a community and appoint project staff, using short-term implementation funding. During Phase I, the staff will develop approaches and materials; in Phase II, they will train local staff; in Phase III, they will implement the project; and in Phase IV, they will evaluate the project's success, looking for evidence that these individual programs have improved the educational service given to individual students and that individual programs have been useful in planning and maintaining educational services. The experiment should also provide information on the costs involved.

SPECIAL SERVICES RECOMMENDATION 35

Students with special needs shall be integrated into regular classrooms, not segregated.

In the past, the education and training of children with special needs depended on their segregation into special classes. We now believe that children with special needs should, so far as possible, be educated with other children. Contrary to popular opinion, the severity of a child's physical, mental, or emotional condition does not prevent integration as much as inflexible teaching methods and

We have attempted over the years to develop in-school programs that meet the needs of our situation. ESL approaches are being used. We have developed a group approach based on attendance patterns of students. A high degree of individualized instruction takes place.

Public Hearing, RAE-EDZO

As much as possible, services to exceptional children must be provided within the normal home and school environment of the child. Children are entitled to a quality education in a location as near to their home as possible, among family and peers.

Public Hearing, PINE POINT

attitudes, materials and equipment prevent integration. The advantages of integration include opportunities for students with special needs to establish relationships with non-handicapped students and to learn from them, opportunities for non-handicapped students to develop understanding and respect for individual differences, a more efficient use of existing resources, and the opportunity for teachers to work with students who have special needs.

Special
education in
community
schools

Every school will hire teachers with training in special education, but all students with special needs will be assigned to the regular classrooms. The teacher of a classroom, with classroom assistants and with special assistance, will try to meet all of the special needs of students in that classroom. Where this arrangement is not effective, arrangements may be made for such students to be served by special instruction.

School-based teams in the local schools will support special education teachers in their work. These teams, which will include the special education teacher, the principal of the school, the regular classroom teacher, and additional school staff, if necessary, will help the regular classroom teacher and the special education teacher to mobilize the resources needed to assist the student with special needs.

Here, there is only one teacher with special education or remedial background, and it is impossible for this teacher to spend time with the children, as it would harm all the other children in her class.

Public Hearing, CORAL HARBOUR

Local education authorities should ask the parent of a student with special needs to serve as advisor to the committee and to help it to monitor the development and implementation of the student's individual plans.

Divisional education boards will hire a special services consultant to advise special education teachers and the local education authorities. Individual plans will assist the divisional boards to prepare a general plan for special education.

The Centres for Learning and Teaching must be prepared to provide training in special education and in individualized planning, and they will help local schools to develop and adapt materials for students with special needs. Given the important role of school principals in the organization of special education programs, the centres will provide them with training in special education, individualized planning, and the techniques of mobilizing community resources.

Traditionally, financial support for special services has been based upon the number of students with special needs within a school or a school district. Unfortunately, our present means of identifying, diagnosing, and classifying such students are extremely primitive, and we cannot at present establish a sound basis for planning. Nevertheless, we know from our hearings that school principals, teachers, and parents have often complained that funds, trained staff,

SPECIAL SERVICES RECOMMENDATION 36

Funding for students with special needs shall be allocated according to their individual program plans.

and services for students with special needs are inadequate. We therefore recommend the establishment of a system for funding special services based upon information from individual plans. In the meanwhile, we suggest that the Northwest Territories adopt the funding formula now used and recommended by the Manitoba Department of Education.

Until enough individual plans have been prepared to form a basis for specifying the resources that will be needed to fund special services, we recommend that the Department of Education should rely on local schools to identify their needs, using a sensible approach in which resources are allocated to those areas in which the special needs are most severe. The schools will then apply to their divisional boards for the resources needed. We recommend that local schools and divisional boards share their information concerning individual student needs, and they may find that a micro-computer network will assist them in this task.

In summary, we believe that special education programs have often created problems because of their tendency to focus upon handicaps and to notice differences rather than similarities. Concentration on handicaps and differences has resulted in many special and segregated programs. We consider that emphasis on differences and on the separation or segregation of persons with handicaps is not in the best interests of those persons nor of the community and society in which they live.

