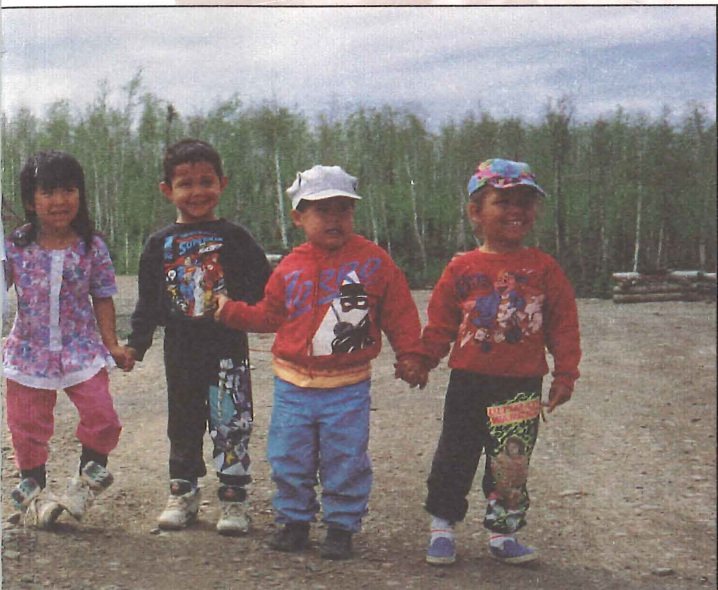


**PEOPLE: OUR FOCUS FOR THE FUTURE**  
Education, Culture and Employment



A STRATEGY TO 2010





**PEOPLE: OUR FOCUS**  
Education, Culture and Employment

A STRATEGY TO 2010

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## Minister's Introduction

Within the next few years, the Northwest Territories will see many changes. Division is on the immediate horizon, land claims continue to be negotiated and settled, self-government is becoming a reality and the role of government is changing – and changing dramatically.

Eighteen months ago the Department of Education, Culture and Employment realized it too had to change. But we were not sure what changes to make.

So we asked you – our partners with whom we deliver programs and services, our clients and our own staff.

You shared with us a vision of a new way to provide services: one founded on culture, heritage and language; one that promotes lifelong learning; one that puts the tools of learning in the hands of people at the community level; one that lets community residents make critical decisions.

My thanks to all of you who contributed to this strategy.

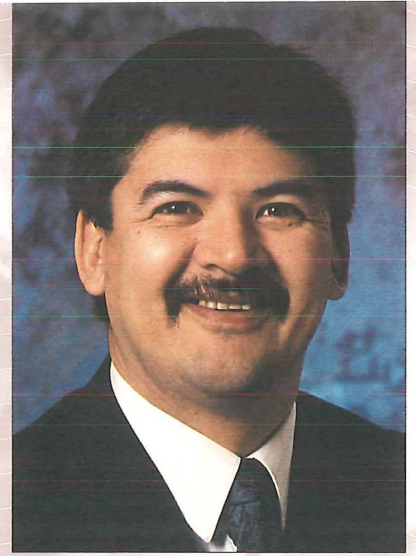
As you will see in the pages of this document, we are using the vision you described to reshape our department and change the way we provide programs and services.

Making the changes won't be easy – especially in this era of fiscal restraint. But the path ahead has become much clearer.

We are confident that, working together, we can create a new future for education, culture and employment programs and services to better serve the people of the Northwest Territories.



Richard Nerysoo  
Minister of Education, Culture and Employment



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## **PROLOGUE**

### **A New Vision for Learning**

*Our purpose – or mission, if you prefer – is to provide people with opportunities to learn: to invest in them so they can learn from the past and create their own futures. To succeed in that mission, we have to make sure that the learning opportunities we offer are relevant. They have to meet people's day to day needs.*

*But needs are changing and so are people's expectations. So to keep in touch, we asked people about their learning needs. We asked them about their vision for learning now – and into the 21st century.*

*Here is what they said.*

#### **We See a Community...**

Where every child grows up knowing how to speak his or her own language.

Where everyone has a strong sense of belonging – to the land, to a particular family and community – and is guided by a deep sense of knowing who he or she is.

Where everyone's learning is based on, and flows from, the foundation of culture, heritage and language.

#### **We See a Community...**

Where people respect learning and value it because it lets them take charge of their lives; it lets them be in control of where they are going and how they will get there.

Where people recognize the importance of different kinds of learning. Where learning in the classroom is as important as learning on the land; or as important as learning in the community; or as important as learning from family members and from elders; or as important as learning in the workplace.

Where people use what they learn to provide shelter, to feed and clothe themselves, to maintain their health, to live with a sense of dignity and respect, and to live in harmony with the land and with members of their community.

Where people have opportunities at every stage of their lives to learn what they need to know to survive and mature and make a contribution to society and to the world at large.

### **We See a Community...**

Where people accept personal responsibility for their own learning and their children's learning. Where they decide what they and their children should learn and how they should learn it.

Where people work together to develop their own vision for learning in the community – and where they continually nurture that vision as they make it a reality. Where they develop the programs and services they need, hire their own staff, keep an eye on results and change things when they need to be changed.

Where everyone respects the community as a place of learning and works to keep it healthy and viable – to prevent problems before they occur, to heal their community if it gets sick.

### **We See a Community...**

That has a strong sense of being part of a larger world – and of preparing people to live in that world.

That challenges its residents to take advantage of all aspects of technology so they can communicate and share learning with communities in other parts of the country and the world.

That knows the programs and services it provides are high quality and on a par with those provided elsewhere – because they meet well-defined standards.

That gives its young people the skills they need to compete for jobs in their own community and the global community.

That knows, however big or small, it is part of that global village and is committed to lifelong learning.

## The Document at a Glance

This document is a strategic plan. It describes how we as a department intend to work with our partners to develop learning programs and services between now and the creation of two new territories in 1999 – and beyond into the 21st century.

As you have already seen, we began with a prologue – a vision for learning. This vision is built from the ideas people shared with us during consultation. It is the inspiration, the driving force, behind the improvements we will make in programs and services.

In the following pages, we will examine existing programs and services and the gaps between them, in light of the vision. Eventually the vision will lead to a new approach and a new model for providing services at the community level.

This approach and model is called the *community learning network*.

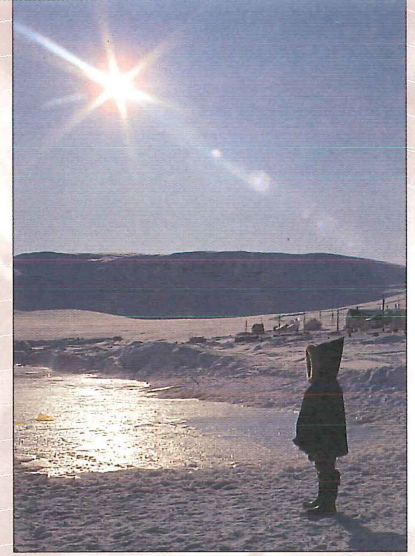
*A community learning network is a philosophy and an organization, linking together a network of programs and services at the community level.*

*A local governing body, committed to community learning, owns and controls the network of learning programs and services. And the network is supported by a regional and territorial support system.*

PART ONE: A VISION FOR LEARNING has three chapters.

Chapter One: *The Forces of Change* looks at the changing environment in which we are providing programs and services. It describes: the characteristics of our population, the impact of technology and globalization, the transfer of authority, the changing nature of programs and services, financial restraint and the changing role of government.

The chapter explains why we can no longer continue to provide programs and services as we have in the past – and why there is a need for a new vision for programs and services.



Chapter Two: *The Search for a New Vision* provides a brief account of how we worked with our partners (school boards, business and industry, cultural organizations, employers and so on) to create the vision. It raises the critical question of timing – and how the creation of two new territories might affect the strategic plan. It links the new vision to the political direction of the GNWT. And it indicates the role the strategy will play in guiding investment in programs and services.

Chapter Three: *Discovering the Vision - The Community Learning Network* translates the vision into a model of program and service delivery at the community level. It begins with an explanation of *lifelong learning* – the need people have for continuous learning throughout the various stages of their lives.

Then it describes the concept of *community learning* – learning that takes place within the different community locations (the home, the classroom, the land and so on). The chapter also discusses the concept of a *network of services* working together to respond to the community's learning needs.

Finally, it describes what the organization looks like at the community level and the two other essential elements of the model – the regional and territorial support system.

PART TWO: *THE STRATEGIC PLAN* describes in detail the activities that will transform what presently exists into a coordinated, integrated network of programs and services – the community learning network. There are eight chapters in Part Two.

Each chapter indicates how the programs and services should be retargeted or new ones developed to support learning more strongly; and it spells out how the quality and effectiveness of programs will be improved. Each chapter concludes with an overall strategic objective and specific strategies for achieving the strategic objective.

Chapter Four: *The Foundations for Learning - Culture, Heritage and Language* and Chapter Five: *The Foundations for Learning - Information and Technology* review the program areas that serve as the foundations for learning.

Chapters Six through Ten review the remaining programs and services. These correspond to the critical stages of lifelong learning: *The Early Years*, *The School Years*, *The Adult Years - Basic Skills*, *The Adult Years - Advanced Skills* and how human resource development must link to the community and to the economy to ensure a lasting impact.

Chapter Eleven: *Creating the Community Learning Network* describes the development of the structure and support systems to link together the network of programs and services.

PART THREE: *IMPLEMENTATION* spells out in general terms how the vision for programs and services will become a reality.

Chapter Twelve: *Making the Vision a Reality* describes how the plan will be implemented.

At the end of the document, we provide *APPENDICES*. They describe the planning process and include a bibliography.

**Part One**

**A VISION FOR LEARNING**

*Part One outlines the forces of change affecting programs and services. It describes how we went about developing a new vision for learning and then translates the vision into a model of lifelong learning in the community.*







## CHAPTER ONE

### The Forces of Change

Why are we setting out to change programs and services?

Because...we have to. The world is changing. The environment in which we provide programs and services is changing. And people's expectations are changing.

When we look at the changes taking place, we can see certain forces driving them. A new vision must take these forces into account – it must reflect these forces.

So what are these *forces of change*? Specifically, they are:

- the influences of our population;
- the impact of technology on learning and work;
- financial restraint;
- the transfer of power and authority;
- the changing role of government.

### The Influences of Our Population

There is no doubt that the particular make-up of the N.W.T. population has – and will continue to have – a significant impact on the nature of programs and services. We refer specifically to the influences of population growth, culture and language and the health of communities.

### Population Growth

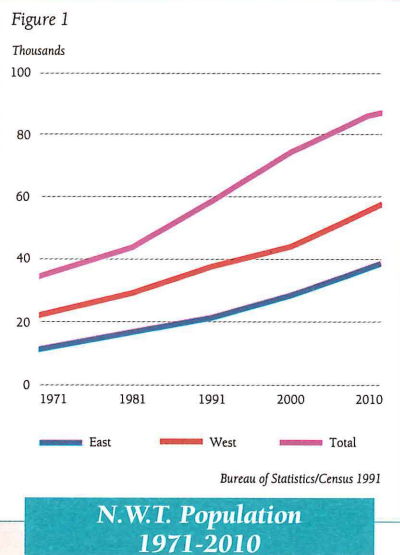
The population in the N.W.T. is growing – rapidly. And more people mean a greater demand for programs and services – at a time when financial resources are scarce.

- At present almost 58,000 people live in the Northwest Territories.
- The birth rate is about twice the national average.
- In the East, the population is growing by 2.4 per cent a year; in the West by 2.0 per cent a year.
- About 88,000 people will live in the N.W.T. by 2010 (Figure 1).
- The total population could grow even more as a result of resource development, such as mining.

The population, particularly the aboriginal population, is very young and we have a large number of young parents (Figure 2).

In the N.W.T., women between the ages of 15 and 19 have three times more children than women of the same age in Canada as a whole.

Nunavut will have the youngest (and the fastest growing) population in Canada. Approximately 40 per cent of its population is under 15 years of age, compared to less than 25 per cent in Canada (Figure 3).



This significantly affects the age distribution of our population and makes it very different from the rest of Canada.

The rapid increase in population and the age of N.W.T. residents indicate where increased demand for programs and services will be. It will come in areas like child care, schooling, post-secondary education and employment services.

The challenge is obvious.

*To keep pace with the demands of a young, growing population at a time of scarce resources, we have to find more effective, efficient and economical ways of providing programs and services.*

Because a people's culture, heritage and language are the bases for learning, learning programs and services must be culturally appropriate. We must work with people to develop programs and services which express their culture. Doing this is not simply a matter of taking southern-based programs and services and adapting them to the needs of northern people. For example, there is a significant difference between using aboriginal interpreters in a western justice system and creating an aboriginal justice system.

Once again then, the challenge is obvious.

*We must continue to find ways of developing and delivering culture-based programs and services – a task that is more complicated with such a culturally diverse population, but one that is essential if we are to create a firm basis for learning.*

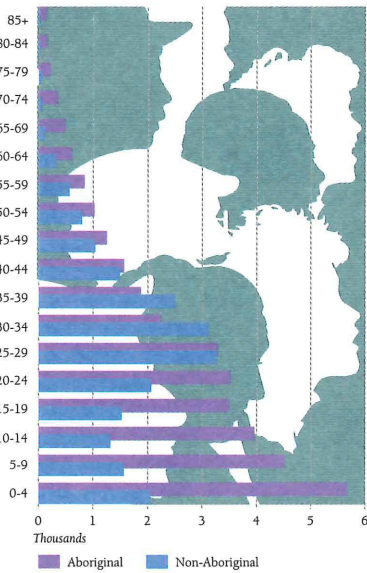
A final note about population – the question of health.

### Healthy Communities

People learn best when they are healthy and live in a healthy environment – one that encourages learning, that helps learning take place.

Some communities provide this kind of environment. But others are afflicted by severe health and social problems – problems whose root causes are complex like loss of

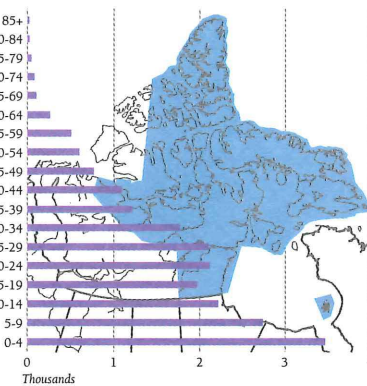
Figure 2



Bureau of Statistics 1991

**N.W.T. Population by Ethnicity and Age Group 1991**

Figure 3



Census 1991

**Eastern N.W.T. (Nunavut) Population by Age Group 1991**

### The Influence of Culture and Language

The Northwest Territories is the only place in Canada where most people are aboriginal.

- About 37 per cent of N.W.T. residents are Inuit;
- 17 per cent are Dene;
- 7 per cent are Metis;
- the remaining 39 per cent are non-aboriginal.

Inuit form about 85 per cent of the population in Nunavut and will continue to do so. Current trends indicate that as a result of high birth rates, aboriginal people could be in the majority in the West – although resource development could significantly alter the West's make-up.

identity or lack of hope for the future.

The Special Committee on Health and Social Services (a special committee established by the Legislative Assembly) commented on the seriousness of this problem and its link to other problems such as family violence, personal injury and abuse.

*Front line workers we surveyed identified alcohol and drugs as the major issue facing their communities. This self-destructive behaviour produces physical, psychological, social, economic and legal problems for people with addictions, their families and their communities...The human and social cost of this problem is enormous. It seems to play a role in most of the cases handled through our community health centres.*

*It is linked to many of the local offenses and criminal matters before the courts. We heard there is a clear connection between addiction and domestic abuse, sexual assault and the spread of sexually transmitted diseases.*

*Special Committee on Health and Social Services:  
Final Report, 1993*

There are other problems too:

- high unemployment;
- overcrowding and a severe lack of adequate housing;
- young people in trouble with the law;

- family violence, child abuse, suicide; and
- poverty.

During consultations we continually heard from people about these problems and about the need for healing at the community level. And as we listened, two things became apparent.

First, for the community to be a place of learning, it must be healthy; so if it needs healing, we will have to work with the community in the healing process.

Second, though the initiative for creating a healthy community must come from the community itself, all of us must become directly involved and work with the community to create the healthy physical, emotional, social and spiritual environment needed for learning to take place.

To summarize: the particular characteristics of our population will continue to have a significant influence on programs and services. Demand from the young, rapidly growing population will continue to grow so we will have to find more effective, efficient and economical ways of providing programs and services. We must make sure they are culturally-based. And, for communities to be places of learning, we will have to work with communities to create healthy learning environments.

*In 1990, deaths by injury accounted for 62 of 217*

*deaths in the N.W.T. –*

*28 per cent. From 1981 to*

*1990, deaths from injury*

*and violence accounted for*

*729 of 1,522 deaths*

*(47.9 per cent).*

*Over one third were*

*homicides or suicides.*

*1990 Health Report,  
GNWT Department of Health*

### The Influence of Technology

Many of us remember when the north was isolated. But that day is long gone. Modern technology is changing the north. Walk around most communities and you'll see the satellite dishes, televisions, video machines, fax machines and computers that link the community to the rest of the world.

And this technological revolution will continue. The young child of three or four who can now choose one or two cartoon channels on a Saturday morning will soon be able to search through several hundred channels to find cartoons.

But this communications equipment is only the tip of the iceberg. Technology is changing people's lives dramatically and shaping their future.

In terms of education, culture and employment programs, there are three changes to note in particular – changes in the nature of work, changes in the way people learn and globalization.

### The Changing Nature of Work

Over the past several decades technology has changed the way people work. As a country we have moved out of the industrial age into the information age.

Twenty years ago the economy was an industrial economy. Most people worked in manufacturing jobs – they made goods that people wanted to buy. In Ontario, Canada's industrial heartland, the major

employers were the steel industry and car manufacturing.

Today, most people work in companies and businesses that provide information and services. In Ontario, far more people now work in health care and education than in steel and automobile production combined. Canada has become a service economy.

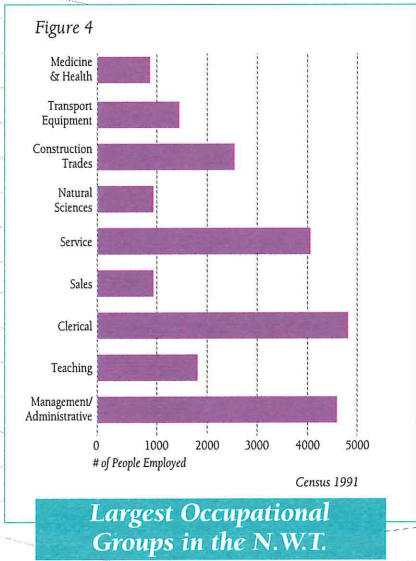
We still have to maintain our heavy industries. But most new jobs will be in the service sector. The demand will be for managers, planners, teachers, nurses and other health care professionals, computer programmers, social workers, accountants and so on.

If you are wondering whether this will also be the case in the north, it is already happening. Take a look at the jobs advertised in the back pages of any northern papers. Most are service jobs (Figure 4).

What does this transition to an information economy mean for the north and for young people looking for jobs?

It means that people need higher levels of education now than they did in the past.

Today, a high school graduation certificate has become the passport to most entry level jobs. In addition, to get a more advanced job, people will need several more years of specialized or technical training. And since most people will no longer have a single lifetime job, they will have to upgrade those skills on a regular basis.



There is also a change in the kind of skills people will need. In addition to literacy and numeracy (reading, writing and math) skills, people will need a new set of fundamental skills: problem-solving skills, communication skills, creative skills, the ability to work effectively in project teams, the ability to take initiative and be self-directed, computer skills and the ability to learn as they go so they can adapt to the requirements of new technology.

### **Changing the Ways We Learn**

Technology is not only changing what people learn. It is also changing how they learn.

Today, most students in the N.W.T. are hooked into an electronic bulletin board, *North of Sixty*, that lets them access world-wide communication networks like *Internet*. Students of all ages can communicate with young people, adults and organizations throughout Canada and the world. New developments, such as CD ROMs, are making whole libraries available on computer discs.

What does all this mean?

Among other things, it means that technology is creating a new way of learning – a way of learning that no longer depends exclusively on classrooms, schools or colleges. Through technology, we can now learn almost anywhere – the home, the community, the whole world is becoming the classroom. Learning for many young people in the

future will consist of a mix of learning in classrooms, self-study, distance learning and work experience.

There's another change in how people learn. In the recent past, they went to school then got a job. But now there is a demand for *lifelong learning*, where learning takes place throughout the course of people's lives and lets them keep abreast of all the changes that are happening. This is changing the roles and practices of those who provide learning services.

Educational institutions are having to adapt to these new ways of learning. They are having to become much more flexible in how they provide learning experiences. Today more and more are providing learning in modules – so that students, coming in and out of schools or colleges, can access the learning they need when they need it.

There are also changes in the workplace. In the past, most employers could depend on educational institutions to provide basic education and training. Today, because the business and service environment is changing so quickly, many employers are having to train their employees on the job.

This kind of training may extend from basic literacy skills to techni-

cal training. In an increasing number of companies and government agencies, the workplace itself is becoming a place of learning. The most progressive organizations are becoming *learning organizations*. They are committing themselves to the on-going learning of their staff – so they can continually adapt the organization to the demands of a changing environment.



### **Globalization**

Finally, through instant communications, technology is linking the north with the world market place. What happens elsewhere in the world is having immediate consequences on our northern economy and lifestyles.

- Diamonds are discovered in the Northwest Territories – and we are dealing with South African companies.
- Oil companies in the Middle East unload more oil on the world market – and there is a negative impact on oil explora-

tion in the Northwest Territories.

- The European Parliament places a ban on the import of seal skins – and many Inuit hunters can no longer earn a living hunting seals.



Technology has created the global village with its global market place; and it is the global market place that will determine the kinds of jobs today and in the future. The child in a remote community above the Arctic Circle is having to learn the new skills to respond to this new, technologically transformed world.

Technology is indeed changing what we learn, how we learn and how we will use our new found skills – and for this department the impact of technology is enormous.

### Financial Restraint

Every government in Canada and many throughout the world are facing the same problem: an increased demand for services and

limited money to provide them. In addition, many governments have large deficits.

That's certainly the case in Canada. Our accumulated federal debt stands at around \$550 billion – it has grown substantially over the past decade. The territorial government, too, is trying to maintain its financial position, to stay out of debt, to live within its means. None of us wants to pass the burden of debt we've created on to our children and their children.

Recently, the federal government announced it intended to cut the deficit significantly over the next three years. Since the GNWT receives over 80 per cent of its budget from the federal government, this will undoubtedly impact on the GNWT budget.

With a growing population, increasing demands for programs and limited resources, we are facing difficult times.

To keep within budgets and control growth we will have to find ways to manage costs. Programs and services will have to become much more effective, efficient and economical.

And...we are going to have to deal directly with people's expectations – expectations that have been gradually increasing over a number of years.

### The Transfer of Power and Authority

One of the dominant forces for change in all programs and services is the transfer of power and authority to local bodies that are closer to the customer. And as this happens, governments are re-thinking their roles as service providers.

Here in Canada, the federal government is handing over responsibility to provinces, territories and aboriginal groups; provinces and territories are in turn handing over responsibility to municipalities and contracting out to private agencies.

An example of transfer of power and authority here in the Northwest Territories is the GNWT's *Community Transfer Initiative*. By means of this policy, government is encouraging local bodies to assume responsibility for direct delivery of programs and services.

One of the driving forces behind this transfer of power in the north is political and constitutional development.

In the N.W.T., the Inuit, the Inuvialuit, the Gwich'in and the Sahtu Dene have all settled claims with the federal government (Figure 5). Other groups are in negotiations.

The *Nunavut Act* calls for division of the N.W.T. by 1999 and two independent territories by 2008. The creation of these two territories will be a dominant factor in the lives of the people of the N.W.T. over the next decade.

The settlement of land claims and the emphasis on self-government is having, and will continue to have, a significant impact on the development of all programs and services. It means more local control over the design, development and delivery of services.

