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NORTHWEST TERRITORIES  
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Northwest  
Territories Legislative Assembly  
General Committee on Education



**Learning:  
Tradition and Change  
in the Northwest Territories**

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 (Koewatin South)  
Co-Chairman

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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.



INTRODUCTION

- . 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.





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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. IGLLOOLIK

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

COMMON CONCERNS

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

Preparation of  
teachers for  
northern schools

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

- . 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. IGLLOLIK

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.

COMMON CONCERNS

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

## ADMINISTRATIVE STRUCTURE

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.

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

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

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.



ADMINISTRATIVE STRUCTURE

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.

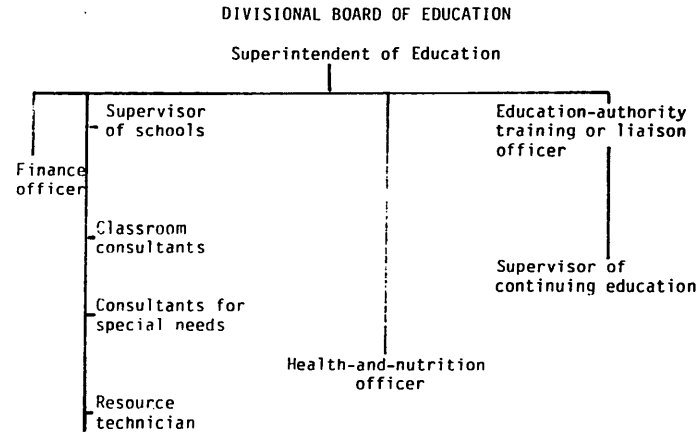
- . to offer instruction to all of its students, including instruction for students with special needs,
- . to provide opportunities for adult education and for continuing education,
- . to provide instructional staff with required levels of professional support and stimulation,
- . to provide career 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

## ADMINISTRATIVE STRUCTURE

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

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.

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.

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

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

ADMINISTRATIVE STRUCTURE  
RECOMMENDATION 7

The Executive Committee of the Northwest Territories shall establish a 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

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.

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 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

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.

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

How do you get the dollars into the communities?  
Public Hearing,  
FORT McPHERSON

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.



## ADMINISTRATIVE STRUCTURE

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

#### ADMINISTRATIVE STRUCTURE RECOMMENDATION 12

The Minister of Education shall introduce legislation to establish an 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

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.

## ADMINISTRATIVE STRUCTURE

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 Individuals and Families, 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 INDIA'S 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

THE SCHOOL PROGRAM

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

## THE SCHOOL PROGRAM

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.

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

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

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, CO?PERMINE

## THE SCHOOL PROGRAM

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

## THE SCHOOL PROGRAM

. 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, EAY 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, ROLMAN 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

LANGUAGE PROGRAM RECOMMENDATION 16

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

Options in the choice of languages

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

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