THE EDUCATION OF ADULTS

Traditional or
innovative
response to the
challenge?

The provision of adult-education services for the people of the Northwest Territories faces challenges similar to those faced by all program planners in the north. Our small, culturally diverse population, which is spread over one-third of the world's second largest nation, demands innovative responses to difficult questions and a pioneering spirit in planning and implementing new programs. The lack of human and financial resources makes some experiments too costly to be realistic. But, in our opinion, one of the most serious inhibitions that faces innovative responses is the conviction held by some persons that, to have equal access to education, the programs in the north must be the same as those in the south. Taken to its logical extreme, these persons would expect students from the Northwest Territories to continue on to universities like Oxford and Cambridge, Harvard and Yale. In fact, many nations that were formerly colonies, including Canada, have been doing precisely that for the past two centuries or more.

The obvious alternative is to establish a university of traditional style at some central location in the Northwest Territories and provide a traditional university curriculum for its students. However, when we consider the present and future needs of the Northwest Territories, this solution would do no more than assuage the fears of persons who mistakenly believe that a standard program of

A new area the adult educator is getting into is middle-aged people who are learning to read and write. This is proving to be a successful program.

Public Hearing, AKLAVIK

education must be exactly the same as a program already established as "standard" somewhere else.

The Special Committee on Education believes that the Northwest Territories' history and geography can greatly help in the planning of programs for the future. In the past, our small population and the lack of a well entrenched tradition of education have been viewed as liabilities. In fact, our small population should encourage the development of individualized programs, and our lack of entrenched traditions should encourage the development of innovative responses, such as the Arctic College, which will combine attractive features of universities, technical institutes, and community colleges.

The Departments of Personnel, Economic Development, and Education should be amalgamated to look at what can be done to assist people with regard to adult education.

Public Hearing, RANKIN INLET

We believe that, if adult-education services are to be effective, planners of these services must consider three main needs.

- . The need for overall planning and for the integration of economic and industrial development with requirements for manpower: only by training to secure work with these developments can the Government of the Northwest Territories assure its citizens of opportunities for employment in the wage economy.

- . The need for adult-education to be delivered close to home: if the whole population of the Northwest Territories were concentrated in a small city, it would support only one training institution, but the geography and cultural variety of the Northwest Territories require programs of higher education and vocational training to be offered in many places to be responsive to local needs and to overall industrial needs for manpower.
- . The need for adult education to be subject to community control: the two major principles of this report are (1) that educational programs must be controlled at the community level, and (2) that learning should not be limited to instructional activities in a schoolroom. Learning is an activity that continues throughout a person's life, and organized learning programs should allow individuals to move into them and out of them without seriously and negatively disrupting their lives. Adults must feel free to use the education system to retrain themselves, and the system should help by making it easy for individuals to continue learning.

You either make it or break it at A.V.T.C., but at the community level you can design courses to meet the specific needs of the individuals.

Public Hearing, FORT GOOD HOPE

We feel that learning is a continuous process that is not restricted to school walls, specific age groups, or academic-institutional packaging.

Brief, BAFFIN REGION
 ADULT EDUCATORS

History of
adult education

Adult education began in the Northwest Territories in the 1960s to provide home-management training, and education for adults was viewed as a good thing in itself. During the 1970s, adult education was influenced dramatically by the federal government's decision to provide funds for specific types of adult-education courses. Federal involvement effectively narrowed the scope of adult education by

promoting the concept of training for employment. Adult-education programs came to depend heavily on federal funding, authorized in yearly installments, which made planning difficult. A number of reviews and evaluations of adult education during the 1970s indicated general dissatisfaction with its programs. No authority issued any clear statements on the subject, which led to a lack of direction that still persists.

The Special Committee on Education has seized this opportunity to reduce the confusion and conflict in opinions about the future of adult education in the Northwest Territories, and we have tried to provide here coherent and intelligible recommendations for the creation of an accessible system of adult education. Their implementation should put the Northwest Territories several steps ahead of other regional governments in Canada, where vested interests in older and larger educational systems have made the development of life-long cooperation and coordination between citizens and their schools very difficult.