As a result of transfer of power and authority, aboriginal groups

and communities will continue to become dominant players in service delivery. And government's role will continue to change.

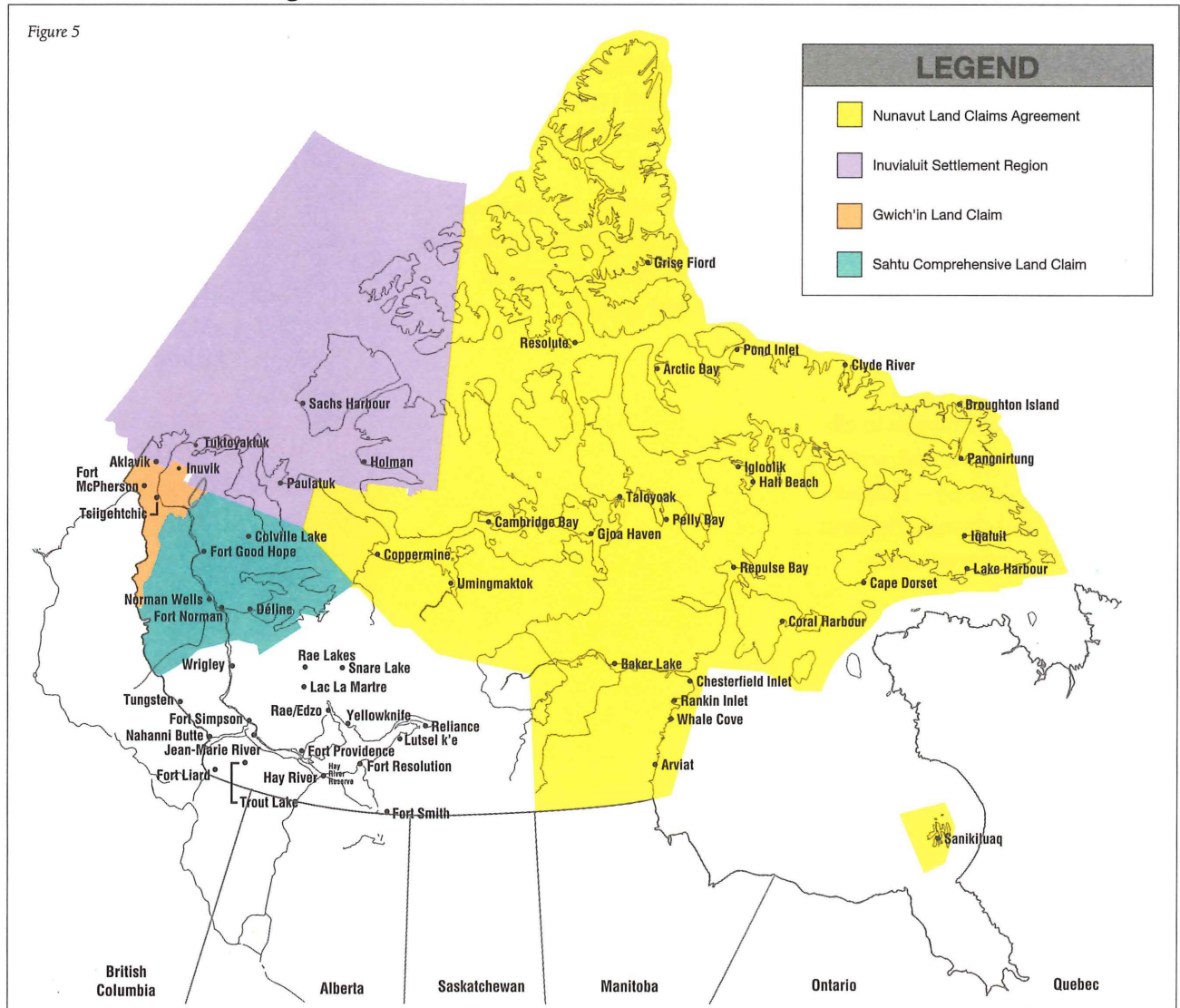
### The Changing Role of Governments

As we have already seen, the financial situation is forcing changes in the way governments

do things. But it is not only a question of money.

The effectiveness of the whole social safety net that has been built up over the last forty years is being questioned. The federal government has announced a complete review and overhaul of the present social security system – to be completed over the next two years.

### Land Claim Settlement Regions



There will be significant changes in income support programs, in taxes and premiums that affect job creation and in the management of programs within government and between governments.

Since this department is, or will be, responsible for many income support programs, any changes in federal programs will significantly affect us. This will likely mean a new way of delivering programs and services – and a new role for government across Canada and within the N.W.T.

Part and parcel of this new role of government is a restructuring of programs, services and systems. We see:

- more decision-making and direct delivery of programs and services at the community level;
- aboriginal organizations becoming major players in all aspects of program and service design and delivery – a direct result of land claim settlements and self-government initiatives;
- a reduction in the size of government bureaucracies as governments move out of direct delivery into a more supportive role;

- the development of new partnership arrangements between governments, local communities, aboriginal organizations, private sector groups and non-government organizations;
- a move towards longer-term preventative approaches – approaches that make financial sense;
- a move towards programs that are financially sustainable;
- a greater emphasis on standards and monitoring and evaluating results, so that people know money is being well spent.

In other words, we are beginning to see the complete restructuring of government programs, services and systems.

## Summary

*People in the Northwest Territories have become part of the global village – impacted by many of the changes affecting people and governments everywhere. Technology, financial restraint, the changing role of government, the changing nature of programs and services are universal forces shaping the future of everything we do.*

*But the N.W.T. is also unique. We face forces of change arising out of the specific nature of our population, political developments, social changes already taking place, the characteristics of our geography, the places where we live and work, our history and traditions.*

*We find ourselves trying to preserve the best of the past – our uniqueness – as we move into the future.*

*But what does this all mean?*

*It means that the future will be different from what we've always thought it would be. Together we need to restructure programs, services and systems.*

*And to succeed, we need a new vision of learning to guide us.*



## CHAPTER TWO

### The Search for a New Vision

#### How the Vision for Learning Developed

In the fall of 1992, we stopped to take a long, hard look at the forces of change affecting programs and services.

Division of the territories was on the horizon. The demand for programs and services was increasing but resources were limited.

New developments – like the Community Transfer Initiative and the creation of two new colleges – were beginning. Technology was driving us forward, changing things rapidly in the classroom and in the workplace.

We knew we had to re-think programs and services. And to do it, we needed a new vision. But we knew we couldn't develop one alone.

The department provides programs and services with a number of partners – school boards, library boards, day care organizations, aboriginal broadcasters, employers and many others. We had to hear people's ideas so we could develop a *shared* vision.

So we asked our partners and clients two basic questions.

- What is your vision for education, culture and employment programs and services over the next fifteen years?

- How can we work together to make this vision a reality?

We developed a discussion paper, sent out over one thousand copies and asked people for their comments. We talked to young people, parents, elders, teachers, community representatives, political leaders. We met with professional associations, employers, aboriginal organizations and interest groups. We invited people to write and tell us about their vision.

We discovered two things.

First, *people have a strong vision for learning* – and they care passionately about it.

Second, though one person's vision is never exactly the same as another's, *their visions share common elements*.

#### The Community Learning Network

As this shared vision came into focus, we realized it had two essential elements:

- *a philosophy of learning* – an approach to learning, if you like – based on the need for continuous life-long learning and the belief that this learning could and must occur in and throughout the community – in the home, in the classroom,



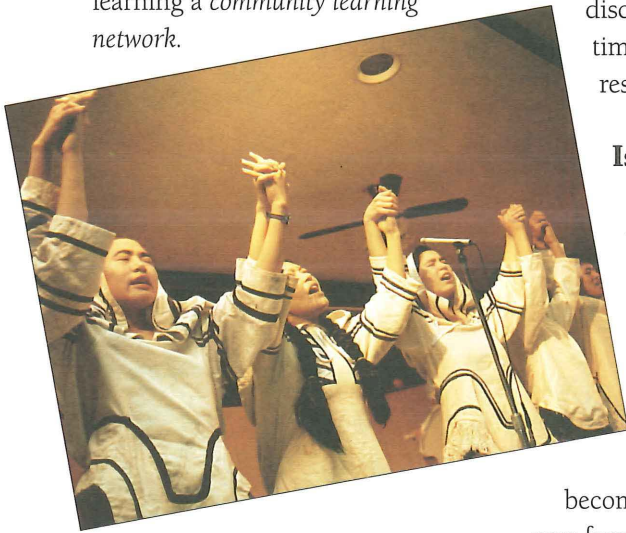
*Make sure that programs and training fit the reality and needs of the community.*

Participant - Inuvik Strategic Plan Focus Group

on the land, in the community itself.

- a local organization that could pull together, under a local management structure, a network of services that would respond to the community's learning needs. An essential part of the organization would be a regional and territorial support system.

We decided to call this local organization with its philosophy of learning a *community learning network*.



### **Making the Changes**

Could we take the vision people shared and use it to develop a model for providing programs and services? Could it be a guide for changes to existing programs and services?

As we looked at what was already in place, we were encouraged. A great deal of what has been done in the past, and what is being done at present, fits with the model. People said we have been making progress – that we are moving in the right direction.

But there are some things that need to change. And there are some new elements to develop. The community learning network model serves as a blueprint to help make the changes and design the new elements.

It won't happen overnight, but it will happen. And this document describes how it will happen with everyone working together.

But first, a brief word about three issues that arose during discussions: the issue of timing, political direction and resources.

### **Is the Timing Right?**

People often asked whether this was the right time to develop a strategic plan. After all, the Northwest Territories is in the midst of major changes. Within the next five years, the N.W.T. will

become two new territories and new forms of government, including self-government, will be established. Resources will be divided and new institutions will emerge.

There are many things no one knows at this point. No one knows exactly what these new forms of government will look like. Nor what the development process will be.

We thought about this issue but decided we should proceed with the changes.

Regardless of the new forms of government and the development

process – people will still have some very basic needs. They will still want their children to develop skills for the future; they will still want training for jobs; they will still want programs and services that reflect their values and culture; they will still want more control over what they learn and how they learn in their local communities. And they will want these things regardless of the type of governments they choose to put in place.

The challenge was not to put everything on hold but to move forward into the future to meet these basic needs: to develop a flexible model that could be adapted to the specific needs of the new governments – whatever form they might take.

### **Links with Political Direction**

In February, 1992, in *Reshaping Northern Government*, Premier Nellie Cournoyea presented a vision for the future development of programs and services. She emphasized the need for financial accountability and the need to streamline government. She also emphasized the need for more community control of programs and services.

The vision and approach in this document are consistent with that outlined in *Reshaping Northern Government*.

Government must also recognize the local way of getting things done and of the need to encourage greater community self-sufficiency with strong community governments making their own decisions on behalf of the people who elected them. That means “community ownership” of programs and services that are controlled by local people who know the community and who can set their own funding priorities. As a result, the Government is developing approaches and arrangements designed to provide for local control and to set the stage for Community Transfer Agreements that will provide for increased social and economic self-sufficiency at the community level as and when communities decide that they are ready to take on additional responsibilities.

*Reshaping Northern Government*

### **Can We Afford It?**

Given the very real problem of limited resources, is this the time to undertake a major re-organization of programs and services? Can we afford to make changes at this time?

We thought about the question, looked at what it was going to cost to keep doing what we were doing – and decided *we cannot afford to continue as we are. We must re-organize programs and services.*

We are fully aware as we move into the future that resources will be scarce. But education, culture and employment programs are building blocks for the future of the two new territories. We need to continue to invest in these programs.

This plan will serve as a guide for investment in strategic areas.

Making the vision real will have long-term benefits for all of us.





## CHAPTER THREE

### Discovering the Vision – The Community Learning Network

#### Introduction

As noted in the last chapter, the vision for learning spelled out in the prologue of this document contains two essential elements.

First, there is a philosophy or an approach to learning. Second, there is an organization that expresses the philosophy – that makes it real at the community level.

The philosophy needs an organization to bring it to life, so that it is more than a set of ideas about how learning might occur. The organization needs a philosophy, a shared vision, a spirit to guide and motivate it.

Together, the philosophy of community learning and the organization that embodies it become dynamic, driving forces for learning at the community level.

In this chapter, we will look at the two essential elements of the community learning network – the philosophy and the organization.

#### The Philosophy

We have seen how important learning is to people, to organizations and to communities. People want to succeed – they want to have the knowledge and skills that will give them choices for the

future. Learning is no longer only preparation for life – it is an integral part of today's living and it will continue to be essential to an even greater degree. Today, learning has to be on-going – it has to be continuous, lifelong learning. And it has to occur through a variety of community learning experiences (Figure 6).

#### Continuous Lifelong Learning

*Home and community...* This is where people learn first – from their families and other community members. It's in the home and the community that people – especially children – learn their culture, heritage and language.

Culture is a people's way of life. It's their connections, their spiritual relationships, their relationship with the land and with other people. It's reflected in what they do and how they do it. It is the customs and laws and values that guide them. It is the way they live together and raise their children. It's expressed through their art and their language.

Heritage is a part of culture. It tells us about the past: where people lived, how they lived and so on.

Culture, heritage and language are the bases for everything people do. And it's in the home and the



*Elders... want schools to  
educate young people in both  
traditional and  
Euro-Canadian knowledge  
systems...*

*Report of the Traditional Knowledge  
Working Group*

community that these bases for all other learning develop.

*The early years...* are the beginning of learning. These years are the basic building blocks for later, lifelong learning. It's then that children begin to develop language and social skills and an understanding of their world. They have a natural desire to learn which, if fostered early on, will be lasting.

*The school years...* build on young children's strengths and experiences – helping them gain the knowledge and skills they will need as adults. But the skills that students need today are different from those they needed yesterday. Today, people need a new set of fundamental skills.

They need to be able to read and write – to communicate and work with other people; they must be

able to do math; they need to be creative, critical thinkers – and able to handle unfamiliar situations easily; they have to be self-directed and they must understand and be able to use technology.

*With knowledge expanding and changing so rapidly, it is difficult to predict what knowledge may be necessary in the future. So people have to learn how to learn – they have to take control of their own learning and make it a part of their lives.*

They need to stay in school and be successful – so they may need support to learn; they must understand their options for the future and the consequences of their choices. Knowledge of the workplace and its requirements is key to moving successfully from

school to work or post-secondary learning.

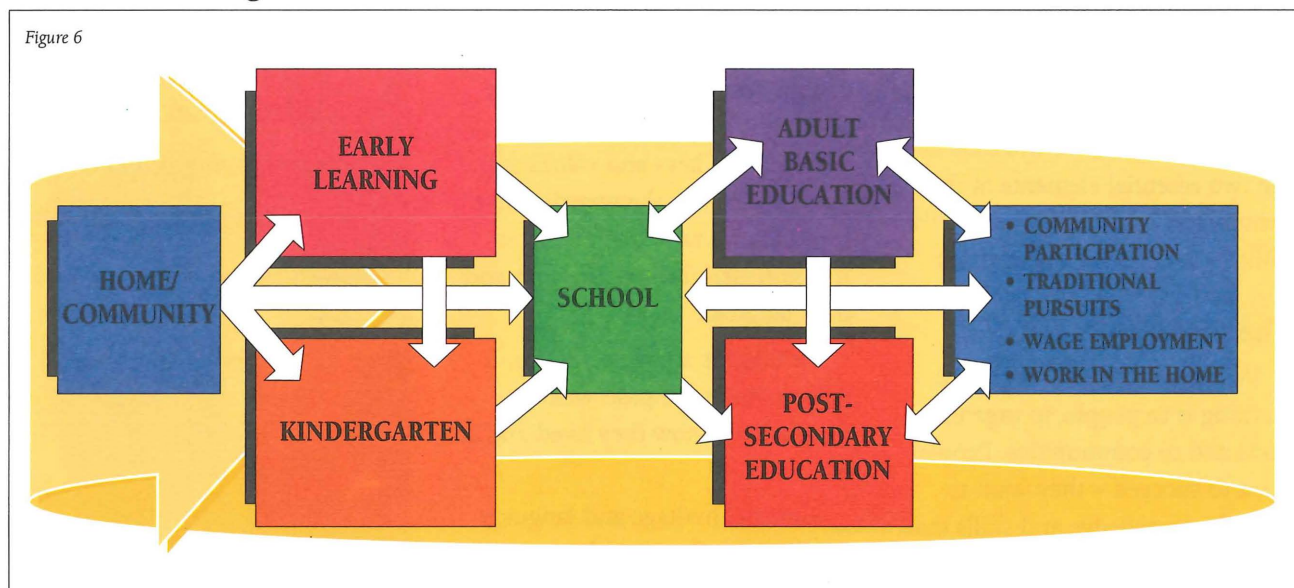
*The adult years...* Adult basic education gives people who left school early or who may not have attended school at all new opportunities to learn the fundamental skills they need to become self-sufficient. The needs of people with low self-esteem, few life skills, low levels of education or inadequate job skills are real – and programs for them, geared to their particular needs, are an integral part of lifelong learning.

*The adult years...* Advanced and specialized skills are now needed for most new jobs. People need increased opportunities to develop these skills.

In addition, people may no longer have a single lifetime job. Many will upgrade their skills and

### Continuous Learning

Figure 6



knowledge on a regular basis to prepare for new careers.

By the time they are adults, many people are balancing learning, work and family responsibilities, so programs must be flexible. Approaches like part-time programs, distance learning, learning in the workplace are all critical parts of a flexible approach.

As well, people need an expanded system of services like child care and student financial assistance to support them as they develop more skills for the future.

*Links to Work and Jobs...* And no matter at what age people learn, learning has to be meaningful. It has to link to the opportunities available to them – whether that's traditional resource harvesting or working in a gold mine.

### **The Community Learning Approach**

The community learning approach responds to the requirements for a flexible, coordinated system of learning – one that is continuous and easy for people to access.

Community learning recognizes the whole community as a place of learning. Learning occurs in the family, on the land, at work, in classrooms, as well as in other community facilities. It occurs in the most appropriate place with the most appropriate person – for example, learning traditional knowledge from an elder on the

land. Each part of the community makes its own indispensable contribution to the learning and development of individuals and the community.

Learning is a dynamic part of every human being. It's the force that enables people to develop. We learn as individuals and as members of groups – through instruction, study, self-development and our own experience. Everyone learns from everyone else. Different people fulfill different roles as teachers and learners at different times. Parents, elders, educators all have a special role to play in fostering learning – but they too learn from those they teach.

The school, the daycare, the community learning centre, the colleges hold special significance as places of learning. Staff facilitate learning and help learners apply classroom knowledge to the realities of community life. They also help learners reflect their community experiences and transfer them into principles, values and skills for daily living.

With the community learning network, there are no barriers between the different programs. A staff person in school may be responsible for community literacy programs; students in school may take parts of their apprenticeship program in the adult centre.

Community learning recognizes that we all learn in different ways and at different rates.



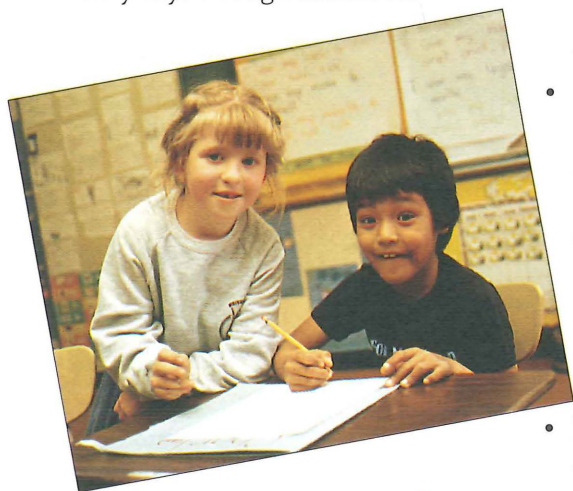
Community learning promotes the idea that we are each responsible for our own learning and must account for our learning opportunities as mature members of the community. It recognizes that people in the community are the ones who should create the vision for learning and make critical decisions about it.

Community learning recognizes that community businesses and organizations have a responsibility to support learning and provide a learning environment for their employees – to help them adapt to the realities of a changing world and provide better service to the community.

Today, community learning recognizes new technologies as essential tools for modern learning. It uses them to expand people's learning opportunities by linking

opportunities in the community to those in the larger world.

Community learning helps pull together and build an unbroken web of learning opportunities that let people develop skills from their early days through adulthood.



## The Organization

### Previous Organizational Models

How do we respond at the community level to the lifelong learning needs of local people?

At present, there is a range of individual programs and services – day care, schools, adult basic education and so on. Each is delivered by a separate agency with its own staff, its own administration and its own budget.

In many communities, excellent services have been provided over the years. But times are changing. In our consultations, people pointed out very clearly some of the limitations of the existing models, particularly in small communities.

- Programs tend to function separately, making it difficult for people to move from one program to another.
- Programs tend to be rigid. People may have to adapt to the programs rather than programs adapting to the needs of individual learners.
- The range of programs and services often doesn't correspond to all the learning needs of people – there may be program gaps in the system.
  - There is duplication. Each program has its own administration, procedures, facility, equipment, staff and so on.
- Each program or service has its own governing body or authority that may protect the interests of its specific program. This makes coordination difficult and may interfere with responding to the needs of the community as a whole.
- Communities may feel they lack control over some programs and services.
- provides programs and services that together correspond to people's needs for life-long learning, a seamless web with no gaps;
- provides easy access to the complete range of programs and services, with a minimum of red tape – it provides *one-stop shopping*;
- has coordinated and integrated programs and services with no artificial barriers or walls among them;
- has a single governing body, representative of the community and directly accountable to it, controlling the complete range of services;
- is flexible so the community can respond quickly to changing needs;
- has a single funding source, so that money can be transferred from one program area to the other – depending on priorities;
- has a staff that works together as a team to provide the complete range of services and programs;
- has a regional and territorial system that provides strong support to the community.

### Requirements for a New Model

Given these limitations, people told us that what is required is a new model for delivering programs and services at the community level. One that...

- is based on, and reflects a commitment to, a philosophy of community learning;
- provides a range of learning programs and services, linked together as part of a network;

The new community learning network model meets these requirements. It is better suited than the existing model to the changes in the service environment and to the new realities at the community level.



## The Programs and Services

### A Core Group of Services

The core programs and services, linked together as part of a network, should include:

- early childhood program(s)
- the school(s)
- adult basic education services
- some advanced and specialized adult services
- an information resource service

In many communities, cultural programs or an elders' council may be part of the core group.

Not all communities of course will have all the programs. But to the extent that some or all of them exist in the community, they should be part of the learning network. How they will work together will vary from place to place.

There should be no barriers between programs. For example, students in high school might take a course through the college that gives them a post-secondary credit; a college student might become part of a Career and Technology course. Career counselling may be offered to people of all ages in the community by the same person.

Where communities don't have these services, the school, which exists in all communities, might provide bridging services, like information services or coordination of aboriginal language literacy courses.

### Supplementary Services

In addition to the core programs or services, there may be a number of supplementary programs or projects. Some of these might be permanent – a community radio or television program, a cultural centre, an elders' council, etc. – while others are temporary or seasonal – a summer science or cultural camp, a job training program and so on.

In addition, the network will have close working relationships with other community services and programs – social service programs, health care programs, alcohol services, housing programs, recreation programs, renewable resource programs.

At various points, the network might be linked to these services on a project basis. Construction of houses in the community might serve as a learning laboratory to train people in trades. There might be joint programs with social services and the community health centre.

The closer the programs and services are to one another physically, the greater the chances for cooperation and coordination. Ideally, the core programs – and wherever possible, the supplementary programs – would share facilities. The day care centre or an elders' centre might be located in the school; the public library and the school library would be combined; the school gymnasium

*Most importantly,  
Inuit feel learning has no  
age restrictions.  
-Inuuqatiguit Curriculum*

would serve the whole community. Our present concept of the purpose of buildings would have to change from single use to multi-use facilities.

In some cases, other community services might be located in the same building – the dental clinic in the school, for example.



The thing that holds the parts of the community learning network together is a shared vision and a commitment to the community learning approach.