The concept that emerges inescapably from a conviction that learning is a life-long activity is that of continuing education. By that term, we mean not only education that is undertaken by persons after the school-leaving age, but also learning by persons of any age for any purpose for any length of time.

The school that is built here on the reserve must be a community school and for adult education-- from the time people can walk to the time people can't walk anymore.

Public Hearing, HAY RIVER INDIAN VILLAGE

ADULT EDUCATION RECOMMENDATION 37

A program of post-school education shall have a statutory basis.

Because adult education has no legislative basis, the Department of Education has met difficulties in securing and allocating budgets, securing staff, and developing consistent programs. We recommend clearly written legislation to establish the Government of the Northwest Territories' commitment to its people to provide life-long opportunities for learning and to ensure that the persons responsible for the adult-education program have a clear mandate for action. This legislation could be an independent ordinance or part of a rewritten Education Ordinance.

If there is not a firm policy for adult education, if adult education can only look forward to handouts at the expense of other programs...all we can ask is, "Why have education at all if its not going to continue throughout our lifetime?"

Public Hearing, RAE-EDZO

ADULT EDUCATION RECOMMENDATION 38

An independent board of governors shall be responsible for post-school programs, collectively called the Arctic College.

We consider it essential for this new post-school education system, which we have called the Arctic College, to be governed by an independent board of governors who are citizens of the Northwest Territories. Some representatives on this board shall be designated by the divisional boards of education and by the Northwest Territories Teachers' Association; other persons shall represent labour, industry, and the public.

ADULT EDUCATION RECOMMENDATION 39

Two principals shall be appointed to oversee the development of several eastern and western campuses of the Arctic College.

In structuring operations, the governors of the Arctic College must take notice of great differences between the eastern and western regions of the Northwest Territories by appointing two principals to oversee, develop, and guide the campuses under their jurisdictions. The principals' first priority must be to make certain that the programs offered meet first and foremost the needs of the population they are meant to serve. They must resist any temptation to adopt

inappropriate features of southern institutions, and they must work hard to develop local solutions to particular needs.

We regard the establishment of a single all-purpose college campus in the Northwest Territories as likely to be inappropriate and ineffective. For example, a campus in or near the Mackenzie River delta might specialize in activities related to the petrochemical industry. A campus specializing in training for the trades, already well begun at Fort Smith, might remain there. Training in the management of renewable resources might be located in the eastern Arctic. A cultural college campus might be created in cooperation with the Inuit Cultural Institute in the Keewatin region.

We have recommended that ten divisional boards of education be responsible for the provision of education from Kindergarten to Grade 10, a grade that is often required for entrance into vocational and technical programs and for further education. In-school vocational and technical programs will be available to everyone, regardless of age. By designating Grades 11 and 12 as post-school programs, we have regarded Grade 10 as the termination of an education that should prepare a person for life, business, or further academic work.

ADULT EDUCATION RECOMMENDATION 40

Post-school programs shall be offered on many campuses, with each one specializing in a major program.

Grades 11 and
12 and other
programs

Culturally, Fort Smith is very different from the Baffin Region. A very able and tough student from here, who had managed to cope with the situation, stated that he spent the first three months learning to survive. And this took all his energy and determination. Course work becomes a lower priority.

Brief,

BAFFIN REGION
ADULT EDUCATORS

ADULT EDUCATION RECOMMENDATION 41

Post-School programs of the Arctic College shall consist of at least the following: Grades 11 and 12; all programs at present offered by the vocational and higher-education division of the Department of Education; the training division, at present in the Department of Economic Development; and programs created in cooperation with the Canada Employment and Immigration Commission, activities currently undertaken by the Science Advisory Board, and the licensing of scientists for research in the Northwest Territories.

As the Northwest Territories and the Arctic College develop and as ever larger plans for industrial development are directed through the Secretariat for Learning, the campuses of the Arctic College that had at first offered only a high school program might expand to develop some specialty as its theme of college training. As the population increases, and if demands warrant, the Arctic College could begin to develop university-transfer programs.

Institutions outside the Northwest Territories could be of great assistance to the Arctic College and we recommend the establishment of an organization called the Advisory Group on Education, and that this group should operate under the auspices of and report directly to the Learning Secretariat. The membership of the Advisory Group shall be by invitation from the Learning Secretariat and the single term of reference shall be to advise on any matter relating to learning, education, or teaching. The Advisory Group should have a named chairman who will serve as a volunteer and a single paid executive officer, and would function by responding to requests from users delivered to the Learning Secretariat and subsequently passed on to the chairman. It would be the chairman's responsibility with the assistance of the executive officer to maintain an awareness of potential advisors, both individuals and institutions. This notion has the benefit of maintaining total control in the north, and of being flexible enough to respond to needs emerging from all sectors of the educational community. Moreover, it establishes the linkage with

the southern educational establishment at the most senior of levels.

Grade 10 Although completion of Grade 10 should prepare an individual for admission to college-level programs, some persons may wish to improve their high school qualifications up to Grade 10. We therefore propose that the Arctic College should be responsible for improvement of this kind, which should be made available at the college or in any community through its adult-education facility.

The campuses of the Arctic College may require student residences, and many special programs may require some form of temporary accommodation away from home.

ADULT EDUCATION RECOMMENDATION 42

The Minister of Education shall prepare a statement of policy on residences.

We recommend that the Minister of Education, in cooperation with the principals of the Arctic College, and community representatives shall prepare a clear statement of policy with respect to residences and that these regulations should be communicated to students, parents, school administrators, residence staff, and the public. These regulations will explain who is eligible for space in the residence, preference being given to successful students, and will define the students' duties and responsibilities. For minors, the supervisor of the residence will stand in loco parentis, and residence programs should include traditional activities which these students would ordinarily learn from their parents. Adults who are residents must also respect regulations concerning noise and security.

Personnel should include a supervisor, counsellors, nurse or medical officer, and recreation supervisor. Candidates for employment in a residence must complete a training program or have equivalent experience. Residence staff must include some persons who speak the Native languages, and we consider that special attention should be devoted to the maintenance of morale among the staff. Food, frequently a problem in residences, must be appealing and nutritious.

Vocational and
employment
training

We recommend that the Arctic College accommodate programs in vocational and higher education and in employment training. Both the Government of the Northwest Territories and the Government of Canada sponsor and operate many training, apprenticeship, and adult-education programs, and there is little coordination among them. They include the Department of Economic Development and Tourism's apprenticeship program; the Department of Education's adult-education and citizenship-training program; the Department of Indian and Northern Affairs' vocational education section of its on-the-job training program, and its apprenticeship program for construction workers; and the Public Service Commission's northern careers program.

Participation by
the private sector

One great advantage of an independent institution's being involved in programs of post-secondary education is that industry can fund specific programs or work with it on joint-venture projects on a contract basis. Private industry has several times, during the past

year, indicated willingness to co-sponsor training programs that would benefit both industry and the people of the Northwest Territories. The Arctic College would be able to enter into this sort of agreement.

Private industry has always had difficulty in knowing to whom one should turn in government for help in planning and for information. The Government of the Northwest Territories must show industry that it is able and willing to plan programs and to respond to industrial demands for manpower and special skills. Similarly, communities must be able to demonstrate specific needs and wants and to have direct access to planning and program development. A planning division of the Arctic College could provide these services. The fact that activity of this kind is normally carried out within a government department should not prevent the creation of such a facility as an example of the unusual possibilities that a college of this sort could provide.

Specialists in adult education have different strengths, abilities, personalities, and perspectives. Communities also have their different needs and desires, as well as individual styles and patterns of development. Communities within the geographical area of a divisional board will have many similar needs. If adult educators report through local education authorities to their divisional board, division-wide planning for adult education should be possible. One person in each division should supervise the whole thrust of its

Planning must occur at the community level. The local education authority and others must integrate planning for vocational training.

Public Hearing, CAMBRIDGE BAY

Especially in small communities, adult education plays a major role. To us, adult education helps us to grow as a community--we don't want to see it limited.