**Governance**

The local community must have control or ownership over the community learning network. It exercises this ownership through a governing body – a learning council, if you will. There will be legislation and policies to support these bodies.

The learning council would be a permanent body responsible for the vision or mission of the com-

munity learning network. The council determines where it is going and how it is going to get there. Its basic role is:

- to plan with the community to establish program priorities;
- to set up framework policies that reflect the vision and direction and guide the day to day activities of staff;
- to evaluate and monitor results on the basis of pre-established criteria and standards;
- to represent and be accountable to residents of the local community.

The community would elect the members, although it may have one or more appointed members – representatives of an elders’ council, for example. In some cases, it might be a committee of the municipal government or the band council.

Given the broad range of programs it oversees, the council might wish to set up one or more advisory groups of consumers or clients, such as an employment group. By providing advice and helping to formulate policies, these groups would make sure that programs are meeting community expectations. The council will look different in different communities and will evolve over time to meet people’s needs.

**Administration and Staff**

Someone would be appointed to coordinate the activities of the

various programs and services and would oversee the major administrative tasks: planning, budgeting, program evaluation, hiring of staff, maintaining links with regional and territorial agencies and organizations and so on.

Staff members would work together as members of a team – sharing the responsibility for facilitating the learning of community residents – though each team member would have his or her own area of expertise. The roles of existing staff such as a principal would change. We would still see the adult educator supported by the colleges, but she or he would be an integral member of the community learning network staff team.

Most important – the network would have its own core budget. The learning council would have the flexibility to move money around from program area to program area depending on the priorities set by the learning council. It would also be able to tap into other funding sources shared on a regional and territorial-wide basis.

In a community the size of Yellowknife, a single organization would not control the complete range of programs and services. However, even with several autonomous organizations – for example, a public school board and a separate school board – it is still possible to promote a community learning network approach re-

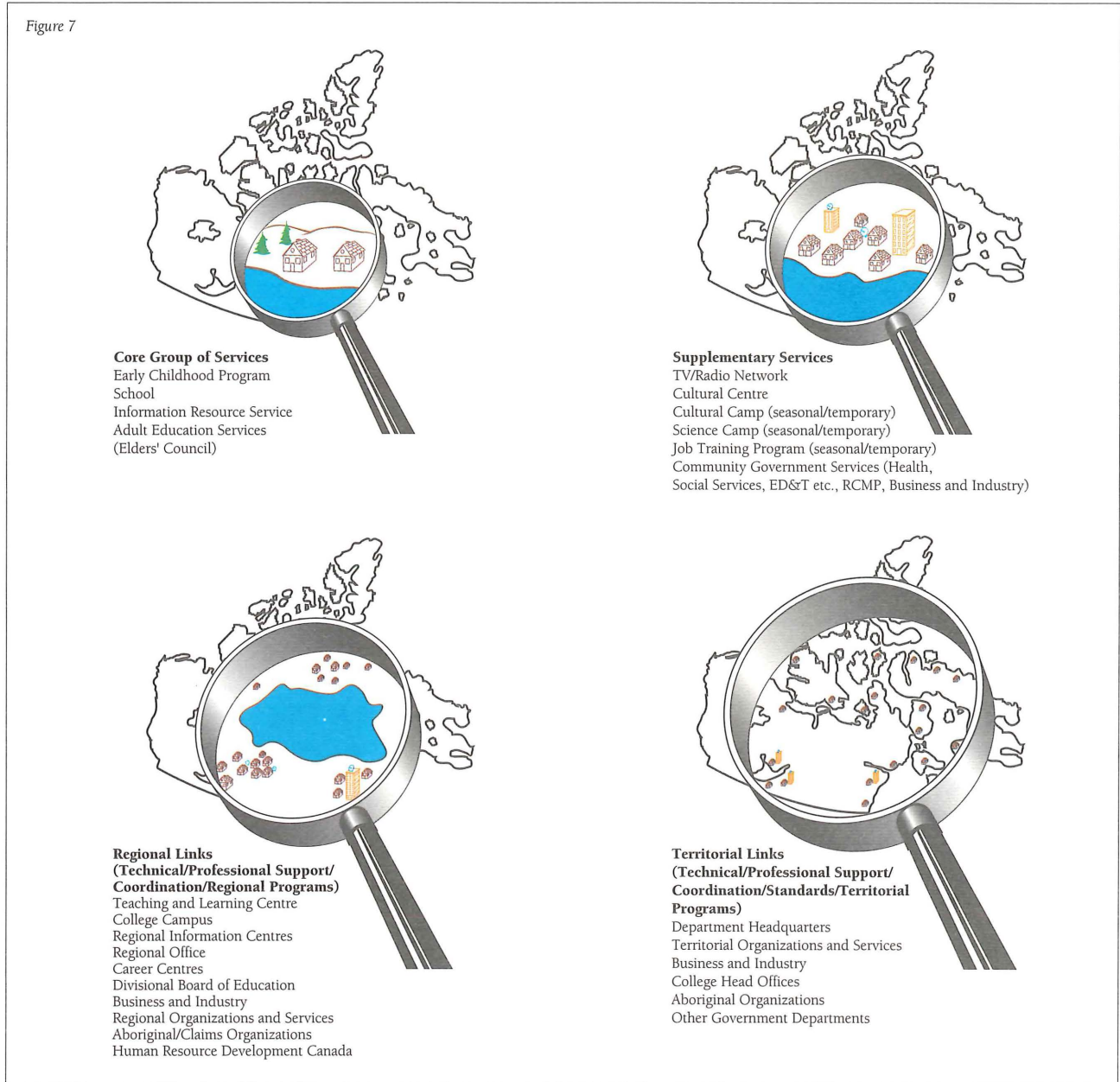
sponding to a range of community needs.

We note a number of developments in Yellowknife over the last few years that promote this very concept: the Northern Arts and

Cultural Centre in the same facility as Sir John Franklin High School; a day care within the new St. Patrick's High School, as well as an office for social services, health staff or the RCMP in the school; the

coordinated sharing of recreational space between the municipality and the two school boards through a joint memorandum of understanding; high school students taking university courses through the college.

### Community Learning Networks



### **A Support System**

Because most communities in the Northwest Territories are quite small (with populations of under 2000), they cannot provide the complete range of services their citizens need. (For example, an individual community cannot afford a speech therapist or a college campus.) Nor can they provide the range of technical support services they may require. They need a support system at both the regional and territorial level.

At the regional level, community learning networks will likely need support in the areas of program development and evaluation, finance, budgeting, recruiting and staffing, labour management relations, development of information systems and development of policies and procedures.

At the territorial level, they will need a mechanism to channel funds from the federal government and to establish and maintain consistent standards across the N.W.T.

In addition, people may need to access many advanced or specialized learning programs at the regional or territorial level, when it is neither practical nor desirable to offer them at a community level.

The role of the regional and territorial systems will reflect that supportive role – where they provide coordination and professional and technical expertise to support the community learning network (Figure 7).

### **Summary of Part One**

*This document began with a vision – a set of values and aspirations that describe the significance of learning in people's lives.*

*We then talked about the forces of change – those influences that are forcing us to re-think the whole approach to programs and services.*

*We explained how the vision began to emerge through a series of consultations and focus group sessions with the people of the N.W.T.*

*And in this final chapter in Part One, the vision has been translated into the community learning network – a philosophy of community-based lifelong learning supported by an organization at the community level.*

*We now turn our attention to Part Two – the strategic plan itself.*

**Part Two**

**THE STRATEGIC PLAN**

*Part Two describes how we will create a community learning network of programs and services to serve people throughout their lives by:*

- *retargeting existing programs and services or developing new ones; and*
- *improving the quality and effectiveness of all programs and services.*



## CHAPTER FOUR

### The Foundations for Learning – Culture, Heritage and Language

#### Introduction

When people learn, they learn within a particular *learning context*. This context lets them take in information and experiences, interpret these experiences and use them for day to day living. It helps make learning relevant to their needs.

The learning context is made up of people’s particular culture, heritage and language. That’s why these three things are so important.

They shape and form what people learn. They help them understand it and use it in a way that makes sense. Because of their importance for developing a learning context, culture, heritage and language form the foundations for learning.

In this chapter, we look at the issues and strategies related to culture, heritage and language. We pay special attention to building on the foundation within the family at the community level – because that is where culture, heritage and language receive their fullest expression.

#### Overview

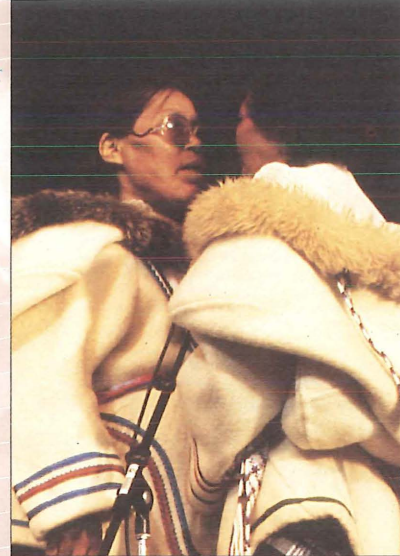
**Setting Cultural Goals and Priorities** – Cultures live and evolve through the actions of communities and their people.

Each community has its own cultural needs and priorities and each must determine the programs and services that will respond to these priorities. The responsibility to make critical decisions about culture, heritage and language belongs to people from the communities – people from the cultures, who speak the languages.

During consultations, people told us our role as a department should be to coordinate support for culture, heritage and language development at the community level:

- that we should establish a framework through legislation and policy;
- that we should provide resources and professional and technical help for communities to plan and deliver programs;
- that the activities we support should promote the use of cultural traditions and language in everyday home and community life.

And much of this already happens: through heritage legislation or the *Education Act*; through initiatives like the geographic names program that helps communities research and get recognition for traditional place names; through the training of northern educators and the development of



*Rapid social change and the death of more aboriginal elders each year add to the urgency of documenting and increasing the use of traditional knowledge.*

Report of the Traditional Knowledge Working Group

culturally appropriate learning materials to support culture and language activities in schools; through aboriginal language programming on TV.

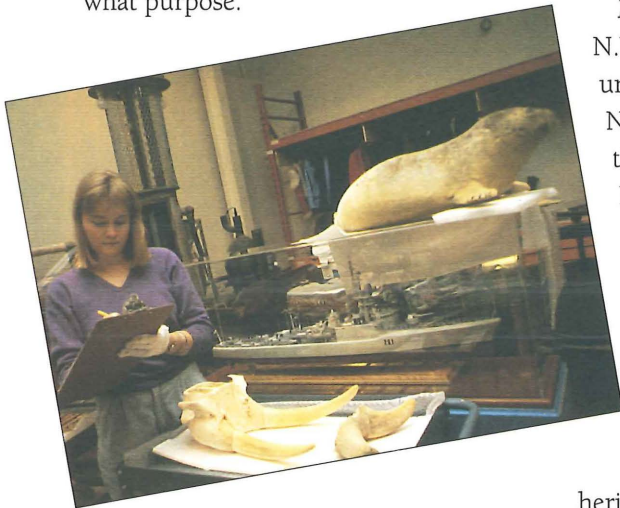
To improve support to communities to set their own goals for the everyday use of culture, heritage and language, communities must have more flexibility to decide how money should be allocated and for what purpose.

organizations named to represent the cultural interests of their members.

We are proposing to cost-share funding for cultural institutes with each designated land claim or self-government group, thus recognizing the role these groups have in setting cultural goals and priorities. Existing institutes would continue to be recognized.

Proposed changes in legislation, recent changes to heritage policies and the delivery of heritage training will let us better support communities to set and meet their goals and priorities in these areas.

While all central support programs will have to be reviewed in light of division of the N.W.T., it is likely that some services, such as the N.W.T. Archives or those governed by federal legislation, will continue to operate on a territorial basis for at least the next few years.



At present, most cultural funding is administered from Yellowknife. Individuals or groups apply for funding for specific, usually discrete, projects.

**Cultural Institutes and Organizations** – Up till now, major cultural groups, such as the Inuit Cultural Institute, the Dene Cultural Institute and the Metis Heritage Association, have received annual funding for cultural activities. Now, however, with the settlement of land claims on a regional basis, we are seeing the development of other cultural

**Heritage Activities** – In the N.W.T., there are four museums: the Prince of Wales Northern Heritage Centre – the central museum for the N.W.T. which provides professional and technical support to communities; and community museums in Norman Wells, Fort Smith and Iqaluit.

In addition, more than 60 community heritage projects have received financial and technical support in the past few years.

It was suggested that combining heritage and tourism activities in communities, where appropriate, would provide for greater use of both heritage and tourism facilities and at the same time improve access to heritage information. The facility could become a kind of cultural learning centre both for the community and for visitors.

Increased use of technology would also give people in remote communities better access to heritage information available in larger centres.

**The Role of Elders and Traditional Knowledge** – As elders are dying, they are taking with them the knowledge and understanding of their cultures, heritage and languages. This knowledge is lost to future generations.

During our consultations, people emphasized the urgent need to capture this information before it's too late. They asked us to work with communities to identify projects that will document the wisdom of their elders, share it with communities and use it as appropriate in programs and services.

Within the department, people bring traditional knowledge into programs and services in a number of ways: through specialist positions; through team work; through elders' involvement in programs; through northern certification programs. We propose to continually look for new, appropriate ways of incorporating traditional knowledge into what we do.



One way will be to recognize traditional knowledge as a job competency in skills we require for certain positions. Another will be to continue the work of implementing the government's traditional knowledge policy as it relates to this department.

**Support for the Arts** – The arts provide a way for northerners to express their creativity and reflect the health and vitality of their cultures in a rapidly changing northern environment. Government has a role in promoting and supporting the arts.

In 1994-95, the N.W.T. Arts Council will receive just over \$200,000. Through the Arts Council, we have promoted, and will continue to promote, the principle of peer review as a way of making sure projects that apply for funding have artistic merit.

But to maximize the benefits from the limited funding, administration costs will be kept to a minimum. In addition, we want to work with the Department of Economic Development and Tourism to rationalize programs related to the arts and cultural industries. These industries provide northern artists with an opportunity to share their knowledge, use their skills; and they provide a means for artists to support themselves and their families.

Overall, we can strengthen the arts and make them an integral

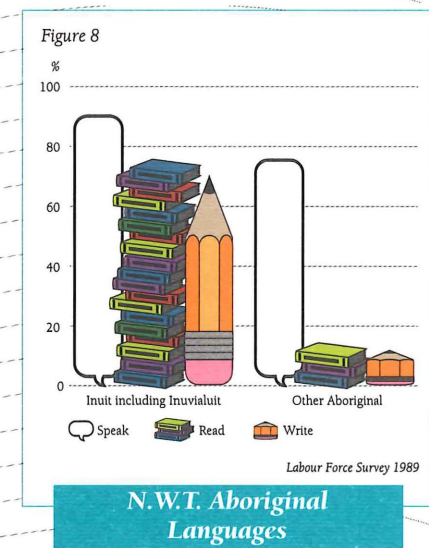
part of people's lives: by emphasizing creativity in all programs, but particularly in schools and the colleges; by strengthening the arts in school programs; by responding to the training needs of artists in communities; and by celebrating culture and identity on an on-going basis.

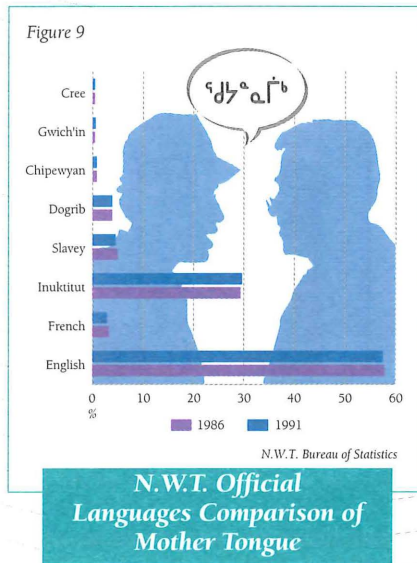
**Language Programming in the N.W.T.** – The department presently has a dual mandate in terms of language – it supports language development and provides language services in all N.W.T. official languages.

- N.W.T. legislation recognizes eight official languages: Inuktitut (Inuinnaqtun, Inuvialuktun), Slavey (North and South), Dogrib, Chipewyan, Gwich'in, Cree, English and French.

But the use of each language varies considerably.

- About 40 per cent of people who live here say they have an aboriginal language as their mother tongue, or can speak an aboriginal language.
- About 2.7 per cent of the population said French was their mother tongue.
- More than 70 per cent of aboriginal people in the N.W.T. speak an aboriginal language.
- More than 80 per cent of Inuit speak Inuktitut, Inuinnaqtun and Inuvialuktun (Figure 8).
- Between 1986 and 1991, the percentage of people who said





Inuktitut or Gwich'in was their mother tongue increased very slightly (Figure 9).

- In the same time, the percentage of people who said they used English as the main language in the home also increased (Figure 10).

We will review language services to provide them wherever possible through the communities that speak the language.

We believe language services should be tied closely to the language community. We want to reprofile the delivery of some language services through communities, where stabilization of the languages will occur and where elders can be more actively involved in language activities.

**Trained Staff** – A key factor in delivering quality language services is to have professional staff, with appropriate knowledge and training.

**Language Services** – Since this department has a major responsibility for delivering language services through the Language Bureau, people constantly questioned us during consultations about the present approach to services. They suggested the approach should respond more to community or language needs.

In particular, people questioned the way we deliver language services to the Legislative Assembly. And they also noted that translating many government documents – particularly into Dene Languages, given the number of people who can read or write some of the languages – may be an ineffective use of resources.

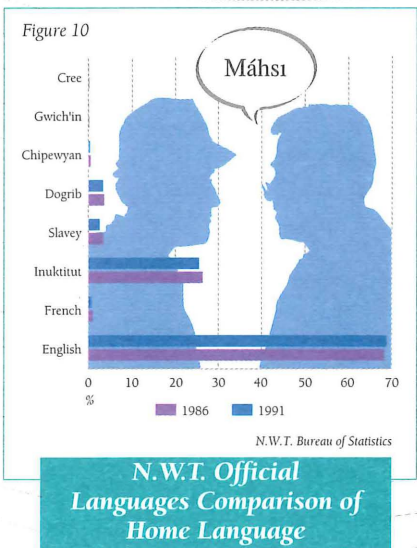
In 1986, the Task Force on Aboriginal Languages recommended that a certification process be established for aboriginal interpreter-translators. Work needs to occur on the certification process, with training tied to it.

Arctic College presently offers an interpreter-translator training program; and some government departments also provide training. Integrating and articulating these programs would ensure consistent standards among them and let interpreter-translators build their skills. It would be possible, for example, to offer a first year general training program and a second year of specialized training, including training on-the-job.

Government must meet the requirements of the *Official Languages Act*, but one of the difficulties in doing so is the lack of guidelines that clearly describe the requirements. The GNWT, through the Official Languages Unit, is already working on guidelines that will describe levels of service.

Once such guidelines are completed, this department will then be able to plan and reshape language programs and services.

As well, there is a need for increased types of aboriginal language training, including



courses in fluency for those who are already proficient in a language.

**Language Research and Development** – Research from other places shows that programs developed to support a particular language – if they are to be successful – must be based on an evaluation of the status of the language. Out of this evaluation comes a language plan.

Language plans would ensure that language development activities are based on the needs of the language.

To support improved planning, we propose to gradually reprofile existing resources for language research and development to the language communities.

And the Teaching and Learning Centre for each language group, which presently focuses mainly on language activities in the school system, will assume a larger role working closely with land claims groups and other aboriginal organizations. This will more effectively support everyday language activities in the community as a whole, as well as in the school system.

In addition, there need to be strong links between the Teaching and Learning Centres and the colleges to ensure the work of one complements and supports the work of the other.

### Managing Costs and Delivering the Strategy

This government presently invests almost \$16 million a year in culture, heritage and aboriginal language activities. The Canada-N.W.T. Cooperation Agreement on French and Aboriginal Languages provides an additional \$5.7 million for aboriginal language programs and services.

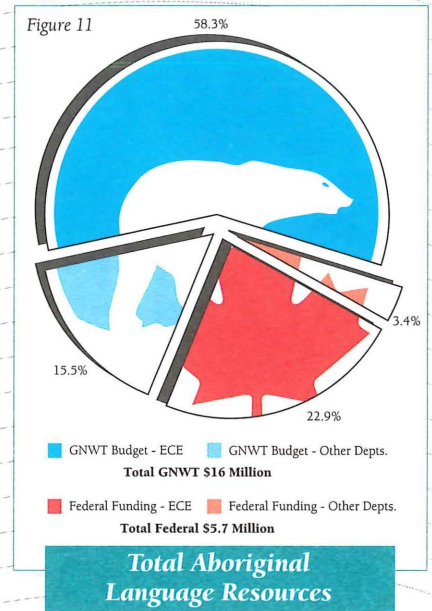
*Total Aboriginal Language Resources* (Figure 11) outlines the proportion of GNWT and federal funding that was available for aboriginal language programming in 1993-94.

The federal government has already indicated it may reduce its funding by five per cent or more in the agreement being negotiated to begin in 1994-95.

Reduced federal funding will have implications for the delivery of culture, heritage and language programs throughout the N.W.T. It will force us to re-examine current levels of services in areas such as:

- language services;
- language research and development;
- language programming in schools;
- literacy programs.

To manage costs and let us deliver culture, heritage and language programs as described in this chapter, we will consider the following options:

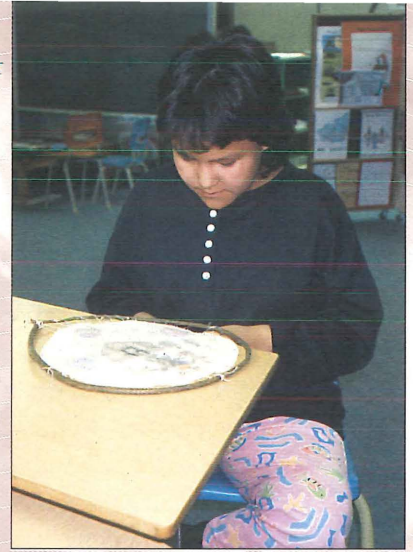


- reshaping programs and services to reflect the levels of service established in the GNWT guidelines;
- contracting out services, thereby reducing the number of permanent staff;
- providing block funding, where appropriate;
- reviewing our approach to the delivery of programs and services to make them more effective, efficient and economic;
- helping communities access funding from other sources;
- integrating similar programs and services;
- transferring funds from current services to those more specifically designed to support culture, heritage and language activities at the community and regional levels.

## STRATEGIC OBJECTIVE #1

### To improve support to communities to achieve their culture, heritage and language goals

*People told us communities should set priorities for culture, heritage and language activities. Our overall approach will be to ensure they have the flexibility to do so.*



#### Strategies

##### **Cultural Funding**

- Distribute cultural funding equitably to regions, so that communities can be more involved in its allocation.
- Cost-share the development of new cultural institutes.

##### **Community Heritage Activities**

- Improve community access to heritage information by working with the Department of Economic Development and Tourism to combine heritage and tourism facilities, where appropriate.
- Increase the use of technology to link smaller communities to heritage information available in larger communities.
- Develop and/or implement the *Heritage Resources Act* and the *Heritage Services Policy* to support community-based heritage activities.
- Provide community level training for heritage projects.

##### **The Role of Elders and Traditional Knowledge**

- Immediately identify projects to document and share elders' traditional knowledge.
- Revise job descriptions to recognize traditional knowledge in the competencies required for certain department positions.
- Implement the government's traditional knowledge policy as it relates to this department.

##### **Support for the Arts**

- Strengthen links with the Department of Economic Development and Tourism to rationalize programs and provide improved support to the arts.
- Continue to promote peer review of funding proposals to determine artistic merit, and minimize administration costs related to the arts to make full use of existing funding.

- Emphasize creativity in department programs and services, particularly in schools and the colleges; and strengthen the arts in school programs.
- Assess the needs for training for artists to enhance their artistic development, marketing skills and so on; and provide training to respond to the needs.