Public Hearing, POND INLET

ADULT EDUCATION RECOMMENDATION 43

Each divisional board shall employ a supervisor of continuing and adult education.

adult-education program, an organization that should encourage the flow of useful information to the Arctic College. Campuses of the Arctic College and adult educators based in communities, in cooperation with the divisional boards of education, should share information both about supporting programs and about students, and together they should form a cohesive, coherent, educational service that responds to community and regional needs. A supervisor at the divisional level should link the Arctic College with schools within each of the ten divisions.

Adult education in Aklavik is one of the oldest in the region, and it has done an awful lot for the community. It cannot just die because of lack of funds.

Public Hearing, AKLAVIK

ADULT EDUCATION RECOMMENDATION 44

Adult educators shall be employees of the divisional boards of education.

In the past, the absence of official policy has left many adult educators very much on their own. New policy should be supported by organizational structures that encourage the basic principle of adult education, that is, to teach adults what they themselves want to learn and to assist the devolution of educational authority so that communities can determine local needs. Dividing the services of adult education from in-school programs would tend to disintegrate rather than to integrate services in small communities. We therefore recommend that adult educators, although they have available all of the resources of the Arctic College, should be responsible to the communities they serve.

ADULT EDUCATION RECOMMENDATION 45

The Learning Secretariat in cooperation with the Arctic College and the appropriate divisional board shall be responsible for establishing training priorities in the plans of resource developers and it shall monitor their work.

Our examination of the relation of various federal departments with industry has demonstrated that the Government of the Northwest Territories has little control over federal responses to regional needs for employment training. We recommend the establishment of a Learning Secretariat, which shall take over the several programs now operated by federal departments; the Government of the Northwest Territories clearly has a right and a responsibility to develop its own human resources.

ADULT EDUCATION RECOMMENDATION 46

Funds shall be sought by the Government of the Northwest Territories to assist adult academic upgrading and pre-vocational training.

In the past, the Canadian Employment and Immigration Commission (CEIC) has provided most of the financial support for the improvement of an individual's academic qualifications and for training for new employment. However, CEIC now state they are less willing to continue this support, and they have withdrawn a good deal of funding, thereby denying many residents with low levels of academic achievement an opportunity to participate in the work force. The Government of the Northwest Territories must, therefore, work to restore support for this kind of continued education and training for employment.

ADULT EDUCATION RECOMMENDATION 47

The Secretariat for Learning shall take over the functions of the Manpower Needs Committee and of all similar intergovernmental review and planning activities.

The Manpower Needs Committee, as it exists at present, is not functional. The director of CEIC in Yellowknife reports to a director general in Alberta, who in turn reports to superiors in Ottawa. The director of CEIC in Yellowknife does not have the authority to establish policy, so the Manpower Needs Committee informs rather than consults. Planning and the establishment of long-range policy must be handled at the executive level.

We are fully aware that the economic base in many settlements is precarious right now. But, as development comes, our people of working age have a right to be ready for it.

Public Hearing, RAE-EDZO

IMPLEMENTATION

IMPLEMENTATION RECOMMENDATION 48

The Legislative Assembly shall revise the terms of reference of the Special Committee on Education to enable it to establish a Task Force on Implementation.

The Special Committee recognizes that the considerable amounts of time, energy, and money that have gone into the preparation of this report and its recommendations will have been wasted unless our recommendations are implemented. We therefore recommend that the Legislative Assembly should revise the terms of reference of the Special Committee on Education to enable it to appoint a Task Force on Implementation, which will have the power to monitor the implementation of the recommendations listed in this report. We consider that this task force should be in existence by the time the Legislative Assembly of the Northwest Territories has considered this report and certainly before it has enacted legislation based on it.

The successful implementation of an innovative program will depend upon how new ideas are presented to the people whom they are intended to serve. And the success of an innovative program will include a continuing evaluation of its own performance. Too many administrators too quickly accept the idea that evaluation is required only when a particular problem can no longer be ignored. Unfortunately, we know that persons in positions of authority find it difficult, sometimes impossible, to change their minds once they have taken a stand, be it right or wrong. We deeply hope that the persons and agencies responsible for implementing the Special Committee's recommendations

will keep steadily and clearly in mind the open-minded and open-hearted spirit of inquiry that has marked every stage of our work.