**Language Services**

- Support the development of guidelines that describe levels of service for the *Official Languages Act* and review language services to reflect these guidelines.
- Reprofile resources to provide languages services through the language communities wherever possible.

**Certification and Training**

- Develop standards for professional certification of interpreter-translators, in cooperation with the Interpreter-Translator Society of the N.W.T. and the colleges.
- Review existing interpreter-translator training programs to integrate and coordinate them, and reflect certification standards.
- Expand training in aboriginal languages, including developing fluency training.

**Language Research and Development**

- Transfer existing research and development resources to language communities to improve language planning for each language.
- Reshape language programming based on each language's language plan.
- Expand the role of the Teaching and Learning Centres to support comprehensive language activities.
- Create stronger links between the Teaching and Learning Centres and the colleges so that each complements and supports the work of the other in language-related activities.

**Expected Outcomes**

- ✓ Support for new cultural institutes
- ✓ Improved access to heritage programs in communities
- ✓ Increased use of cultural traditions and language in everyday life
- ✓ Better documentation of traditional knowledge
- ✓ Increased emphasis on traditional knowledge in department programs and services
- ✓ Language services that reflect clearly defined service levels
- ✓ Certified interpreter-translators
- ✓ Improved research and development in the language communities



## CHAPTER FIVE

# The Foundations for Learning – Information Technology

### Introduction

Information – like culture, heritage, and language – is one of those essential ingredients that holds lifelong learning together.

People need information to grow and develop, to know their options and to plan their future. And in today's global village, technology is the tool that makes information available.

Over the last few years, the GNWT has committed itself to provide information to residents through the development of modern communications technology. It is doing this by developing information networks.

It is working with other partners across the north to create the information highway. And it is pulling together radio, television, computers, libraries and other services so they can be linked together and become part of the highway.

In this chapter, we'll provide a snapshot of what's happening at present, we'll describe some of the issues and we'll indicate how we intend to use information and technology to support learning and personal development.

### Overview

**A Pan-Northern System of Information Networks** – As we noted earlier, the GNWT has made a strong commitment to providing information networks to residents of the N.W.T. Radio, TV, computers, satellite technology, libraries – all are very much part of the modern north.

The term *information networks* covers everything related to information:

- *the tools*, such as phone lines, computers, books that we need to have in place to let us share information;
- the *knowledge* of how to use the tools to share information for business, learning, entertainment;
- the *free public information services*, such as libraries, broadcasting services or bulletin boards that are available through the networks.

To truly meet the needs of the people who will use them, information networks must have certain features.

- They must be *comprehensive* and use the full range of media available – text, video, still pictures, voice, music, data.
- They must be *integrated* and connect all the technological

At the end of the  
20th century, information –  
like money – is power.  
The haves and the have-nots  
of the next century will be  
distinguished by their access  
to information.

Jon Gerrard, Secretary of State for Science,  
Research and Development

tools – TV, radio, phone, video, computers, electronic mail, fax.

- And they must be *interactive* – so that information can be shared back and forth through approaches such as phone-in shows or video conferencing.

**The Benefits of Information Technology** – We live in a region where geography has always presented major challenges to program delivery. Information technology helps us face those challenges and in some cases overcome them.

Through recent developments in tele-medicine for example, satellite technology lets medical specialists see their patients in remote health centres.

degree courses from a southern university; and, through a computer, can tap into university libraries.

Within government, computers and fax machines are already reducing the need for expensive travel. Newer technologies, like interactive video conferencing, will reduce costs even further. And the *GNWT Informatics Strategy*, when completed, will provide a blueprint for future technological development within government.

Given the realities of the north and the needs of residents for information, this department must be at the forefront of developing and applying information technology. We intend to do this:

- by developing partnerships;
- through innovative programming;
- by applying technology to learning needs; and
- through training.

**Developing**

**Partnerships** – More than anywhere else in Canada, we need to foster the partnerships necessary for effective information networks because the

potential to benefit from them is so great – for everyone.

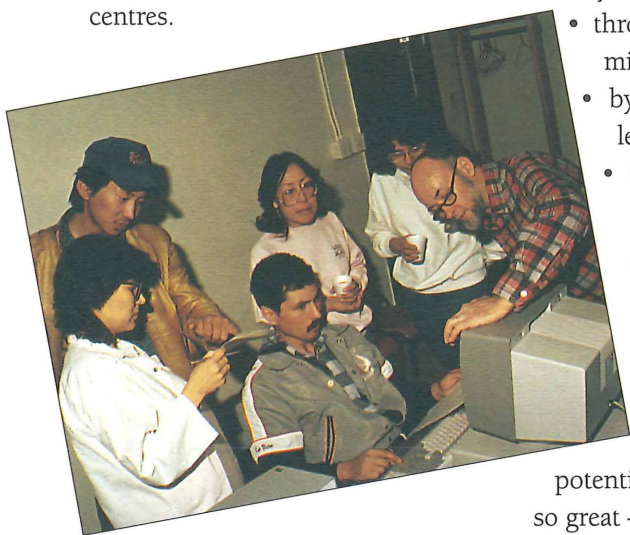
Strong partnerships between governments and with private business are developing the information highway in the south. But in the north, our small population and limited business activities mean less opportunity for the private sector to become involved.

With the significant experience this department has in providing free public information services for many years and in acting as a catalyst for the development of Television Northern Canada (TVNC), we can play a similar role in developing comprehensive information networks – that is, we can facilitate bringing together telecommunications and information services.

**Innovation** – People are recognizing the power of new technologies as tools to improve literacy, learning, research and community involvement in information sharing.

We can help people become more innovative in using these tools to their benefit by demonstrating the effectiveness of information networks and encouraging people to use them to deliver programs and services. We can build on our experience of providing services to small remote communities and of integrating the new technologies to deliver interactive training – as we have done for Justice of the Peace training. And we can use this experience to explore satellite technology as a means of delivering information networks in these communities.

To promote innovation, we need to support on-going research and development of new technologies and their application in the north: to understand how people here can benefit most from them and to improve continually the quality and delivery of information networks.



In the business world, arts specialists from the south can now see carvings in the north – and are better able to make purchasing decisions.

In education, a student in Cambridge Bay can take advanced



**Information and Technology in Learning** – People need a range of information to help them develop and learn. But at present, only 19 communities have public libraries, although most have school libraries. Integrating library services will improve everyone's access to library materials in the N.W.T.

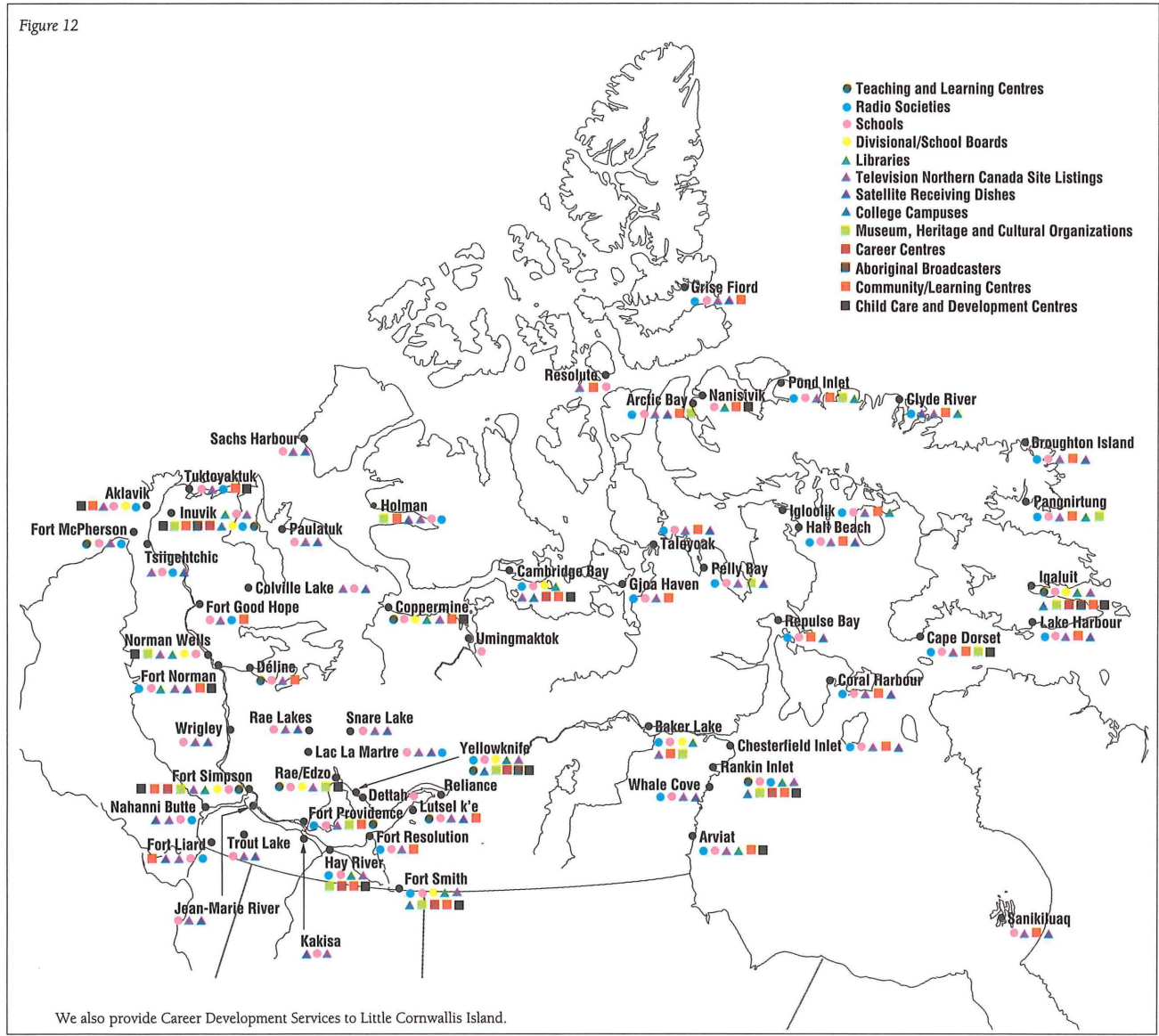
Using technology to develop library services will ensure people can access the resources of the best libraries in the world.

Technology will have a significant impact on the delivery of learning. It will be possible for a part-time adult learner to sit in

Whale Cove, with a computer, a TV set and a video camera and listen to, speak to and watch an instructor in Cambridge Bay. The instructor will be able to work with the learner and correct his work via computer.

Or the learner will be able to join a 'class' where a print-maker is

**Building Blocks for Learning/Information Networks**



demonstrating new techniques. It will be possible to do this with a whole 'class' of learners in different communities – classrooms without walls. Information networks will make this all possible.

Such a network does not exist yet in the N.W.T., although, as we have already noted, many of the building blocks are in place – libraries, satellite dishes, radio links and so on (Figure 12).

We can assess them, bring them together with new technologies and build on them so that people can talk to each other, work together, access information or learn from each other at a distance.

There is a strong imperative for us to link these building blocks into a coordinated system, so that we can set up or expand learning or information centres through existing facilities.

In the future, materials like curriculum documents will be transferred to schools via computer rather than through the publication and distribution processes we use now. Technology will enable the material to be updated easily and quickly. And effective data bases will link curriculum documents with additional teaching and evaluation materials both in the N.W.T. and in the south.

In addition, information networks provide new opportunities to make staff development more effective. Through links to networks in other provinces, as well as

national and international networks, the north will be able to offer staff access to extensive professional resources and support.

**Training** – Some people who are unfamiliar with the new technologies fear them. One of our tasks must be to help people overcome these fears by providing training so they can take full advantage of the opportunities comprehensive information networks offer.

We've made a good start in N.W.T. schools. Many children are computer literate at an early age. By linking schools to the *North of 60* Bulletin Board System, we are already teaching children how to teach themselves – by sharing information with the world outside their communities.

### **Managing Costs and Delivering the Strategy**

Developing information networks for the N.W.T. is critical to providing communities with greater access to programs.

As we have already indicated, many of the components of information networks exist at present. The long-term benefits of integrating them into comprehensive information networks outstrip the initial investment required to put the systems in place, because they can make the delivery of government programs and services, particularly learning programs, more cost-effective. This department considers information networks a priority for

*Children in remote schools will be able to access the information resources of the best libraries and museums throughout the world.*

Jon Gerrard, Secretary of State for Science, Research and Development

supporting all department programs and services.

The following are factors that should be considered in implementing information networks:

- coordinated development among all GNWT departments and related private sector organizations;
- new federal programs that complement the development of the information highway in the N.W.T. and may offset a portion of the investment;
- development of information networks as an area for joint investment by public and private sectors;

- increased access to and capacity for a wider range of learning activities at the community level and, as a result, reduced costs per course.

The cost projections for implementing territorial information networks show that significant initial investment is required by the department over the first three years, followed by a lower level of sustained investment and support in subsequent years (Table 1).

Table 1

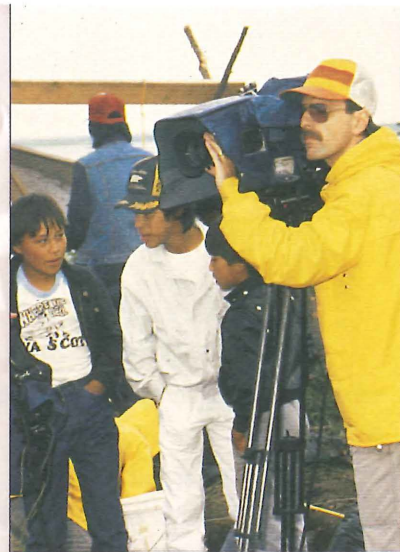
**Information Networks: Projected Costs 1994-2000 (\$000s)  
Department of Education, Culture and Employment**

	94/95	95/96	96/97	97/98	98/99	99/00
Community networks	\$160	\$350	\$350	\$350		
Territorial network		\$300	\$500	\$500	\$500	\$500
Public access		\$100	\$100			
Divisional upgrade	\$30	\$10			\$30	
Multi media	\$40	\$120	\$120			
Freenet support	\$30					
Distance Learning Centre		\$30				\$30
<b>TOTAL</b>	<b>\$260</b>	<b>\$910</b>	<b>\$1,070</b>	<b>\$850</b>	<b>\$530</b>	<b>\$530</b>

## STRATEGIC OBJECTIVE #2

### To provide people in all communities with access to public information networks

*Our overall approach will be to work with other government departments and the private sector to establish information networks and use them to support personal development, learning and innovative approaches to program delivery.*



### Strategies

#### **A Pan-Northern System of Information Networks**

- Act as a catalyst in developing a comprehensive system of information networks; host a forum that brings together users and providers to identify the needs of people who use or might use information networks.
- Work with other government departments, such as Health and Social Services, Economic Development and Tourism to build information networks; cultivate partnerships to jointly plan, collaborate on and invest in information networks.

#### **Innovation**

- Conduct several pilot projects using satellite technology to deliver information networks in remote communities.
- Promote the use of technology and act as a resource to deliver

programs and services in innovative ways.

- Expand the use of interactive TV to support innovation.
- Develop computer operating systems in aboriginal languages.
- Develop a training strategy to support the use of information networks.

#### **Information and Technology in Learning**

- Assess existing networks as a basis on which to build.
- Create comprehensive community learning or information resource centres by integrating existing networks, such as public and school libraries, and by building on them.
- Use information networks to support curriculum development and implementation; and to improve staff development.

### Expected Outcomes

- ✓ *People in all communities in the N.W.T. with access to information networks*
- ✓ *More people investing in information networks*
- ✓ *Information resource centres in all communities*
- ✓ *Increased use of alternative delivery systems*
- ✓ *Staff with access to a broad range of professional resources and support*



## CHAPTER SIX

### The Early Years

#### Introduction

Children's experiences during their early years are critical in forming the foundation for their development throughout their lives. During these years, children develop healthy bodies, self-confidence and a strong sense of self-esteem.

They learn their own culture and language – a strong basis for all other learning. And they begin to develop those social skills they will need – within their families, in school, in the workplace and eventually for raising their own families.

Parents and other family members are the best people to care for and teach younger children. So programs and services must recognize the home as the primary place of learning.

But for many reasons, parents may choose to share their role with other people. And when they decide to put their children in an early learning program, that program should support and complement what they do as parents.

Children learn what they live. So wherever they are cared for – in or out of the home – the quality of their care is critical to their development. Establishing quality early childhood learning programs for

those who choose to use them will help support children's development early in life.

This chapter discusses the issues around early learning and the strategies to build a comprehensive early learning system in the N.W.T.

#### Overview

**The Characteristics of Quality Programs** – A quality comprehensive early childhood learning system should include the following elements:

- a philosophy of learning based on culturally appropriate child development theories;
- a small number of children in the group;
- appropriate staff-child ratios;
- well-trained staff;
- parental involvement;
- available and affordable to all families.

In addition, extended services – health and social services, nutrition programs and other support services – should be available to meet the needs of all children.

In September 1993, participants at the N.W.T. Childcare Symposium talked about the importance of all these elements.

We will look at each of these in turn as the basis of an early childhood learning system.

#### **The Child is Born with Integrity**

*In the spring, nature inevitably comes to life, providing that the nurturing winds and rains are there.*

*The things of nature have in their smallest seeds the things they will become.*

*Elders say that a child is like a seed, born with all it is meant to be, born with integrity. Recognizing the integrity in a child enables the child to remain true to*

*itself as it grows.*

Dene Kede Curriculum

**Our Philosophy** – Child care services are already making an important contribution to child development and family life in the N.W.T. The present program emphasizes child care as a support for parents to access education or employment. The program has a legislative base to regulate the quality of the programs.

But the old distinction between early childhood education and child care is now a thing of the past. The two are linked: children learn better and their learning is more appropriate if they are properly cared for, and if they are well-cared for, they will learn.

We include kindergarten here too, because we believe the philosophy of learning for kindergarten should be based on the same child development theories.

All these programs serve young children and each has the potential to offer high quality early learning programs, by incorporating the best child development practices into them. The department can provide leadership in establishing a comprehensive early learning system by working with its partners to develop a framework or approach that integrates child care and early childhood education.

**Group Size and Staff-Child**

**Ratios** – These are presently governed by the *Child Day Care Standards Regulations*. The department issues licences and carries out yearly inspections to ensure people are observing the regulations.

Ensuring high quality in terms of adequate supervision and safety means three things – encouraging programs to become licensed; creating incentives for parents to use licensed programs; and monitoring licensed programs on an on-going basis. It will be important to continue to regulate programs to ensure appropriate standards.

**Trained Staff** – Trained staff are key to delivering high quality programs. At present in the N.W.T.:

- 25 per cent of programs have some trained staff;
- Arctic College has offered early childhood training programs in the past, but funding has been on an ‘ad hoc’ basis;
- the average wage for child care staff is \$9.50 an hour (according to a survey conducted by the Status of Women Council);
- only 20 per cent of staff receive any benefits.

To develop professional staff, we have to develop minimum standards for certification, provide culturally appropriate and accessible training, encourage people to become trained, and ensure their contribution is appropriately valued. All these need to be addressed to achieve high quality programs.

**Parental Involvement** – Parents should be involved in programs in a variety of ways, but particularly in making decisions about programs.

In addition, they can volunteer their time to support programs.

Creating a supportive home environment supports children’s development. Appropriate resources for parents on the importance and benefits of quality early learning experiences – in or out of the home – can be made available through the community learning network.

Working with young parents and future parents to help them understand how to support chil-



A comprehensive early childhood learning system consists of all child care, early education and parent resource programs and services: public and private; full and part time; play school, nursery school, pre-kindergarten, language nests, day care; located in a school, a centre or someone’s home.

dren's growth and development is also important and can be done in a variety of ways: by providing young people with opportunities to work in an early childhood learning program as happens in some of our high schools; or by encouraging them to take culturally appropriate parenting programs.

**Early Intervention** – All children are natural learners. They need healthy learning environments and caring adults to support their growth and development.

Some children may be experiencing developmental delays as a result of health or social problems or learning difficulties. Or they may be at risk of such delays as a result of environmental factors.

- Between 20-30 per cent of children in the N.W.T. live in poverty.
- Quality early learning has been shown to play a significant role in reducing the effects of child poverty, such as low birth weight, poor nutrition, chronic health problems, poor success in school – and later on, unemployment and a new cycle of poverty.
- A recent health needs assessment in Kitikmeot identified 86 pre-schoolers in six communities who needed early intervention. Based on population figures, we estimate these children make up about 10 per cent of the total population of children aged 0 to 4 years in that region.

These environmental factors often create a “learning gap” between the home and the school. Failure to bridge this gap early on often results in problems throughout the school years.

Early intervention is designed to identify and respond to the needs of children who may be “at risk” and is usually delivered jointly by education, health and social services staff, with the involvement of families.

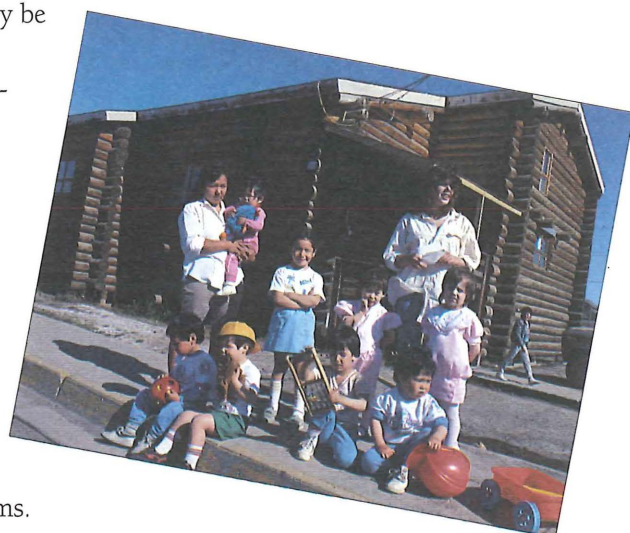
With a comprehensive early learning system, programs for children who require early intervention would be developed and delivered through community early learning programs. All children would have access to the community early learning program and receive the appropriate supports they need to be full participants in the program.

There have been successful pilot projects in the area of early intervention – in Pelly Bay, for example. They have come about because someone in a community has recognized a need and responded to it, but there has been no means of permanent support.

At present, the Departments of Education, Culture and Employment and Health and Social Services are working on the development of a protocol to clarify roles and responsibilities in terms of early intervention for

children. Since this is still a new concept in the N.W.T., some approaches appropriate to our situation will have to be developed.

Two pilot projects will begin in the 1994-95 school year. These will serve as a basis for planning early intervention throughout the N.W.T.



**Access** – Making programs accessible means finding ways to make them available and affordable for more children in more communities. At present:

- There are more than 9000 pre-school children and just over 1000 licensed child care spaces.
- 3600 of these pre-schoolers are infants; but there are only 186 infant spaces.
- The number of births is expected to increase to 1800 annually by the year 2010.
- Most programs are in the larger centres.
- Some communities – particularly smaller ones – may be

**Demonstrated Benefits of Early Childhood Programs**

- ✓ Fewer school drop-outs
- ✓ Fewer school failures
- ✓ Lower costs of remedial education
- ✓ Fewer teenage pregnancies
- ✓ Increased earning potential
- ✓ Decreased welfare costs
- ✓ Less crime

unable to find a suitable building to offer the more typical child care programs.

Most communities that offer programs generally offer full-time day care centres or day home programs. But many early childhood education programs are part-time. Providing start up and operating funding for part-time programs, and subsidies for users of part-time programs, will let more communities establish other kinds of programs.

Subsidizing more families with lower incomes will also let more children – particularly those who might benefit most – access programs.

Some of these changes will be introduced through the new child care and development program being pilot-tested beginning in the Fall of 1994.

**Links with the School System –**

These links are critical to ensure the smooth transition of children from home to school or from an early childhood learning program to school.

Schools in many other parts of the world have been part of an early learning system for many years. Generally, when children have had quality early learning experiences, they need less additional support and experience more success in school.

As a result of some of the changes we are proposing, we anticipate more schools in the

N.W.T. will become involved in early learning programs.

**Final Note** – Child day care is a service that will be considered as part of the Income Support Reform. We will have to review and refine the strategies that support this strategic objective once the new directions emerge from the reform.