In implementing these recommendations, we know that some choices and some decisions must be made without the full information that everyone concerned may wish to have. These choices and these decisions will, nevertheless, have to be made and made without delay, and we shall need assertive, sensitive leaders who are willing to make them. They must be leaders who are willing to take acceptable risks and not merely to hide behind an apology that they are after all "only civil servants", taking direction and passing on the orders of others.

We will initiate at once at least four pilot projects, not only to demonstrate their usefulness, but also to make a good start in the important work of reorganizing the educational system of the Northwest Territories. These pilot projects include:

- . The organization of a divisional board of education, work that will require a full exchange of ideas among neighbouring communities.
- . A fresh, experimental approach to the perennial problem of the recruitment and orientation of new teachers.

- . The preparation and testing of a package of information to tell parents and other interested persons in the community about the new programs proposed for its school.
- . The development of strategies to train newly recruited teachers to cooperate effectively with Native classroom assistants.

These pilot projects will be supported initially under the Special Committee's mandate for action research. The Task Force on Implementation should monitor their progress.

We offer here a schedule of the activities that we think are necessary to ensure implementation of our recommendations.

- | | |
|----------------------|---|
| At once | Approval of four pilot projects (above) by the Special Committee on Education |
| At once | Appointment of the Task Force on Implementation by the Special Committee on Education. |
| March 15 -
May 10 | An information campaign to publicize the Special Committee's recommendations; MLA's will use responses to this campaign in their discussions during the 8th (Spring) session of the 9th Assembly. |

- July 1, 1982 Establishment of the Secretariat for Learning by the Government of the Northwest Territories.
- July 1, 1982 Appointment of an interim board of governors of the Arctic College.
- July 1, 1982 Decision by the Minister of Education about the location and structure of the two Centres for Learning and Teaching.

Appointment of an interim board of directors for the Centres for Learning and Teaching.
- Sept. 1, 1982 Staffing arrangements (transfers and secondments) for the Centres for Learning and Teaching.
- October, 1982 Legislation introduced regarding the divisional boards of education, the Arctic College, and revisions to the Education Ordinance and Regulations.
- January, 1983 The Centres for Learning and Teaching in operation
- January, 1983 Appointment of two principals for the Arctic College.
- April, 1983 Elections for the divisional boards of education.
- July, 1983 Transfers of responsibility to the divisional boards of education completed.

IMPLEMENTATION RECOMMENDATION 49

Significant funds shall be available to the Department of Education for the implementation of these recommendations and these funds shall be under the control of the Task Force on Implementation.

The implementation of recommendations according to this schedule will require short-term funding for specific purposes, and we urge the Minister of Education to seek short-term funding to finance these activities.

- . Widespread dissemination of information regarding changes in the education system of the Northwest Territories; establishment of new means of communicating with the parents of children about the educational system.
- . Revision of existing patterns of recruitment and orientation of teachers and of teacher training; new emphasis on recruitment and training of Native teachers.
- . In-service training of school staffs and, in particular, of school principals.
- . Start-up costs for the Centres for Learning and Teaching.
- . Start-up costs of the Arctic College.
- . Training and support for members of the divisional boards of education and for members of local education authorities.
- . Start-up costs for Native-language programs and for the creation of materials for these programs.

A FINAL WORD

We confidently expect that our report will stimulate and challenge the imagination of every person interested in education in the Northwest Territories, and we look forward to full discussion of the recommendations that we now submit.

We consider that the Government of the Northwest Territories must be willing to accord a higher priority, among its many priorities, to education. Both the federal and the territorial governments should be prepared to make available, on a shared basis, the financial support necessary to implement our recommendations. We believe that the people of the Northwest Territories must recognize and grasp the opportunities now offered them for local control of the educational system. And we have no doubt that the Department of Education and the teaching staff of the schools in the Northwest Territories will join with the people to create the innovative and responsive educational system that we have proposed. Cooperation among every interested party should lead to the establishment of an educational system that will help the people it serves by offering them many and varied opportunities for a life time of learning while recognizing the values of tradition and the realities of change.