**Managing Costs and Delivering the Strategy**

Many people would like to see early childhood learning opportunities freely available to all children. But the cost is beyond the means of this government in the present financial climate.

So we have focused on making programs more widely available and improving the quality of the programs to benefit all children in them. We have also targeted those groups who might benefit most: infants; children with special needs, particularly those who require early intervention; families with low incomes; and students.

The present budget for child day care programs is \$2.3 million. Approximately \$300,000 is also provided every year for child care through the Social Assistance Program.

The projected costs (Figure 13) are based on the changes we are proposing and a growth rate of approximately five per cent each year. In the year 2010, the projected budget would be about \$5.4 million.



Various initiatives have the potential to provide increased support for early childhood learning programs.

Child day care is part of the Income Support Reform being carried out over the next two years. We expect increased support for child care as part of the reform.

In addition, the present federal government in *Creating Opportunity: The Liberal Plan for Canada* indicated it would create 50,000 new child care spaces a year, up to a total of 150,000 – following a year of 3 per cent economic growth. The N.W.T. would receive a portion of that, once the federal program is implemented.

In addition, the federal government provides funding through its *Brighter Futures* Program that can help support initiatives related to young children. However, under the present policy, *Brighter Futures* funding cannot be considered base funding for early childhood learning programs.

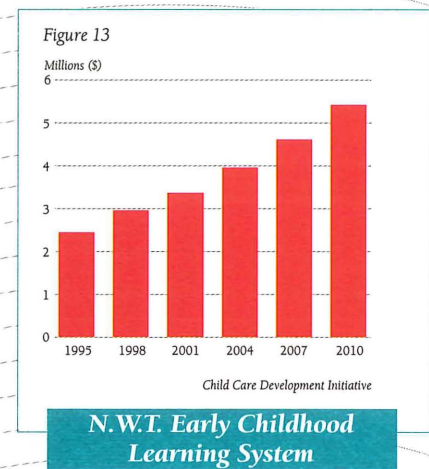
Promoting the benefits of early childhood programs will encourage more cost-shared programs with employers and land claims groups.

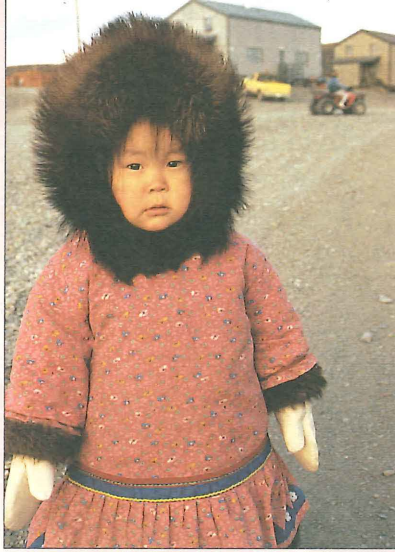
Finally, it is expected that parents, communities, individuals and local organizations will contribute to the cost of an early childhood learning system through local revenue raising.

Early intervention is tailored to the specific needs of families and their children. The pilot projects

which will be established will help us determine more accurately what the Department of Education, Culture and Employment's share of early intervention costs might be.

We firmly believe it is worth investing money in early intervention because of the long-term benefits; so to support early intervention, we will reallocate funding from within the school system.





### STRATEGIC OBJECTIVE #3

#### To build a comprehensive early childhood learning system

*Our overall approach will be to integrate child care and early childhood education to create a comprehensive early childhood learning system.*

#### Strategies

##### **A New Philosophy**

- Develop a new philosophy for early learning programs and a framework based on the philosophy that integrates child care, early childhood education and parenting programs; revise legislation and regulations to support the new philosophy.
- Provide culturally appropriate information on good child development theories and practices and promote the importance of culture-based programs.
- Reprofile program responsibility for child care from Yellowknife; and develop support mechanisms at the regional and Board levels for the new integrated approach.

##### **Quality Programs**

- Encourage programs to become licensed; provide incentives for people to use licensed

programs and monitor programs on an on-going basis.

##### **Staff Certification and Training**

- Develop standards for professional certification for early childhood staff, including kindergarten staff.
- Develop a community-based training strategy for early childhood training that includes identifying training needs.
- Review the present one year certificate program and ensure it is culturally appropriate (include untrained kindergarten staff).
- Wherever possible and appropriate, coordinate the training program with teacher training programs to reduce duplication.
- Provide the colleges with funding to deliver training programs.

#### **The Child is Our Future**

*Dene elders have said that the child is born grasping the drum. The child is holding in the palm of its hands the accumulated knowledge, skills and perspectives of the Dene. This drum ensures the continuation of the Dene as a people. The child becomes the community and the community is the future of the people. The child is therefore the future.*

Dene Kede Curriculum

- Provide for the on-going professional development of staff.
- Review and revise operating funding to support the delivery of high quality programs.

**Parental Involvement and Support**

- Promote the importance of parental involvement in programs, including working as volunteers.
- Provide parent resource materials through all community learning programs.
- Develop and deliver culturally appropriate parenting programs.
- Provide high school credits for students who work in early childhood learning programs as part of a work experience program or who take parenting programs.

**Early Intervention**

- Continue to work with the Department of Health and Social Services to develop a protocol for early intervention that clarifies roles and responsibilities.
- Conduct a needs assessment and develop a plan with these departments to identify children who require early intervention; develop delivery approaches that support the inclusion of all children in community-based programs, with additional appropriate supports as necessary.

- Provide funding to cost-share two early intervention pilot projects in 1994-95 and use these as a basis for planning.
- Provide a user subsidy to families with low incomes who are not working or training, where their child has been identified as requiring early intervention, to enable the child to attend a community early childhood learning program.

**Accessible Programs**

- Provide start up grants and operational funding for part-time programs; recognize part-time programs in the new user subsidies.
- Provide incentives to create more infant spaces and more support for children with special needs.
- Encourage schools or community learning centres to buy spaces for their students in community early childhood learning programs.
- Introduce new user subsidies for families with low incomes.
- Help communities access funding for projects related to early childhood learning from other sources.

**Facilities**

- Provide one-time only funding to non-profit licensed programs for minor renovations to bring a building in the community up to the required standards.

*A U.S. study estimated...that \$1 invested in pre-school education returns \$6 in taxpayer savings because of lower education costs, lower costs of public welfare and crime and higher worker productivity.*

*Marian Wright Edelman*

- Develop capital standards for community early childhood learning facilities in high schools.

***Links with the School System***

- Strengthen links with the school system to smooth the transition between early childhood learning programs and school.

***Expected Outcomes***

- ✓ *An integrated child care and early childhood education system*
- ✓ *More trained staff*
- ✓ *More families are eligible for user subsidies*
- ✓ *More communities offer programs*
- ✓ *More children take part in programs*
- ✓ *More children are successful in school*
- ✓ *Children who need early intervention are identified and offered appropriate placements within a community early learning program, wherever possible*
- ✓ *More resources available on child development theory and practices*

## CHAPTER SEVEN

### The School Years

#### Introduction

Like people in other parts of Canada, northerners expect a great deal from their schools. They want the kind of learning environment that will motivate children to stay in school and learn.

They want their children to leave school with the basic skills that will let them live as independent adults: literacy skills, thinking skills, problem solving, computer literacy, the ability to continue learning – skills that are now required in the workforce.

Here in the north, parents also expect their schools to do their part in helping ensure children and young adults learn their cultures and can speak their own language.

This chapter examines the school years – in particular, the factors that enable young people to develop the skills they need for the future.

#### Overview

Two documents – *Our Students, Our Future: An Educational Framework* and *Our Students, Our Future: Planning for Success* – outlined some actions that would help the school system move forward, that would improve the outcomes of the school system – student participation, student achievement and so on.

And we have made progress.

More students are in school and more students are staying in school longer (Figure 14).

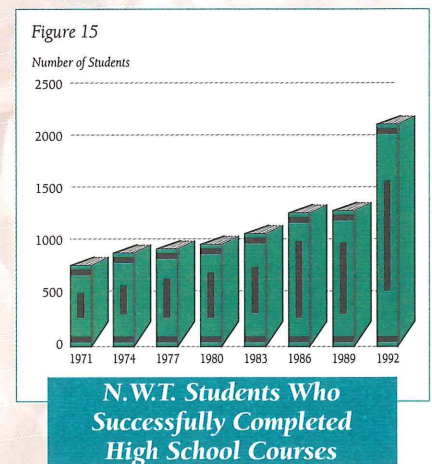
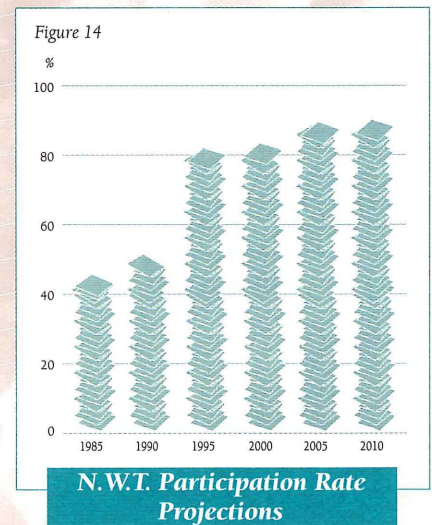
Students are achieving at higher levels than they did in the past (Figure 15).

The graduation rate has improved and will continue to improve. At present, it's one third of the national average. By 2010, it will be at two-thirds of the national average – and probably higher (Figure 16). (Note: N.W.T. graduation requirements are higher than those in many other jurisdictions.)

But how do we know that students are learning what we think they should be learning? And what is involved in improving achievement?

Student achievement depends on a number of factors that are inter-related and inter-dependent:

- students need access to responsive, appropriate programs that are meaningful and meet their needs;
- both curriculum and instruction must be high quality;
- students who face obstacles that prevent them from learning need appropriate supports;
- the involvement and support of parents significantly improves student achievement;



- students need to know clearly what is expected of them and what their options for the future are.

new *Education Act* should provide for this authority and responsibility.

**Parental Involvement** – It’s well-documented that when parents support their children to learn, student achievement improves significantly.

But, for a variety of reasons, parents are often reluctant to become involved in their schools.

Yet children need their support. They need to see their parents and the school interact successfully. It is critical for schools to find ways of reaching out to parents to encourage them to become involved. At the same time, parents must recognize their responsibility too.

The development of community schooling will improve links between the school and community.

**Culture-based Schooling** – A community’s culture and language should pervade every part of learning. And while people indicated there was much work still to be done, they acknowledged the significant improvements in culture-based learning.

- There are now 11 Teaching and Learning Centres (TLCs) developing materials in aboriginal languages.
- School boards are developing culture-based programs like *Piniaqtavut* in Baffin.
- There are two new culture-based programs – *Dene Kede* and *Inuuqatigiit* – both devel-

**Responsive Programs** – We know that children learn best when what they are learning is meaningful, relevant and useful to them. They have to be able to connect learning experiences – from one subject to another, from the school to the community and from the past to the present.

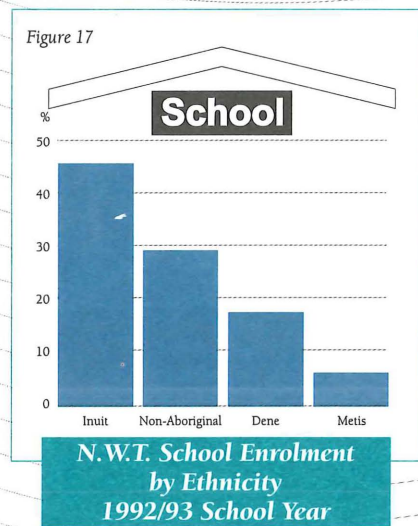
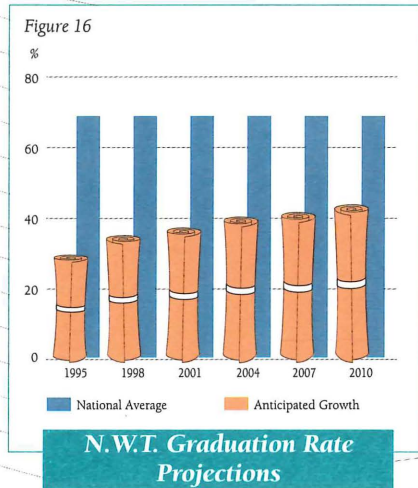
As well, all children have different needs; and learning has to respond to these needs to be appropriate.

Given the make-up of the N.W.T. school population (Figure 17), for schooling to be appropriate, it must be an extension of the community’s culture and language.

During consultations, people said schools have made significant strides in developing more responsive programs; but we know that it is only people in communities who can make learning truly culture-based.

**Community Schooling** – Communities must have ownership of their schools. They must create their own vision for their children and ensure that their schools reflect that vision. Parents in the community should be the ones making decisions about their children’s learning.

This means ensuring communities have increased responsibility and authority for their schools. The



oped with the guidance of elders.

- There are more aboriginal teachers than ever before.

The expanded role for the TLCs outlined in Chapter Four will strengthen the links between community and school language activities. The development of *Dene Kede* and *Inuuqatigiit* will be completed; and both will be implemented and used as the base for integrating other subject areas.

Culture-based schools need people from the community, from the same culture and language as the students, working in the school system – at all levels. Local staff bring to the school essential skills and abilities. They support culture and language programs and they use culturally-appropriate approaches. These staff are role models for the students. Because they know the community, they provide strong links between the school and the community. As employed people, they also contribute to the economic vitality of the community.

To support culture-based schooling a teacher training strategy using a community-based delivery model for teacher training was designed. The goal is that aboriginal teachers will make up 50 per cent or more of the teaching staff by the year 2000 (Figure 18).

To date, we have seen the following results:

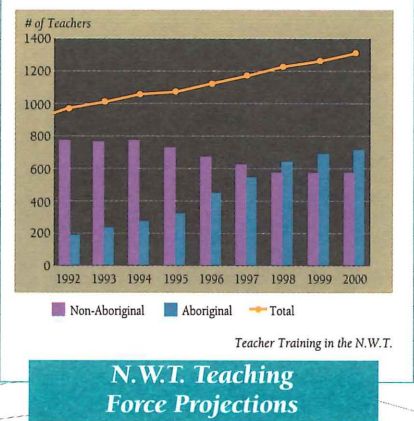
- 1991-93 – From the first of the new community-based programs offered in five communities in Dogrib, South Slave and Keewatin Boards, 43 students graduated.
- 1993-94 – At present, four programs are training 90 students in 11 communities in Beaufort-Delta, Baffin, Dogrib and Kitikmeot Boards. In addition, 56 students are enrolled in campus programs in Fort Smith and Iqaluit.
- 1994-95 – Commitments for funding have been made to Beaufort-Delta, Baffin, Dogrib, Kitikmeot and Yellowknife. Arctic College projections indicate approximately 156 students will be enrolled in these programs.

As well as supporting culture-based schooling, training our own staff is more cost-effective than recruiting staff from southern Canada.

As a result of the program in Keewatin in 1991-93, there has already been a dramatic change in the composition of staff – from 24 per cent aboriginal staff to 43 per cent. But culture-based schooling means we need aboriginal teachers in higher grades, aboriginal leaders in the school system and aboriginal instructors in training programs.

Teacher training programs should be tied closely to the development of new approaches within the school system. These programs serve as a testing ground

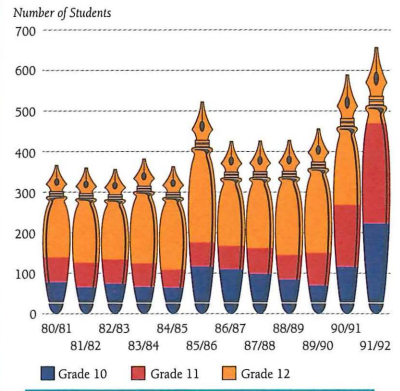
Figure 18



*The establishment and maintenance of culture-based schooling is dependent upon a strong sense of community ownership. Where people feel that the school belongs to them, they are more comfortable playing an active role in their children's schooling by providing direction and by contributing to the implementation of that direction. They are real partners in the education process and view that role both as a right and a responsibility.*

Our Students, Our Future:  
An Educational Framework

Figure 19



**N.W.T. High School Subjects passed by Grade Level - English**

for these new approaches, by ensuring they are culturally appropriate. They also familiarize trainees with the approaches and help put them into practice.

To improve support to the Community Teacher Education Programs and to ensure high quality, in conjunction with the boards, a review process will be developed and implemented to determine the effectiveness of the strategy and the programs, and refinements made based on the findings.

**Quality of Curricula and Instruction** – Most K-9 curricula have been developed in the N.W.T., in the same ways that curricula have been developed elsewhere in Canada.

New initiatives among the Western Provinces and Territories will see the development of curricula on a cooperative basis over the next few years. This should reduce duplication and share expertise and resources.

We also have to ensure that staff know how to implement the curricula. They must be properly introduced to the new curricula, and they must receive the training and support they need to translate the curricula into learning experiences.

At the same time, the very nature of community learning means a changing role for teachers and principals. They have to work in teams with other professionals in

the community, use the land and the community as tools for learning and forge stronger relationships between the school and the community. Professional development or training activities, such as principal training, must reflect these changing roles.

As indicated in Chapter Five, we plan to use information networks to improve support for implementation of curricula and for staff development. In addition, monitoring and evaluating curricula on an on-going basis are essential to high quality and the maintenance of consistent standards.

**Standards** – People in communities want to be sure their children receive the best possible education. The only way to provide this assurance is by establishing appropriate standards. Standards will become increasingly important as local communities assume more control, because they will become the basis for accountability. The new *Education Act* should strengthen the focus on standards.

Schools, boards and the department already collect a great deal of information on students; and all curricula describe what students are expected to learn. But, as a system, we lack a comprehensive approach to setting standards, monitoring and measuring actual results, and planning improvements.

The department recently launched a major project with school boards called *Towards Excellence*. This project will provide



an evaluation and accountability framework that will include student achievement, board and school reviews, staff evaluation, reporting to parents and so on. It will also let us do research on our own population, so we can better understand our learners and respond accordingly. The emphasis will be on student achievement.

In establishing standards for student achievement, it is important to focus clearly on measuring outcomes. We have to be clear about the kinds of knowledge, skills and behaviours students should be able to demonstrate at various stages of their schooling. We have to set up appropriate measurement tools and share the results with the public in a way that's clear and understandable.

In 1993, N.W.T. students took part in a national math testing program. Results showed that N.W.T. students did not perform as well as students in other places. In 1994, students took part in the literacy test, but results are not yet available. What we learn from these tests will help us better identify strategies to improve student learning.

The *Towards Excellence* project identifies improvements in numeracy and literacy skills as a first step in overall improvements. It begins with math and outlines a number of initiatives that will improve classroom instruction:

- better training for teachers in instructional methods for math;

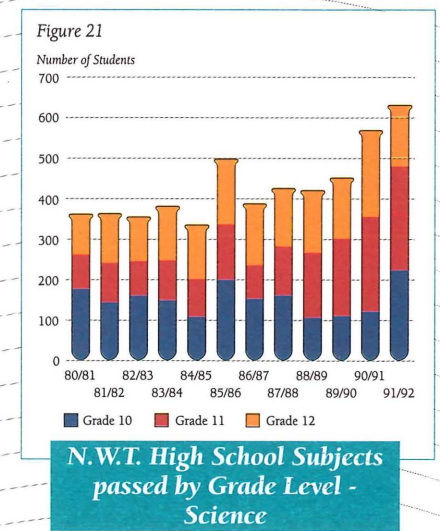
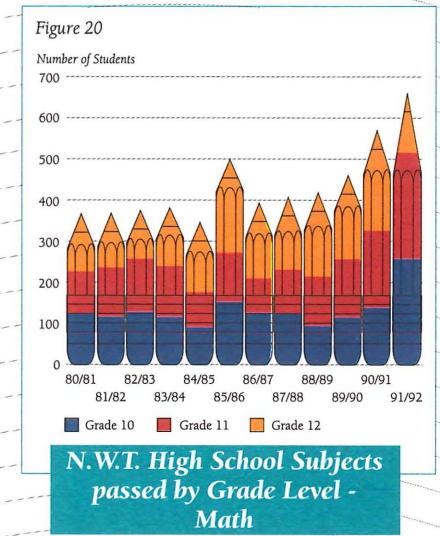
- clear descriptions of what students in different grades should be able to do;
- improved student evaluation;
- improved use of technology to support teaching;
- recognition of teacher excellence;
- math camps to enhance achievement.

As a result of focusing on math skills, we expect students to be achieving at or above the Canadian average in mathematics, as measured by the national testing program, in the next three to five years. Once we analyze the results of the national literacy study and discuss them with boards, we will also determine ways to improve literacy.

N.W.T. schools will continue to be a part of the national studies in science in 1996, math in 1997 and literacy again in 1998. In fact, the science questions will be developed in the N.W.T. by a national working group.

**Access to Appropriate Programs** – Student access, particularly to high school programs, has increased significantly over the last few years – largely as a result of introducing high school programs into smaller communities.

Twenty-eight schools now offer high school programs. As a result, there have been dramatic changes in student participation and achievement (Figures 19 to 21).



As well as better results in specific subject areas, some communities have graduates for the first time.

School boards have already developed long-term plans outlining how they will continue to expand the number of schools offering high school programs in the future (Table 2).

Technology will continue to influence student access positively and enable schools to offer a broader range of programs to students. It will also let schools adopt a much more flexible approach to how they deliver high school programs.

By the year 2000, students in all communities should be able to access some high school programs, such as language or math, without leaving home. They may still have to travel to larger centres for one or two terms to take more specialized courses.

As a result of improved access, there will no longer be the same need for large student residences. Akaitcho Hall closed in 1994; in partnership with the boards we will move to close Grollier Hall, Kivalliq Hall and Ukiivik; and the Western Arctic Leadership Residence program will become self-sustaining. The resources from these programs will be redirected towards supporting community-based access to learning.

**Barriers to Learning** – Students have difficulty learning if they

come to school tired, hungry, abused or affected by poverty. They may also have low self-esteem; be absent more frequently; or experience more failure.

Some students may have learning difficulties, developmental

delays or disabilities that need different approaches or specialized support services to help them learn.

The N.W.T. has a high incidence of such students.

Table 2

**N.W.T. High School Grade Extensions - 1994 to 1997**

	94/95	95/96	96/97		94/95	95/96	96/97
<b>Beaufort-Delta</b>				<b>Baffin (continued)</b>			
Aklavik	●	●	●	Grise Fiord	●	●	●
Fort McPherson	●	●	●	Hall Beach	●	●	●
Inuvik	●	●	●	Igloodik	●	●	●
Paulatuk	●	●	●	Iqaluit and Apex	●	●	●
Sachs Harbour	●	●	●	Lake Harbour	●	●	●
Tsiigehtchic	●	●	●	Nanisivik	●	●	●
Tuktoyaktuk	●	●	●	Pangnirtung	●	●	●
<b>Deh Cho</b>				<b>Pond Inlet</b>			
Fort Liard	●	●	●	Resolute Bay	●	●	●
Fort Providence	●	●	●	Sanikiluaq	●	●	●
Fort Simpson	●	●	●	<b>Keewatin</b>			
Jean Marie River	●	●	●	Arviat	●	●	●
Nahanni Butte	●	●	●	Baker Lake	●	●	●
Trout Lake	●	●	●	Chesterfield Inlet	●	●	●
Wrigley	●	●	●	Coral Harbour	●	●	●
Kakisa Lake	●	●	●	Rankin Inlet	●	●	●
<b>Dogrib</b>				<b>Repulse Bay</b>			
Dettah	●	●	●	Whale Cove	●	●	●
Lac La Martre	●	●	●	<b>Kitikmeot</b>			
Rae-Edzo	●	●	●	Cambridge Bay	●	●	●
Rae Lakes	●	●	●	Coppermine	●	●	●
Snare Lake	●	●	●	Gjoa Haven	●	●	●
<b>Sahtu</b>				<b>Holman Island</b>			
Colville Lake	●	●	●	Pelly Bay	●	●	●
Deline	●	●	●	Taloyoak	●	●	●
Fort Good Hope	●	●	●	<b>South Slave</b>			
Fort Norman	●	●	●	Fort Resolution	●	●	●
Norman Wells	●	●	●	Fort Smith	●	●	●
<b>Baffin</b>				<b>Hay River</b>			
Arctic Bay	●	●	●	Hay River Reserve	●	●	●
Broughton Island	●	●	●	Lutsel K'e	●	●	●
Cape Dorset	●	●	●	<b>Yellowknife</b>			
Clyde River	●	●	●	Yellowknife	●	●	●

● Grade 9      ● Grade 10      ● Grade 11      ● Grade 12

- It is estimated that between 20 to 30 per cent of children in the N.W.T. are affected by poverty (Chapter Six).
- The original estimates of students needing additional supports to help them learn, done in 1985, indicated a rate of about 15 per cent. Recent studies from various departments and agencies indicate the rate is probably more like 25 to 30 per cent.
- The incidence is especially high in magnet communities – larger communities that attract people from elsewhere because of the services they offer (counselling services, group homes, etc.).
- Everywhere in Canada there are increasing numbers of students with social-emotional problems, reflected in inappropriate behaviour.

From data collected recently, the department has developed a profile showing the number of services students require and the number of students still requiring services (Figure 22).

**Healthy Schools** – Many different kinds of intervention and support are needed – everything from nutrition programs, to wheel chair-accessible buildings, to tutors and special equipment, to adapted programs, to specialized services, to counselling.

We need to create “healthy” schools – schools that teach health and promote healthy behaviours;

that provide a healthy environment; and that work with other community agencies to provide students with access to the health services they need.

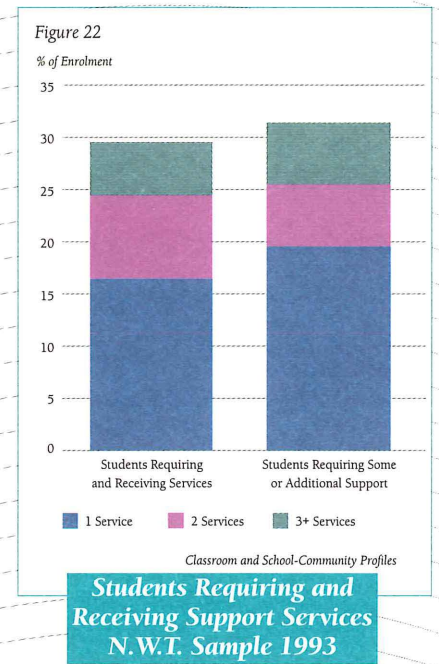
To meet the broad range of needs of students in their classrooms today, staff – but particularly student support (special needs) assistants – need improved training in a variety of teaching and learning strategies.

In consultation with boards, the school funding formula is currently being revised to respond to the need for improved student support.

**Counselling** – In the past five years, counselling services in the school system have improved – several high schools have guidance counsellors and 37 schools have school-community counsellors. At least 15 more schools are expected to have school-community counsellors in 1995.

We need to continue to develop counselling services for students – but there may be new opportunities to combine and/or extend counselling in schools with other community counselling services to provide better overall community services. A pilot project in Beaufort-Delta combining counselling services will be underway shortly.

People also want to see school-community counsellors recognized as professionals in their own right, so we will develop standards for the certification of those who work



### **The \$4 Billion Cost to Canada**

The costs of dropping out of high school are discernible and significant. Canadian society will lose more than \$4 billion over the working lifetime of the nearly 137,000 students who dropped out in 1989. Each individual male dropout will lose nearly \$129,000 over his working lifetime, while each female dropout will give up \$107,000 over her working lifetime. The rate of return to society for investing in high school education is 19.0 per cent for males and 17.8 per cent for females. The rate of return for the individual student is even higher. The individual male student receives a rate of return of 65.4 per cent by graduating from high school, while the female student earns a 74.7 per cent return.

The Conference Board of Canada

as counsellors. We have already extended the School-Community Counsellor Training Program to two years in preparation. We will evaluate the program again in 1995 to determine if more time is required for counsellors to acquire the skills they need.

**An Integrated Approach to Services** – The obstacles children face are symptoms of much larger problems – yet we tend to treat the problems and the solutions in isolation. People told us repeatedly about the need for a wholistic approach.

And it's true – the supports required by children who face the kinds of obstacles many of our students experience cannot be provided by any one department. They require the combined support and assistance of all the departments and agencies dealing with services for children and young people.

Fortunately, we're seeing progress in improved coordination.

- An interdepartmental committee, with a senior manager reporting to the Premier, will work on integrated services for children, beginning with early intervention.
- In 1993, the Departments of Education, Culture and Employment and Health and Social Services delivered integrated workshops on family violence in several regions.

- A number of departments, including this one, are working with communities to develop a community wellness (or community mental health) strategy.

In addition, the Legislative Assembly has already indicated it would like to see pilot projects in place that integrate the delivery of children's education, health and social services through the school system in the 1994-95 school year – and work is proceeding on these.

But we believe strongly that the greatest benefits for children in the future and the best way to reduce the need for student support in the longer term will occur as a result of focusing on early intervention – as outlined in Chapter Six.

### **Links between School, Advanced Education or Work**

Many young people are simply unaware of their options or of the education they need for a particular job. They need to be able to make links with the world beyond the school to understand the relationships between what they learn in school and the skills they will need in the future.

There are already some innovative bridge-building programs. We note in particular the Career and Technology Studies (CTS) program for high school students that links students to the community and to work and is now being implemented in all schools with high school programs.

In 1994-95, high schools will pilot a new apprenticeship program, in cooperation with the N.W.T. Apprenticeship Board. Students who take part in this program will earn credits towards their high school diploma. Students will also be able to apply their hours earned in this high school course towards their apprenticeship program.

Programs that offer applied credits, cooperative education programs that combine academic and practical learning and other similar programs will be an integral part of high school programming in the future.

So too will career development.

Career development in the early years builds a solid foundation of skills, like decision-making skills, and gives students opportunities to explore their strengths and interests. Later on, it lets young people plan for the future and explore options available to them through programs like CTS or the apprenticeship program.

For career development to be effective it needs to begin in the early grades and continue throughout life, as necessary.

Starting in 1994-1995, all students in Grade 9 and above will have a personal program plan that will be revised regularly throughout their high school years. They will work on the plan with their teachers and their parents.

The work in career development in schools will overlap with career development and counselling for adults, so there is a need for a comprehensive approach that integrates career development and counselling in communities for all learners. Within the school system, we expect to have to examine the role of school-community counsellors in the future in light of increased emphasis on career development activities.

As well, links with colleges and universities need to be stronger so that transitions from school to post-secondary education are smoother and students can receive credit for what they have already learned.

### Managing Costs and Delivering the Strategy

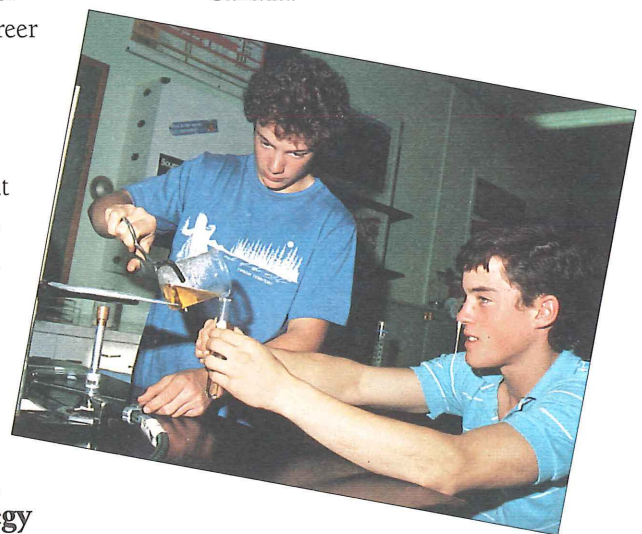
The present budget for schools is \$145 million. Most of the funding (\$138 million) is distributed to boards. About 70 per cent of this funding is spent on salaries.

The school system also receives a small amount of funding to support language activities through two agreements with the federal government.

A number of factors affect costs in the school system:

- salary and benefit costs, that are higher here than in most other places;

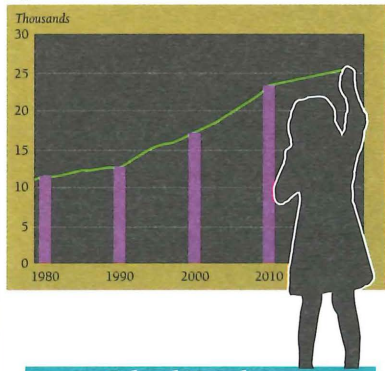
- higher costs to run a school system in the N.W.T. because of factors like weather, distance and social conditions;
- an average cost to educate a student in the N.W.T. of about \$8,400 a year (one of the highest costs in Canada);
- the pupil-educator ratio of 14.4 to 1, one of the lowest in Canada.



A number of other relevant issues need to be considered in projecting funding requirements.

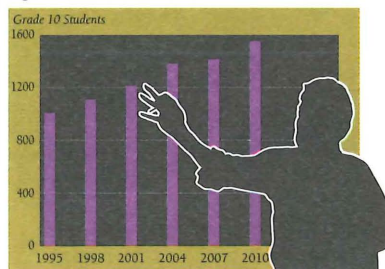
**Inequities** – In terms of revenue for the school system, the two Yellowknife school boards receive taxes raised by the City of Yellowknife. The current model of linking property taxation to governance of the school system creates inequities in school financing and in flexibility and authority of school boards and divisional boards. The department is working with other government departments to review the approach.

Figure 23



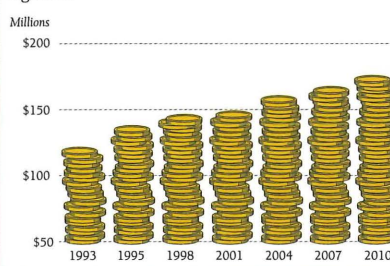
School Enrolment Historical and Projected

Figure 24



N.W.T. High School Enrolment Projections

Figure 25



N.W.T. Boards of Education Funding Requirements Historical and Projected

**Student Support** – In 1985, funding for special needs was \$750,000. At that time, projections indicated \$11 million would be needed to provide appropriate support for students who required it. These figures were based on an incidence rate of 15 per cent from southern Canada.

But funding has never reached that level. It's now at about \$9 million. In the meantime:

- there are more students in school;
- costs have increased; and
- our incidence rate is between 25 to 30 per cent.

Providing effective support for students is a priority. We are currently reviewing school funding and plan to redirect resources to where they're most needed. Early intervention will be a priority.

Another key way to improve student support is to work with other departments to coordinate services to children, making services more effective, efficient and economical. We may not be able to address totally the gap that exists, but with proper assessment and more appropriate support, we should be able to reduce it.

**Capital Needs** – The department recently undertook a twenty year capital needs assessment. Most of the capital needs for the next twenty years are driven by the school system. The assessment shows a significant gap between what will be needed and what is

available. In Chapter Eleven we will look at the capital needs assessment for the whole department.

**Resource Requirements** – A number of factors affect resource requirements:

- continued growth in the N.W.T. population;
- increase in school enrolments by 50 per cent in fifteen years (Figure 23);
- increase in student achievement levels;
- improved graduation rates;
- an increased focus on curricula, instruction and standards;
- increased high school enrolments (Figure 24).

These factors will continue to influence the funding required for the school system, forcing us to constantly find ways to address the requirements (Figure 25).

We will consider the following options for managing costs:

- encouraging boards to work together to create economies of scale;
- continuing to develop a home-grown workforce;
- delivering programs more cost-effectively e.g. using technology;
- improving infrastructure efficiency through
  - multi-use facilities
  - using facilities for more time each day
  - longer school days

- year-round schooling
- summer schools
- introducing a longer school year
- reviewing pupil-educator ratios;
- providing block funding for capital projects;
- encouraging joint ventures;
- encouraging volunteerism;
- directing resources to where they are most needed, such as early intervention.

*The potential for learning begins at birth. The ability of children to succeed in school and in life is largely dependent on the quality of their early development... We believe that education is an investment, not an expense. If we can ensure that children develop the skills and knowledge they need to be productive, self-supporting adults, whatever is spent on their development will be returned many times over in higher productivity, incomes, taxes and in lower costs for welfare, health care, crime and other economic and social problems...*

*The Economic Council of Canada*



## STRATEGIC OBJECTIVE #4

### To improve student achievement

*People told us they want the N.W.T. school system to be the best it can be and they want to be sure students leave school with the skills they need for the future. Overall, we will focus on those areas that will significantly improve student achievement.*

### Strategies

#### Community Schooling

- Strengthen community control of education and redefine roles and responsibilities through the *Education Act*; support communities to develop a vision for their schools and for their children's learning.
- Promote parental involvement as an integral part of community schooling.

#### Culture-based Schooling

- Develop and implement *Dene Kede* and *Inuuqatigiit*, using elders and aboriginal educators to define culturally appropriate education; use these programs as a basis to integrate other subject areas, such as arts.
- Expand the role of the TLCs (Chapter Four).
- Continue to increase the number of aboriginal teachers through the teacher training strategy; review the strategy;

include 3rd and 4th years in the training programs; expand the strategy to include all educational occupations.

#### Quality of Curricula and Instruction

- Use information networks to improve support for curriculum development and implementation and for staff development.
- Work cooperatively with the Western Provinces and Yukon to develop curricula and supporting resources.
- Incorporate on-going professional development and support for all staff into the training strategy.
- Review the principal training program to reflect the focus on community learning.



**Standards and Accountability  
(January 1994 to March 1995)**

- Develop appropriate standards describing the skills students are expected to have at various stages in their school career, beginning with numeracy and literacy in 1994-95.
- Develop indicators of actual student achievement (focusing on numeracy and literacy) and establish targets for improvements in student achievement in those areas.
- Identify existing data and publish a preliminary report that describes education in the N.W.T.
- Clarify roles and responsibilities of the department, boards and schools in terms of standards and accountability.
- Establish links with universities to support us to do our own culturally appropriate northern research on student learning.

**(April 1995 to March 1997)**

- Extend the development of indicators to other subject areas; identify, gather and analyze data over time; publish territorial progress reports and assist boards to publish regional reports.
- Develop and implement territorial action plans and support boards to develop and implement regional action plans.

- Provide training for northern staff to conduct educational research.

**(April 1997 to March 1999)**

- Complete the development of indicators and the development of a comprehensive data bank; analyze, record and use the results of the northern research on learning.
- Publish a detailed account of education in the N.W.T.
- Use the information obtained to improve planning, decision-making and policy setting in the school system in areas like curriculum, staff training, staff evaluation, student evaluation, and so on.
- Identify the characteristics of exemplary programs and schools and use them as demonstration models.

**National Assessment**

- Take part in future national assessment projects (science in 1996, math in 1997, literacy in 1998); publish the results of the assessments and use the information to improve instruction.

**Access**

- Continue to develop high school programs in smaller communities; close all large residences and redirect funding to community-based programs.

- Use technology to provide a broader range of programs for students.

**Student Support**

- Promote healthy schools by teaching health and promoting healthy behaviours, creating healthy school environments and helping students access health services.
- Review the school funding formula and reallocate funding to support:
  - improved allocation of student support assistants and program support teachers to schools;
  - improved training for them;
  - improved training at the school level for all staff; and
  - improved and equitable allocation of school counsellors.
- Develop standards for certification of school-community counsellors and student support assistants.
- Evaluate the School-Community Counsellor Training Program in 1995 to determine if more time is required for counsellors to develop the skills they need.

**Integrated Children's Services**

- Work cooperatively with other departments such as the Department of Health and Social Services to develop and

implement integrated services for children, including early intervention (Chapter Six).

- Work with these departments to develop and implement two pilot projects in 1994-95 to deliver integrated children's services.

***Bridging Programs with the Community, Advanced Education and the World of Work***

- Provide more programs like CTS, apprenticeship, cooperative education or internships that provide students with practical learning for the future and, whenever possible, let them earn credits that will be recognized after they leave school.
- Coordinate school and college programs to make them complementary and to ensure they recognize what students have already learned.
- Establish scholarships for excellence for high school students that can be applied to post-secondary learning.
- Create a career development strategy for the whole learning system; integrate career development activities in the community; review the role of school-community counsellors as part of the strategy; implement personal career planning for all students in Grade 9 and above by September 1995.

***Expected Outcomes***

- ✓ *More community control of schools*
- ✓ *More aboriginal staff at all levels in the school system*
- ✓ *Better trained staff*
- ✓ *Improved student support*
- ✓ *Improved student achievement*
- ✓ *Clear expectations of the skills students should have and clear understanding of actual student achievement*
- ✓ *Students who can make informed choices for their future*
- ✓ *Managing our expenditures for the school system*

## CHAPTER EIGHT

### The Adult Years – Basic Skills

#### Introduction

In the last chapter, we talked about the kinds of skills young people need to give them options for the future. Adults need those same basic skills – numeracy and literacy, problem solving, thinking skills and so on. They also need job search skills to help them find and apply for work.

But many adults in the Northwest Territories lack the skills needed to get a job or to be self-sufficient.

As a result, they face many barriers to learning and work.

They may have difficulty getting child care. They may have personal problems that need to be resolved. Many cannot afford to attend learning programs.

How do we help adults get the kinds of basic education and training they need to become self-sufficient?

This is the question we will address in this chapter. We will look at the relationship between education and employment. We will examine the kinds of adult basic education (ABE) programs that presently exist. And we will discuss some changes we can introduce to improve people's opportunities to acquire basic skills.

#### Overview

**Education Levels** – There have been considerable efforts in the last few years to encourage young people to stay in school. As a result, more students take part in high school programs and people's highest levels of education are gradually increasing (Figure 26).

But while education levels are increasing overall, there are still large numbers of adults who have never attended school or who left school early and require basic education programs (Table 3). Many of these people are aboriginal.

Table 3

<b>Northwest Territories Population 15 years and over</b>		
Percentage and Number of People With Less Than Grade 9 Education (1951-1991)		
Year	Per cent	Number
1951	75.3	7,667
1961	62.8	8,664
1971	50.6	10,010
1976	39.4	10,280
1981	36.5	10,830
1986	33.6	11,740
1991	27.7	10,685

In addition, there are a number of adults with special needs, some of whom have been encouraged and supported to stay in school and who are now moving into

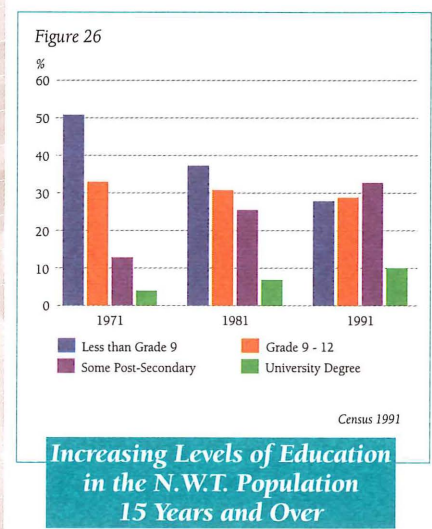
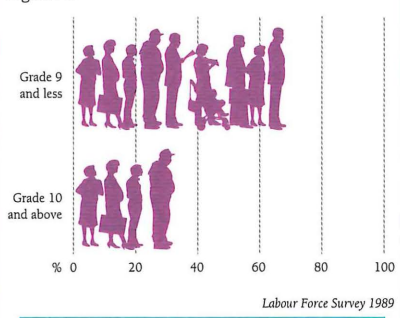


Figure 27



**Relationship Between Education and Employment in the N.W.T.**

Figure 28



**Education Level of Unemployed People in the N.W.T.**

adult programs. They may have learning difficulties, developmental delays or disabilities that require personalized approaches or specialized support services. They too want to become self-sufficient. Like students in other parts of the learning system, they need access to learning programs and appropriate supports to help them learn.

**Education and Employment** – The kinds of jobs available in the N.W.T. require a highly skilled work force.

- 70 per cent of jobs here are filled by people with certificates or diplomas, including high school diplomas or university degrees.
- Only about 14 per cent of jobs require a Grade 8 or less (1991 Census).

There is, then, a direct relationship between education and employment (Figure 27). People with a Grade 9 education or less make up about two thirds of those who are unemployed (Figure 28).

**Job Access** – Not everyone has equal access to jobs and income in the N.W.T. If we look at the population as a whole, we see that young people, aboriginal people and people in smaller communities face more barriers to employment than others.

**Young People** – As we have seen in Chapter One, we have a very young population. At present, young people make up a large proportion of those who are unemployed. (They make up 22

per cent of the labour force and 40 per cent of those who are unemployed.)

In the coming years, even more young people will be looking for work. As many as 1000 more young people will enter the labour market every year in the 1990s – and, by the year 2010, that number will increase to more than 1500 a year (Figure 29).

**Aboriginal People** – As a group, aboriginal people are also disadvantaged in terms of work and income.

In 1989, aboriginal people made up 56 per cent of the adult population, held 38 per cent of the jobs and earned 31 per cent of the income (Figure 30).

In June 1991, the unemployment rate was 3.9 per cent for non-aboriginal people and 25 per cent for aboriginal people.

Although unemployment is high, most people find some work during the year. Eighty-one per cent of total income for aboriginal households is from wages and salaries.

**People in Smaller Communities** – Typically the smaller underdeveloped communities are the more isolated communities and their populations are predominantly aboriginal. There are few jobs, few private businesses and high levels of unemployment.

Many people living in these smaller communities survive through a combination of hunting,

fishing and trapping, seasonal or part-time jobs (including carving and development of crafts) and some government assistance. Or they may own or be a part of a small business. The under-developed communities make up the great majority of communities in the N.W.T. – and the percentage of people living in these communities is increasing.

The developed communities – places like Yellowknife, Hay River, Inuvik or Fort Smith – tend to be larger with good transportation links to other parts of Canada. They have a viable private sector, a good number of jobs with relatively high salary levels and low levels of unemployment.

To respond to the basic education and training needs of people in the Northwest Territories, we have to respond to the needs and opportunities at the community level – especially within the underdeveloped communities. This leads us to consider the role of adult basic education and the programs currently offered.

**The Role of Adult Basic Education** – Adult basic education (ABE) plays a significant role in learning in the N.W.T.

- 7 per cent of the population reached their highest level of education through ABE; for aboriginal people it was 12 per cent.
- Over the years, more than 3000 people have used ABE to further their education.

- The majority of participants are 25 to 44 years old.

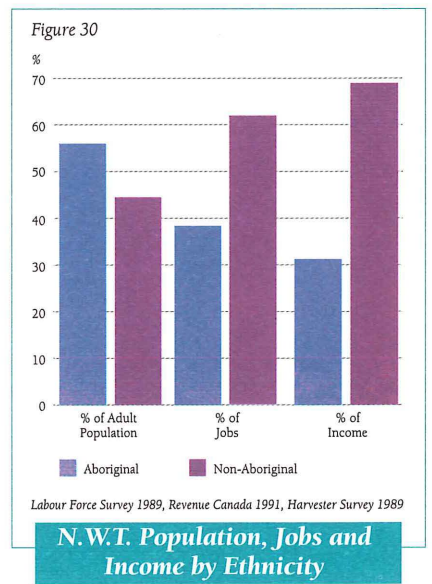
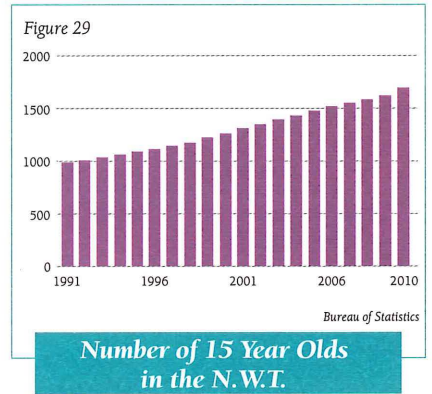
The college system offers adult basic education courses in many communities and on college campuses. As well, the department provides funding for community literacy projects; and different agencies sponsor a variety of job entry programs.