APPENDIX "A"

LIST OF COMMITTEE MEETINGS

<u>Community</u>	<u>Date</u>	<u>Public Hearing</u>	<u>LEA</u>	<u>School Staff</u>
Cambridge Bay	26/1/81, 28/1/81	XX	X	X
Gjoa Haven	27/1/81	X	X	X
Spence Bay	6/4/81	--	X	X
Pelly Bay	7/4/81	X	X	X
Coppermine	8/4/81	X	-	-
Inuvik	31/8/81, 20/1/81	XX	-	-
	22/1/81	X	-	X
Holman	3/9/81	X	X (Joint)	-
Paulatuk	3/9/81	X	X (Joint)	X
Sachs Harbour	30/8/81	X	X (Joint)	-
Tuktoyaktuk	1/9/81, 21/1/81	X	X (Joint)	X
Fort McPherson	5/10/81	X	X (Joint)	X
Yellowknife	23,24/9/81, 6,7,8/1/81	XXXXX	-	-
Pine Point	21/5/81	X	X (Joint)	-
Aklavik	2/8/81	X	X (Joint)	X
Hay River	14/5/81	X	-	-
Hay River Reserve	27/5/81	X	-	-
Fort Resolution	26/5/81	X	X (Joint)	-
Baker Lake	14/9/81	X	X	X
Rankin Inlet	21/1/81	X	X	-
Eskimo Point	21/4/81, 15/9/81	X	X	X
Repulse Bay	22/4/81	X	X	X
Coral Harbour	23/4/81	X	X	X
Cape Dorset	24/4/81	X	X	-
Pangnirtung	28/4/81	X	-	-
Frobisher Bay	29/4/81	X	X	X
Arctic Bay	26/10/81	X	X	X
Igloodik	28/10/81	X	X	X
Pond Inlet	27/10/81	X	X	X
Fort Smith	17/6/81	X	X (Joint)	-
Clyde River	27/4/81	X	-	X
Apex	29/10/81	X	X	-
Fort Good Hope	29/11/81	X	X (Joint)	-
Fort Simpson	30/11/81	X	X (Joint)	-
Rae-Edzo	2/12/81	X	X (Joint)	-

APPENDIX "B"

LIST OF BRIEFS

<u>Title</u>	<u>Author</u>	
Within the South	I.T.C.	December/80
All Things Being Equal	I.T.C.	December/80
Grants and Bursaries	N.W.T.T.A.	January/81
Grants and Bursaries	Federation of Labour	February/81
Grants and Bursaries	Pine Point Education Committee	February/81
Grants and Bursaries	Fort Smith Education Committee	February/81
T.E.P.	T.E.P. Students, Fort Smith	April/81
G.R.E.C. Education	Malcolm Farrow, Frobisher Bay	May/81
A.V.T.C. and Education	Fort Smith Town	May/81
S.N.I.P.P.	Special Needs in Pine Point	May/81
Education	Bill Buell	May/81
Special Education	Staff Princess Alexandra School	May/81
Length of the Grade 1 School Day	Fort Smith	May/81
Geology	L.M. Padgham, Yellowknife	July 22/81
Beyond Survival	Baffin Adult Educators	August/81
Education	Jim Anderson	
Education	Gordon Karkland, N.W.T.T.A	
Education	Mick Mallon	September/81
Adult Education	Gregg T. Hill, Eskimo Point	September/81
Manpower Planning	Andy Tamas, Whitehorse	September/81
Educational Changes	Roger Cousins, Frobisher Bay	September/81
Native Teachers	Alexina Kablu, Eskimo Point	September/81
Education...Evaluation	Bertha Allen, Inuvik	September/81
Teacher Education	Brian Wainwright, Yellowknife	September/81
Speech Pathologist	John Hanlan, Yellowknife	September/81
N.W.T. - A.C.L.D.	A.C.L.D., Yellowknife	September/81
Education	W.A. Padgham, Yellowknife	September/81
Education	M.J. Moll, Yellowknife	September/81
Education	B. Philpot, Yellowknife	September/81
The Future of Education in the N.W.T.	B. MacQuarrie, Yellowknife	September/81
Audiologist	Stanton Hospital, Yellowknife	September/81

APPENDIX "B", Continued

<u>Title</u>	<u>Author</u>	
Yellowknife Assoc. for Mentally Retarded	Yellowknife	September/81
Science of Creative Intelligence Education	Rod Taylor, Rankin Inlet Board of Education, Yellowknife Education District No. 1	September/81
Education	Staff Attagutaluk School	October/81
Outline for Community Education Vocational Training	Fort McPherson Band Council Economic Development Committee, Fort Good Hope	October/81 November/81
Education	Agnes Lafferty, Fort Simpson	November/81
Language	Dene Community Council's Dene Language Research and Documentation Group, Fort Good Hope	November/81
Higher Grades in Communities Education	LEA, Fort Good Hope	November/81
Education	Chief Frank T'Seleie, Fort Good Hope Dene National Report on Education, Dene Nation	November/81 November/81
Local Control: A Proposal Towards a Relevant Northern Education	Chief Frank T'Seleie, Fort Good Hope	November/81
Adult Education	Nick Newbery, Pangnirtung	November/81
Education	Local 1, N.W.T. Public Service Commission	December/81
Education	Principal, Rae-Edzo School	December/81
The Future of Education	Rae-Edzo School Society	December/81
Adult Education	Rae-Edzo School Society	December/81
Education	Sister Rita McQuire, Rae-Edzo R.P. Papion, Repulse Bay	December/81 January/82

APPENDIX "C"

COMMITTEE STAFF

David Hamilton
Secretary to the Committee
Clerk Assistant
Legislative Assembly of the N.W.T.

NOTE: The first line under
the person's name refers to
the area of work done for the
Special Committee

RESEARCH STAFF

Jack Loughton, Ph.D.
Project Manager
Educational Consultant
P.O. Box 2893,
Yellowknife, N.W.T.

Don Simpson, Ph.D.
Advisor
Faculty of Education
University of Western Ontario
London, Ontario

Jerry MacNeil, M.Ed.
Advisor
Area Superintendent
Frontier School Division
Thompson, Manitoba.

Dennis Macknak, M.A.
Adult Education
Winnipeg Education Centre
Winnipeg, Manitoba.

Joseph Handley, M. Ed.
Administrative Structure and Policy
Official Trustee
Frontier School Division
Winnipeg, Manitoba.

Art More, Ph.D.
Teacher Education and Recruitment
Faculty of Education
University of British Columbia
Vancouver, B.C.

Helene Beauchemin, M.Ed.
Curriculum and Program
Deputy Director
Kativik School Board
Dorval, Quebec

Robert Gall, Ph.D.
Special Education
Faculty of Education
University of Lethbridge
Lethbridge, Alberta

Peter Denny, Ph.D.
Curriculum and Program
Psychology Department
University of Western Ontario
London, Ontario

Strini Reddy, M.Ed.,
Curriculum and Program
Teaching English as a Second Language
Frontier School Division
Winnipeg, Manitoba

Karen Rice, M.A.
Curriculum and Program
Department of Anthropology
University of Toronto
Toronto, Ontario

Moira Raynor White, M.A.
Adult Education
Association of Canadian
Universities for
Northern Studies
Ottawa, Ontario

Jack Deines, M.Ed.
Adult Education
Faculty of Education
Brandon University
Brandon, Manitoba

Alan Thomas, Ph.D.
Adult Education
Ontario Institute for Studies in Education
University of Toronto
Toronto, Ontario

Sam Smith, Ph.D.
Adult Education
Associate Academic Vice Pres-
ident,
University of Calgary
Calgary, Alberta

Ron Neufeld, Ph.D.
Special Education
Faculty of Education
University of
British Columbia
Vancouver, B.C.

Helen Balanoff, M.A.
Research Assistant,
Yellowknife, N.W.T.

Alan Cooke, Ph.D.
Editor,
Centre for Northern Studies and Research,
McGill University,
Montreal, Quebec

Loreen Lambert
Manuscript Typing
L W Secretarial Services Ltd.
Box 1927
Yellowknife, N.W.T.

PROPOSED STRUCTURE OF THE EDUCATION SYSTEM