**Quality Programs** – A few years ago, the college developed an adult basic education curriculum that is now being used across the Northwest Territories. That curriculum sets the standards for all ABE programs. It also ensures that ABE programs fit with other college programs.

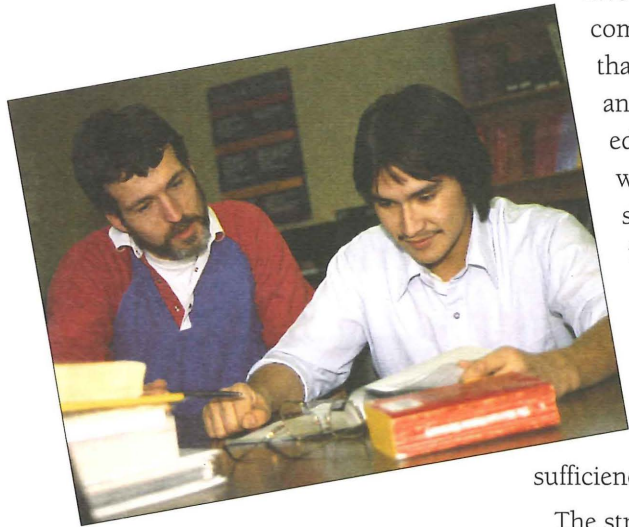
To improve instruction, Arctic College recently delivered a comprehensive training program for adult instructors. It used a number of techniques for delivering this program including summer institutes and delivery in cooperation with Television Northern Canada (TVNC).

During our consultations, some people expressed concern about the effectiveness of ABE programs. They see these programs as more informal than other learning programs – and question whether they meet the needs of people in today's society.

Given all the changes, such as Income Support Reform, that will impact ABE programs, we believe the time is right to evaluate our present approach. We need to work



with the colleges and other groups to define more clearly the purpose of the programs, to coordinate them, measure the success rates and communicate the results.



**New Approaches** – People suggested that overall we need a more comprehensive approach, that we should assess what we have, and take advantage of new opportunities.

In assessing our present programs and approaches, we should...

- provide better counselling and assessment services to help people determine their skills and interests and help them develop strategies to get more education or to obtain work;
- provide better labour market information for individuals;
- develop individual program plans for people;
- have adult educators act as job coaches, and so on;
- consider an increased role for

aboriginal languages in adult basic skills programs.

In recent years, there have been a number of new initiatives. The

*Investing in People Strategy* is a community-based program that combines counselling and assessment, basic education or skill training, work experience and life skills. *Investing in People* is intended to give people on social assistance new opportunities for personal development and for obtaining skills that will increase their self-

sufficiency.

The strategy has two components: a northern skills development component, in partnership with the colleges; and a community-based work project component. Several pilot projects, to be cost-shared with the federal government, will begin this year. The *Northern Skills Development Projects* will be in Iqaluit, Pangnirtung, Arviat, Baker Lake, Gjoa Haven, Hay River, Rae-Edzo, Tuktoyaktuk, Deline and Yellowknife. The sites for the six work projects are not yet all finalized.

This department is also responsible for implementing the federal government's new infrastructure program and for coordinating the various youth initiatives to provide young people in communities with more work experience.

**Support Services** – People with low levels of education need to be able to access programs in their home communities and they need the same kinds of support services as other students – they have to be able to access financial support, child care support and career counselling.

Unlike adults in other learning programs, ABE students are not eligible for Student Financial Assistance under the existing legislation, although they may be able to get training allowances from the federal government. This is a major barrier for many students, but it also undervalues the importance of adult basic education as the first step back into the learning process.

In terms of child care, new user subsidies for families with low incomes and for students should help improve access to programs. In addition, some of the other changes in the early childhood learning program described in Chapter Six should encourage communities to develop new child care programs – thus improving access for students. Initiatives from the federal government also have the potential to increase child care spaces.

Counselling and assessment services are critical for people to make informed choices for the future. At present, adult educators provide career services as part of their role in the community; six

career resource centres in large regional centres also provide outreach services to smaller communities; and in some communities, Human Resource Development Canada offers a variety of job-related services.

These services are essential at the community level but they need to be strengthened and coordinated. They have to cut across the whole learning system and meet the needs of students in school, as well as adult students.

The development of a wholistic, coordinated approach will improve existing services and serve the whole community. The use of technology to deliver some of these programs will also provide opportunities to expand services. (As an example, Newfoundland is using interactive technology to deliver career counselling in more isolated communities.)

**Income Support Programs** – A significant number of people in the N.W.T. depend on income security programs at some time during the year – and payments have been increasing over the years.

Over 54 per cent of adults with less than a Grade 9 education and over 35 per cent of young people received social assistance at some time in 1992. From 1982 to 1993, social assistance payments increased from \$8 million to \$30 million. In the same time, unemployment insurance payments increased from \$7 million to \$38 million (Figure 31).

As we noted earlier in this report, the GNWT is working closely with the federal government to restructure income support programs, with this department taking the lead role. A number of programs are involved in the review (Table 4).

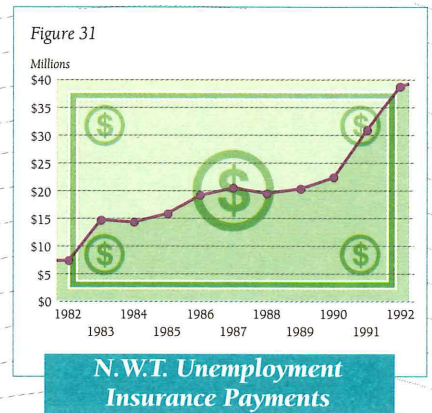


Table 4

**Income Support Programs in the N.W.T.**

<b>Program</b>	<b>Dollars spent</b>
Social housing program	\$ 88,000,000
Unemployment insurance	36,500,000
Social assistance	30,000,000
Training allowances/wage subsidies	20,000,000
Student financial assistance	13,000,000
Harvesters' assistance	2,400,000
Child day care	2,300,000
<b>TOTAL</b>	<b>\$192,200,000</b>

Out of the review will come a reform of the existing income support program structure. Stronger links will be created between income support and education and training. To help with this linkage, the GNWT will transfer social assistance from the Department of Social Services to this department in 1995.

These reforms will take place over the next two years.

**Managing Costs and Delivering the Strategy**

Both the territorial and federal governments provide funding for adult basic education, literacy and job preparedness programs. The federal government also provides training allowances.

Funding has not increased in the last five years. It presently stands at around \$6 million.

The needs for academic upgrading far exceed existing resources. Based on the needs we identified, there will be some incremental costs here in the short to medium term. Changing the income support approach to focus on training should direct more resources into training. For example, the northern skills development component of *Investing in People* is cost-shared with the federal government.

We believe that investment in this area is critical to help people become more self-sufficient, particularly young people.

In a study by the Canadian Council on Social Development, the cost of upgrading 51,000 learners over 10 years was \$400 million. The benefits measured by increased earnings, reduced transfers like social assistance, and an increase in income and tax revenues was established at around \$5 billion. The estimate for reduced transfers alone – mainly social assistance – was \$1.4 billion of the \$5 billion.

We also expect investment in this area will decrease in the long-term. As participation in the school system increases and education levels go up, the need for adult basic education will gradually go down.

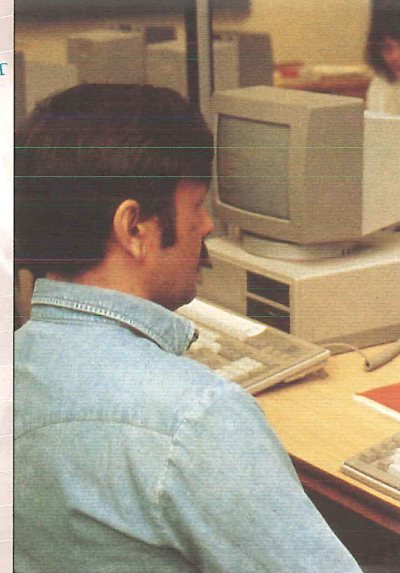


## STRATEGIC OBJECTIVE #5

### To improve access for adults to learning and work

*People told us that, given the current education levels, basic skill programs for adults are essential, but they must be effective.*

*Overall, our approach is to improve existing programs and make them an integral part of lifelong learning.*



#### Strategies

##### **Stay in School**

- Continue to encourage young people to stay in school or return to school to learn the basic skills they need for the future.

##### **A Comprehensive Approach**

- Analyze and document the successes of the past in ABE.
- Develop a comprehensive strategy for adult basic education that includes literacy, job preparedness and life skills; that clearly defines the purpose of the programs, the expected outcomes and ways of reporting those to the public; that ensures they act as stepping stones into other learning programs; and that identifies resource requirements.
- Implement the *Investing in People Strategy* and incorporate it into the comprehensive strategy described above;

conduct pilot projects in several communities.

- Link the infrastructure program and youth initiatives to the strategy, wherever possible.
- Support the development and certification of all adult instructors.

##### **Support Services**

- Develop a policy that ensures equitable access for all adults to learning programs and provides the appropriate supports to facilitate that access.
- Review our approach to financial support for adults with basic learning needs; ensure it provides improved incentives for them to pursue learning and employment opportunities; and integrate the review with the income support reform initiatives.
- Implement new user subsidies for child day care for families

on low income and for students pursuing both full-time and part-time studies.

- Create a career development strategy for the whole learning system that expands career counselling and assessment services in communities; integrate career development activities in the community for different learner groups.

### ***Income Support***

- Consult with the people of the N.W.T. to develop new directions and reshape programs; work with the federal government to link N.W.T. income support reforms to federal reforms.
- Provide information to the public on the changes that will occur to programs and services.
- Work with the Department of Social Services to develop a plan to transfer social assistance to the Department of Education, Culture and Employment by April 1, 1995.

### ***Expected Outcomes***

- ✓ *More young people will develop basic skills in the school system*
- ✓ *Adult basic education programs will respond better to individual needs*
- ✓ *Improved support services for students in ABE programs*
- ✓ *New income support programs that provide incentives to learn and work*

## CHAPTER NINE

### The Adult Years – Advanced Skills

#### Introduction

As we have already seen, technology is changing all aspects of the workplace, including the amount of education and the kind of skills people need for jobs.

- Human Resource Development Canada notes that people will need 13 to 17 years of education for 43 per cent of new jobs in the future.
- 70 per cent of jobs in the N.W.T. are already filled by people holding certificates, diplomas, or university degrees; this includes high school diplomas.

In addition, as jobs develop and change, there will be an on-going need for retraining.

To meet these needs, adults need regular opportunities to continue post-secondary learning.

This chapter looks at the issues of post-secondary learning, with particular emphasis on developing a comprehensive system that meets the needs of northerners.

#### Overview

**The Increasing Demand** – Less than ten years ago, post-secondary education in the N.W.T. was limited. But the development of Arctic College as the primary delivery agent has significantly

changed the face of post-secondary learning. We are now able, through a community college system, to offer an extensive range of courses to our residents.

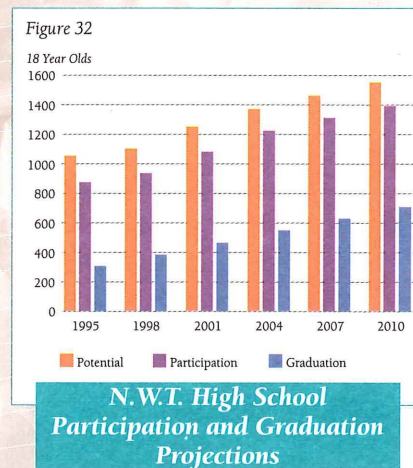
Some facts about college students:

- 50 per cent of full-time enrolments are off-campus in communities.
- More than 70 per cent of students are aboriginal.
- Less than 5 per cent are under 20 years old; over 50 per cent are 20 to 30 years old.
- Graduate employment is high.

Between 1988 and 1991, Arctic College saw dramatic increases in enrolment: a 63 per cent jump in full-time students and a 28 per cent increase in part-time. Enrolment growth varies from campus to campus and from year to year.

It is expected that this increased demand for post-secondary education will continue.

More students will continue to participate in and graduate from high school and want further training (Figure 32). Employers will continue to demand more skills in the workplace. And southern universities and colleges, suffering cutbacks in funding for post-secondary education, may place tighter restrictions on access.



Northern students will no longer be able to take it for granted that they can gain access to southern schools.

We have to find ways to meet this future demand – here in the north.

**A Northern College System –** We are in the process of developing a northern college system. Arctic College is dividing into two new colleges, one for the East, a second in the West. And new legislation will support this development.



A northern college system provides many benefits. It lets us respond to the language requirements of northern students. It lets us tailor training to the needs of northern employers. And it lets us provide programs that are culturally appropriate. To develop a truly northern system we must continue to nurture the development of aboriginal instructors.

**Geographic Access –** For people to continue learning on an on-going basis, educational institutions need increasingly to adopt flexible approaches such as community-based programs, part-time programs, greater use of technology, and co-operative programs with employers. (Cooperative programs, or co-op programs are developed in cooperation with employers. They provide both academic knowledge and on-the-job experience – for which the students get credit.) In addition, adults need flexible learning arrangements that allow them to fit their education into the demands of their jobs and family life.

There is a continued demand for community-based (or off-campus) training. This demand will continue and perhaps even increase as a result of land claims and community transfer initiatives.

The struggle between campus-based programs and community-based programs is one familiar to the college. While some courses can be taught only on campus, there is no doubt people want to attend post-secondary programs in their own communities – to the extent this is possible. For family or other reasons they may be unable to be away from their communities for long periods of time.

In recent years, the college has recognized this fact and responded. New programs such as community-based teacher education (CTEP) rotate to different communities or different regions to meet needs. Co-operative programs with employers or sectoral groups, such as the tourism cooking course, has also been delivered in smaller communities. These approaches work well and have to be pursued.

**Distance Learning Technology –** The increased use of distance learning is the wave of the future in terms of improving geographic access. As we have already noted, to date the N.W.T.'s limited capacity to harness new technologies has prevented the development of effective alternatives to traditional ways of delivering courses. So, while the college has experimented with distance learning, it is only now beginning to recognize its full potential for instruction in remote communities.

The department can support the colleges to expand their use of technology. Through its work on the development of information networks for the whole learning system, it can develop the tools for distance learning. And, it can work to ensure that all communities have effective information resource centres.

**Academic Access –** But geographic access is only one kind of barrier. Academic access is a barrier for adults who do not have the education they need to enter post-

secondary programs. Without a policy of flexible access, many northerners would be unable to continue their education.

For the foreseeable future, the colleges will have to address this by continuing to provide a full range of academic upgrading programs, such as preparatory courses, or academic upgrading classes integrated into programs.

Language of instruction may also be a barrier for some people – particularly in the East. Despite efforts to provide programs in Inuktitut, we heard repeatedly about the difficulties Inuktitut speakers face if they want to develop their skills further – apprenticeship programs were used as an example of this.

The policy of the new Nunavut Government in terms of the language of the workplace could have a significant impact on the role of Inuktitut in the eastern college – and this will be addressed in the strategic plan for that college.

Recognizing the learning and experience that students have already gained will also improve access for some individuals.

**University Programs** – With just 57,000 people in the N.W.T., Arctic College has a very limited population base spread over a large geographic area. The two new colleges will have an even smaller base. The eastern college will serve 21,000 people and the West will have a base of 36,000.

It is impossible for institutions of this size to offer students a complete range of courses and career opportunities. For many years to come, some northern students will continue to access programs at institutions in southern Canada – particularly more specialized courses or courses for which there is little demand.

People told us they want the colleges to offer more university credit courses and transfer programs. They also suggested we should be able to grant degrees in the N.W.T.

At this time, about 28 per cent of post-secondary students in the N.W.T. (around 500) attend university. Given the education levels and the needs, we believe it may be premature to move to a degree granting institution – the college has other priorities, such as employer training or adult basic education that need to be addressed first.

We can and should continue to link training opportunities in the north to opportunities in the south. The college presently offers a number of university transfer programs and delivers university level courses from southern universities. Our approach should be to expand the course offerings and act as brokers for programs from other institutions.

In the medium to long-term we need to work with the colleges to explore and plan for a degree

granting northern institution offering applied degree programs.

**Science and Technology** – At present, the Science Institute of the Northwest Territories is responsible for:

- issuing licences for research in the N.W.T.,
- supporting researchers through its research centres,
- supporting and promoting science activities for students in the school system, and
- a limited amount of technology research and development.

The amalgamation of the Science Institute and the college system provides new opportunities to expand the colleges' base in terms of science and technology, research and development – areas that will have increased value in the future.

The Science Institute role could be extended to include:

- a broader definition of science activities, one that would incorporate more traditional knowledge activities;
- supporting and promoting science activities across the whole learning system;
- promoting science careers;
- forging links between research activities, college courses and communities; and
- more emphasis on adapting and using technologies in our northern contexts.

**Employer-based Programs –**

People talked about the success of the apprenticeship approach in training people in trades – carpentry, plumbing, electricity and so on. They also talked about the need to expand that approach to occupations other than trades.



The colleges have a continuing and expanding role in terms of employer-led and employer-based programs. Developing college programs for specific client groups – like employers and land claims groups – has increased significantly in the last few years.

We expect this trend to continue and hope to actively encourage more involvement by both groups in a post-secondary learning system.

**Land Claims Training –** The settlement of land claims is creating a significant demand for more training – particularly management training – and that demand will also continue over the next decade.

The various land claim agreements include funding to address training needs. The Nunavut Claim provides for \$13 million for training; designated Gwich'in organizations received just over \$750,000; and designated Sahtu organizations will receive \$850,000.

But given the current education levels, the skill levels required for the new jobs and the time available, the level of demand far exceeds the resources available. The gap between the demand and the available resources will create a major deficit in funding for adult training over the next few years. All the various organizations will have to work together to meet the needs.

**Learning within the GNWT –**

As the largest employer in the Northwest Territories, the GNWT has accepted the responsibility for providing training for its own employees.

The delivery of these programs is now Arctic College's responsibility – with the department defining the needs.

Collectively as a government, we have to assess the needs accurately, evaluate what we currently do in light of the changing nature of the workplace, reduce overlap among departments and improve our effectiveness.

Training for GNWT employees must be based on the concept that the workplace is a learning laboratory where people at all levels must learn continually – and where learning is an essential part of work. A new senior management training program has been designed to support that concept.

Given our approach to learning, the GNWT should become a model for employer-led learning.

In recent years, the GNWT has promoted employment equity as a way to create a representative workforce. This will be even more critical as we approach division of the N.W.T. Building a competent northern workforce involves extensive training and varied support mechanisms. It is also a basis for sustainable human resource development.

**Quality –**

One of the issues people talked about repeatedly was that of standards. They want to be sure the skills students develop here are transferrable to everywhere else in Canada. As well, the two colleges want to develop a college system that, in terms of standards, is on a par with college systems anywhere in Canada.

The college has focused on standards in recent years:

- There are a variety of arrangements with southern institutions to accredit programs.
- In some programs, such as the Certified Nursing Assistant Program, students take national exams.

- A number of programs have been recognized for their excellence by the Association of Canadian Community Colleges.

College programs should be designed to meet employers' needs. This means the colleges and department must work closely with employers to continually review program content and to monitor graduate skill levels, so that graduates are developing the appropriate skills.

In some cases, programs should also be designed so that students receive credit from national organizations when these arrangements benefit students.

Improvement of quality is an on-going process and measured through a variety of indicators. A redefined role for the department in terms of the college system will support quality improvements through the development of appropriate legislation and evaluation mechanisms.

The development of private training legislation will provide the means to support and monitor the quality of learning programs delivered by other individuals or organizations.

As an overall approach, we need to continually celebrate our successes throughout the system and identify programs of excellence.

Many of the issues and strategies discussed in this section will be described in more detail in the

strategic plans now being developed by each college.

**Support Services** – As we discussed in the previous chapter, almost all adult students in the Northwest Territories need support to complete their education – financial assistance, accommodation, personal counselling, career counselling, child day care services, information services like libraries, and so on.

We have already addressed the need for most of these services in the previous chapter.

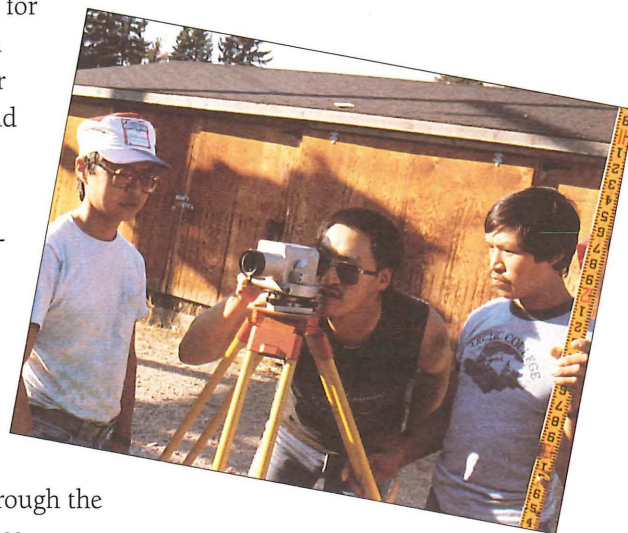
**Student Financial Assistance** – The demand for financial support has been increasing by about 10 per cent a year since 1983. And we expect it to continue increasing.

But there are discrepancies in the amount of support that various students receive. As we noted earlier, students enrolled in adult basic education courses are not eligible for support through the Student Financial Assistance Program; nor can students enrolled in part-time programs access support.

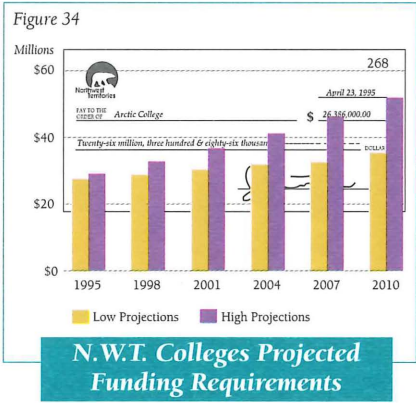
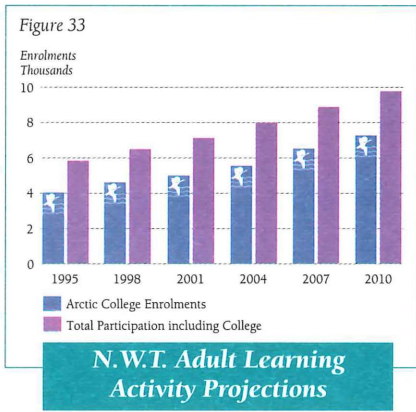
Non-aboriginal students receive loans rather than grants – although they do not have to repay them if they return to work in the N.W.T. They also receive fewer benefits than aboriginal students.

Aboriginal students receive the same level of funding as aboriginal students elsewhere in Canada – the rates are set by the federal government. In addition, N.W.T. students get travel and accommodation costs. And aboriginal students who need to upgrade their skills before taking post-secondary education can receive assistance through the University-College Entrance Program.

In addition, students pursuing certain occupations like teaching may be eligible for additional benefits.



The huge growth in demand, along with these inequities or perceived inequities, are beginning to present concerns. We need to review the whole area of student financial assistance and we need to consider options that would let us manage costs in this area.



The review needs a two-pronged approach:

- to review the N.W.T. Student Financial Assistance Program in light of the huge growth, the scarce resources and the concept of lifelong learning;
- to review our program relative to the federal initiative, since student financial assistance forms one part of the Income Support Reform.

**Managing Costs and Delivering the Strategy**

To achieve our objective we must take into account the current realities:

- demand for college and post-secondary programs and services will increase annually;
- increases in high school participation, graduation and achievement rates will impact on the colleges;
- geography and low education levels continue to be barriers to accessing college programs;
- demand for university courses delivered in the N.W.T. will increase;
- demand for Student Financial Assistance will increase annually;
- land claims and division of the N.W.T. will require specific types of training over an extended period of time.

**Growing Demand**

We've already noted the growing demand. As a result, we expect college enrolments to increase by about 4 per cent a year (Figure 33).

Projections based on census data also confirm the increasing demand for post-secondary programs. We have developed high and low growth projections for the colleges (Figure 34).

Over the next fifteen years it will become important to manage the costs of a growing post-secondary system. Arctic College's base budget is currently around \$28 million. For a few years to come, the colleges will have the capacity to increase growth in students without significantly increasing costs. Thus, in the short-term, growth in numbers of students does not automatically mean increased program costs. Over the longer period, however, costs will increase based on a percentage growth.

In the future, we can manage costs in the college system by:

- restructuring existing programs to meet emerging needs;
- reducing the numbers of new programs we introduce;
- encouraging greater investment by business and industry and land claims groups by promoting joint ventures;
- establishing program priorities and reallocating resources;
- reducing residence and travel costs by offering distance learning courses in communities.



### **Student Financial Assistance**

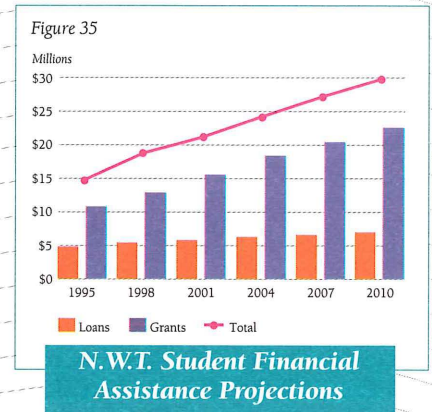
The present budget for Student Financial Assistance is \$13 million. Demand has been going up over the past decade. We expect it will continue to grow in the future.

Based on the projections, loans will grow slightly, but grants will increase dramatically as the growth rate is highest for aboriginal students (Figure 35).

There are a number of options that would let us manage costs in Student Financial Assistance:

- limiting the number of years students may access assistance to four years;
- reducing or eliminating remissions on loans;
- introducing a means test;
- lowering the level of funding available to students;
- providing funding based on success;
- directing Student Financial Assistance towards priority occupations.

To make this program sustainable, there are some difficult decisions to be made. Student Financial Assistance will be examined over the next two years in conjunction with the Income Support Reform.





## STRATEGIC OBJECTIVE #6

### To develop a flexible, comprehensive N.W.T. system of post-secondary learning

*People told us we need to offer a comprehensive range of high quality post-secondary programs in the north.*

*Our overall approach will be to continue to build a northern post-secondary system of learning.*

### Strategies

#### **Community-based Programs**

- Develop more innovative, community-based approaches to program delivery.
- Increase the use of technology to deliver programs through developing information networks for the whole learning system.

#### **Culturally Appropriate Programs**

- Improve language, culture and arts programs in co-operation with communities and aboriginal organizations.
- Support the development and certification of aboriginal instructors who can develop and deliver culturally appropriate programs.

#### **Access**

- Develop programs, such as those based on a learning competency approach, or more part-time programs, to increase flexibility.

- Recognize students' prior learning and experience.
- Continue to provide a range of academic upgrading programs.
- Develop a policy that ensures equitable access for all students to learning.

#### **University Programs**

- Continue to forge strong links with other post-secondary education institutions to increase the number of university transfer and university credit courses available in the N.W.T.
- Develop a strategy for the creation of degree granting institutions in the N.W.T. over the medium to long-term.

#### **Employer-based Programs**

- Develop stronger links between the colleges, business and industry and claimant groups by increasing the involvement of employers and

land claims groups in post-secondary programs, and by expanding the range of employer-based programs to occupations other than trades.

- Develop programs to prepare northerners for public and private sector opportunities arising from division of the N.W.T.

### ***The GNWT as a Model Learning Organization***

- Promote a learning ethic in the GNWT.
- Work with key government departments to clarify, plan, co-ordinate and evaluate learning opportunities.
- Develop Human Resource Development plans for Nunavut and the West in conjunction with the designated organizations.
- Implement the Senior Management Orientation Program.

### ***Science and Technology***

- Increase the emphasis on science and technology, research and development through the amalgamation of the colleges and the Science Institute by expanding the role of the Science Institute.

### ***Standards and Results in the College System***

- Support the college system with policy and legislation, standards, evaluation procedures and a funding formula

that provides for flexibility and accountability; introduce a new act for Public Colleges.

- Ensure transferability of skills within the college system: between the western and eastern colleges before and after division; and with southern institutions.
- Define and develop programs of excellence that are recognized nationally.
- Enhance co-operation between employers and the college to develop occupational standards.
- Develop private training legislation that supports and monitors the delivery of training by private organizations.

### ***Student Services***

- Review the N.W.T. Student Financial Assistance Program to make it sustainable and link it to the Income Support Reform initiative.
- Improve access to public information networks through the development of community information resource centres (Chapter Five).

### ***Expected Outcomes***

- ✓ *More post-secondary learning programs in communities*
- ✓ *More university transfer and credit courses and more employer-based programs*
- ✓ *Increased emphasis on science, technology, research and development*
- ✓ *People with transferable skills*
- ✓ *A sustainable student financial support system*



## CHAPTER TEN

# Building Bridges Between Learning and Work

### Introduction

As we've seen throughout this document, there is a direct relationship between learning and work.

Work might mean a job in the wage economy. It might mean work in the traditional economy: hunting, fishing, trapping, supplemented by seasonal jobs or arts and craft production.

It might mean working at home to care for and educate small children. Or, it might mean starting and running a small business in the community.

Regardless of what we mean by work, the ability of every individual to have choices and some kind of economic stability is linked to learning. What's important is the ability to translate what we have learned into practical skills that we can use to support ourselves.

But we need to build bridges between the learning and work environments. We need ways to cross over the gaps that often exist between them.

In this chapter, we will look at some of the ways we might do this – at the individual level, within the workplace, within the community, and within the larger society.

### Overview

As we have noted already, we are in a world of constant change. Some traditional options are disappearing. New options are opening up.

People have to understand the options before them; they have to set goals; and they have to know what kinds of learning and lifestyle experiences they will need to achieve those goals.

**Individuals** – But often people do not begin thinking about their future until it's almost too late. They take the future for granted.

We have to prepare for our future – and that means planning.

Very few of us can do this kind of personal planning alone. We usually need help. We may need:

- information about the range of work options and about the learning and experience needed for each option;
- an assessment of interests and skills to determine what we are best suited to do;
- help in planning careers so we can get the appropriate education and work experiences;
- various kinds of support to help us achieve our career goals.

Providing these kinds of assistance is one way this department



*The goals and objectives of learning... include a good quality of life, an equitable society and the goal of learning as a valued end in itself.*

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can help build bridges between learning and work for individuals.

**Learning in the Workplace** – Traditionally, Canadian employers have not thought of themselves as educators or trainers. They have looked to schools and colleges to provide them with trained people.

But this attitude is beginning to change in Canada. Today, because of the constant rate of change and the introduction of new approaches and technologies, more employers are beginning to provide training for their employees.

Sometimes, they are doing this themselves. At other times, they are buying training from schools, colleges and consultants. They are turning the workplace into places of learning.

Employers want to make sure that the training they provide is relevant – that it responds to their needs. So they are moving away from off-the-shelf courses to training programs and courses designed specifically to meet their requirements. They want a good product – and they see training as a long term investment that will benefit both themselves and their organizations.

This trend of employers becoming directly involved in providing learning experiences will continue. It is one way that employers can build bridges to their own future.

**Communities** – The community learning network recognizes the community as a place of learning.

To ensure that communities as well as individuals benefit from learning, learning experiences within communities need to link to the economic and employment opportunities available there.

People want to see successful community-based learning models used more often. The *Building and Learning Strategy* is an example of such a model. This is a GNWT Strategy that takes advantage of capital construction projects (sponsored by the N.W.T. Housing Corporation or the Department of Public Works and Government Services) to provide on-the-job training to community residents. It creates a bridge between the needs people have for skill development and the needs of government to provide housing or other community facilities.

Various other community-based work project models have also been used – for example, the *Workers' Training Initiative* approach, where people have an opportunity to develop job skills, training and lifeskills through work projects.

In smaller communities within the N.W.T., the traditional cottage industries – carving, print-making, arts and crafts and so on – have helped link residents' knowledge and skills to the market-place. Many residents do not want, or cannot find, full-time jobs. They may want to live a traditional lifestyle or they may want to stay at

home to look after children, but need some supplementary income to support that lifestyle. For these people, building bridges means helping them improve their skills to take advantage of the opportunities available in their communities.

Communities need information – about the labour market (the kinds of jobs that will be in demand), about new projects, about how to create jobs, about innovative ways of providing employment at the community level. This kind of information can give communities a much greater ability to plan their future and help their residents take advantage of opportunities.

There also need to be more flexible funding arrangements from the department to regions to support communities.

One of the areas that holds out real promise, especially with the settlement of land claims, is the establishment of small businesses and the formation of local development corporations. Yet it is also an area where there has been limited success in terms of training. The Department of Economic Development and Tourism has done some work in this area. Arctic College has delivered training for boards of directors through TVNC. But these efforts need to continue and expand.

As the Special Committee on the Northern Economy (SCONE) noted, aboriginal people do not have a strong entrepreneurial

tradition. For them to take full advantage of coming economic opportunities, they need entrepreneurial skills and strong business management skills.

**Economic Development and a Northern Workforce** – Every year many jobs open in the N.W.T. and these are often filled by people from southern Canada. Many of these jobs could go to northerners if they have the necessary skills. Learning can play a major role in providing the skills people need and increasing their access to jobs.

We are seeing progress in northern participation in employment. Between 1985 and 1989 employment in the N.W.T. grew by 14 per cent (an increase of more than 2500 jobs).

- In the West, it grew by 10 per cent. The number of jobs held by aboriginal people grew by 33 per cent; the number of jobs held by non-aboriginal people increased by 3 per cent (Figure 36).
- In the East, overall growth was 28 per cent. The number of jobs held by aboriginal people increased by 17 per cent; the number of jobs held by non-aboriginal people increased by 50 per cent (Figure 37).

The settlement of land claims, self government and the Community Transfer Initiative provide potential for more job growth. For example, the creation of Nunavut will mean significant job growth in the east.

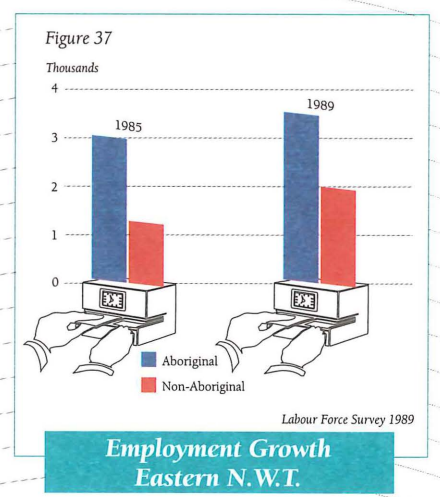
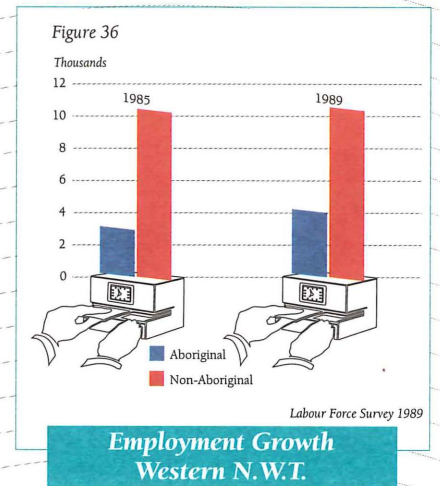
Tourism and mining are other areas with growth potential.

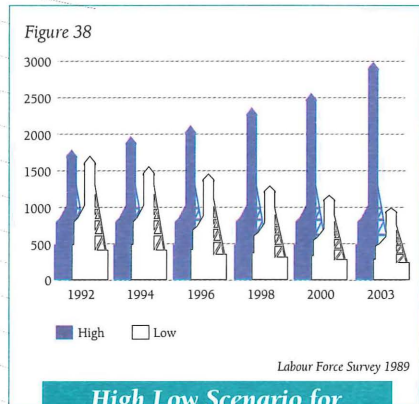
Uncertainty around resource developments makes it difficult to project accurately what the growth in mining might be. Mining is one of the N.W.T.'s largest private sector employers. There are now seven mines operating in the N.W.T.; there are two areas for potential new mines (Izok Lake and Lac de Gras). Over the last decade, however, mining employment declined by about 35 per cent.

We have created two scenarios (Figure 38). The low scenario involves no new mines and a continuing decline in employment of 4 per cent a year and 35 per cent over the ten year period. The high scenario (which might be conservative) is for 5 per cent growth each year – and more than 50 per cent over the ten year projection.

As the department responsible for training, we have to continually monitor economic development and plan with business to ensure northerners are prepared for coming opportunities.

**Planning with Business and Industry** – One of the constant concerns we have heard over the years is that northerners do not get employment from mega projects. While low education levels are obviously a contributing factor, it is also true that we have not been very pro-active. There has been little consistent planning between government and the various





**High Low Scenario for Mining Employment in the N.W.T.**

industries. There has been even less sharing of information, particularly the kind of information needed for training.

We have to actively encourage the involvement of business and industry by promoting joint planning, supporting cost-shared ventures and creating training incentives in selected economic sectors.

**The Benefits to Individuals, Communities and Society** – Both individuals and communities in the N.W.T. benefit from learning and from the development of a northern workforce.

With higher levels of education, more jobs are available to individuals, individuals are able to access more jobs and their incomes increase (Table 5).

**Table 5**  
**The Labour Market of the N.W.T.**

<b>Level of Education</b>	<b>Chance of Having a Job</b>	<b>Type of Jobs</b>
<b>Grade 8 or Less</b> Unemployment is very high.	33%	Clerks, Sales People, Construction Labourers, Truck Drivers, Service Workers, Wait Staff, Food Preparation. <i>Average Pay: \$13,516</i>
<b>Grade 9 - 11</b> Unemployment is high.	53%	Administrators, Clerks, Sales People, Construction Labourers, Truck Drivers, Service Workers. <i>Average Pay: \$21,206</i>
<b>High School Diploma</b> Unemployment is lower than average once you have work experience.	78%	Managers, Administrators, Clerks, Secretaries, Bookkeepers, Service Workers, Sales People. <i>Average Pay: \$28,702</i>
<b>Certificate or Diploma, Trades, College Education</b> Unemployment is low for those with a High School Diploma, Certificate or Diploma. Wages are also higher.	84%	Managers, Administrators, Carpenters, Plumbers, Welders, Secretaries, Bookkeepers, RCMP, Park Wardens, Fire Fighters, Child Care Workers, Language Specialists, Teacher Aides, Community Health Representatives. <i>Average Pay: \$31,810</i>
<b>University Degree</b> Unemployment is very low. Most people not working have chosen not to.	93%	Managers, Teachers, Lawyers, Social Workers, Psychologists, Biologists, Geologists, Engineers, Architects, Doctors, Nurses, Dieticians, Pharmacists, Laboratory Technologists. <i>Average Pay: \$48,434</i>

Census 1991



Communities (and employers) benefit in the following ways. They have:

- more skilled residents;
- lower staff turn-over and a more stable workforce;
- lower recruiting and removal costs;
- the possibility of structuring benefits packages differently;
- improved economies, through more salary dollars remaining in northern communities.

And we have already discussed some long term benefits of learning to society in several of the previous chapters. These include:

- increased earning potential;
- decreased welfare costs;
- lower crime rates; and
- higher worker productivity.

**Improving Effectiveness and Efficiency** – There is an increasingly large number of players in the field of adult learning – and there seems to be a significant amount of overlap. This department, the federal government, the college system, other educational institutions, GNWT departments, aboriginal organizations, Pathways Boards, business and industry, private consultants – all are involved in the training network.

We heard repeatedly about the duplication of services among agencies and the confusion that arises as a result. People become discouraged if they cannot work their way through the system. To create a learning culture, we need

to make it easy for people to access programs.

We need to improve co-ordination among those involved in training. The federal government has indicated it wants to create a one-window approach to labour market training. As a department, we want to actively pursue integration of training programs and we believe some of this can be achieved through the Income Support Reform.

Given the present and future financial situation, sustaining learning in the future means finding more effective, efficient and economical ways to provide training.

### **Managing Costs and Delivering the Strategy**

Arctic College's major growth in funding is from outside the GNWT – employers who buy training for their employees, for example – or land claims groups.

Working in partnership creates new opportunities for joint ventures with business and industry, and claims groups, creating more investment for learning.

Incentives for selected industry sectors provide long-term benefits for adult training. They encourage business and industry to become partners in learning.

The federal and territorial governments offer a range of similar training and employment services. Although integrating

programs and services may not result in significant cost savings, it will improve services.

In the end, the investment in learning to make human resource development sustainable creates savings beyond this department. As people's levels of education increase, they become more self-sufficient, thereby reducing their dependency on transfer payments, such as social assistance. They also become more mobile.

To further develop human resources in the public and private sectors, we will:

- encourage training and learning partnerships among the public and private sector;
- reduce duplication between levels of government by integrating similar services and programs.



## STRATEGIC OBJECTIVE #7

### To ensure a lasting impact from learning and human resource development

*Our overall approach will be to respond to the needs of individuals, employers and communities in ways that ensure the development of a skilled northern workforce.*

#### Strategies

##### **Individuals**

- Provide individuals with access to information, improved career development, counselling and assessment, opportunities to develop basic and advanced skills and work experience so they can create their own futures.

##### **Employers**

- Promote and implement employer-led and employer-based models, like *Building and Learning*, training-on-the-job, co-operative education.
- Work with employers to develop occupational standards.
- Create incentives for selected economic sectors to promote learning opportunities.

##### **Local Communities**

- Provide regions and communities with labour market infor-

mation, and with more regional flexibility for learning and career and employment development programs.

- Expand the use of community-based models, like the *Building and Learning Strategy* or the *Investing in People Strategy*.
- Provide training to support local entrepreneurial and business development including traditional pursuits, cultural industries and development corporations.

##### **A Northern Workforce**

- Establish on-going planning partnerships with business and industry to facilitate learning and clarify roles and responsibilities.
- Develop and use labour market information to identify potential sources of jobs and to develop targets, workplans, programs at local, regional and/or territorial levels.

**Society**

- Review and reform the income support system to shift the emphasis from passive support to investment in learning.
- Promote the long-term benefits of a learning culture and of investment in learning opportunities.

**Effective, Efficient and Economic Programs**

- Establish pilot projects to co-locate federal and territorial government employment and learning centres.
- Reshape income support programs to support more learning activities through the Income Support Reform.

**Expected Outcomes**

- ✓ Better links between learning, the economy, employment planning and society
- ✓ More involvement by business and industry in learning
- ✓ More skilled northerners – with jobs
- ✓ Lower welfare costs, lower crime rates
- ✓ Less duplication



## CHAPTER ELEVEN

### Creating the Community Learning Network

#### Introduction

In Chapter Three, we described what the community learning network looked like at the community level. We saw it had:

- a broad range of learning programs and services;
- a philosophy of lifelong community-based learning;
- a governing body chosen by the community;
- its own administration and staff;
- a regional and territorial support system.

Such an organization must be created. Fortunately, many elements are already in place.

Most communities have a range of learning programs and services, some with their own governing bodies, their own staff and their own budgets (schools, community learning centres, day care centres and so on).

There are also regional support systems: regional school boards, regional staff of the Department of Education, Culture and Employment, Arctic College campuses. And of course, at the territorial level, there are the headquarters which provide on-going support in a variety of areas.

The challenge is to take what presently exists, restructure it to support the vision and concept of a

community learning network and, in some cases, improve on it or add new elements.

In this chapter, we will spell out how this will happen – at the local, regional and territorial level.

#### The Community Level

Before implementing the community learning network, we must first set up a number of pilot projects to test the full implications of the model. Then, after observing and evaluating the results, we can develop a plan to expand the model to other communities.

Three things are required to set up the pilot projects.

First, we need to identify appropriate communities to test the model – different kinds of communities that will help to determine how the model will work in different situations. Thus, there might be three or four communities, some in the East, some in the West, where there are different sets of circumstances and situations.

Second, we need to work out cooperative arrangements with partners – communities, school boards, Arctic College campuses – who are challenged by the possibilities of exploring the full potential of establishing community learning networks.



*Successful and effective action must be built on partnerships.*

*For example, small business acting in isolation may not be able to articulate their long-term needs, but they can when acting as part of a local or sectoral association.*

*Existing learning institutions, acting independently, would be hard pressed to build the interlinked structures of lifelong learning. Coordinating networks are essential.*

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Third, we have to work with our partners to design the pilot projects: determine the results we want to achieve; set up project objectives; identify areas of investigation; develop administrative procedures and reporting relationships; determine time lines; agree on ways of monitoring and evaluating progress and so on.

Many factors must be taken into account in setting up the pilot projects – but one of the most important is time. Division of the territories is on the horizon and, as we will note in the next chapter, most of the work of developing community learning networks will occur between now and 1999. Thus, there must be enough time to test the model and apply the results of the pilot projects to develop community learning networks in other communities.

### **The Regional Level**

As we noted above, there are a number of support systems already in place at the regional level. These include regional school boards and staff, regional superintendents of Education, Culture and Employment, career employment and development officers and Arctic College campuses. Some regions also have regional librarians and regional managers of Language Services.

Most of these support systems are designed to respond to the needs of specific programs at the

community level. But none are designed to support the broad range of programs and services that will be clustered together under the community learning network.

To develop viable support systems at the regional level, the department must work with its partners to carry out functional reviews at the regional level. The basic question: What resources are required at the regional level to support the development and maintenance of community learning networks and how should these resources be organized?

These reviews must consider the expanded coordinating and support mandate of regional bodies. They must also examine the relationships between the region and headquarters to determine existing headquarter support functions that can be better carried out at the regional level.

Organizational changes will follow the reviews.

### **The Territorial Level**

Over the years, the government and/or the department have developed and maintained at the headquarters level various corporate support systems and functions. These include: legislation, policy and evaluation; the financial system; capital planning; information systems; human resource development and communications.

These systems have a dual role. They support the role of the

Minister, the person ultimately accountable for the services in public government, and they facilitate the delivery of services.

Many of these systems were designed at a time when the Government of the Northwest Territories and the department were much more involved in the direct delivery of services. Over the years, as the Minister delegated responsibility, and entered into various partnership arrangements with communities, boards and other groups, the corporate systems were modified to recognize partners' needs.

The development of community learning networks at the local level represents a further – and significant – delegation of ministerial responsibility. Once again, the corporate systems must be modified to take into account the shared responsibilities and mutual accountability of the Minister and the community learning networks.

Here are some of the kinds of modifications that must be made.

**Legislation and Policy** – New or revised legislation or policies will be needed to meet the needs of the new service environment.

For example there will have to be modifications to:

- clarify the powers of the Minister, community learning councils, school boards and regional offices;
- establish certification and training standards for early

childhood educators, teachers, school-community counselors, educational assistants, interpreter-translators;

- mandate the delivery of integrated programs and services among different departments, such as early intervention programs;
- determine levels of service for different programs.

**Finance** – The *Financial Administration Act* governs all financial arrangements within the department. The present financial system – an Accountability Based Budgeting System (ABBS) – is designed to support the present program delivery system.

The community learning network model collects together a broad range of services under one governing body and administration. It requires a financial system and approach that is more flexible than the present ABBS system – and facilitates:

- delegation of more responsibilities and accountability,
- program-based budgeting,
- simplified administration,
- predictability in funding to support better planning,
- block funding,
- increased use of grants rather than contributions.

The department will work on those areas within its control to create the flexibility needed to support the financial management of community learning networks.

**Management Information Systems** – The present information systems have been developed to provide timely and accurate information for the department to carry out its mandate. As we have noted above, the system has been modified to share information with various partners, especially divisional boards of education.

With the creation of community learning networks at the community level will come the development of new administrative systems and decision-making mechanisms. These new organizations will have their own information requirements which may differ in some respects from the requirements of the department as a whole. Thus, we will have to change or modify existing information systems to ensure they meet the needs of local government bodies and administrators. A new information systems strategy, now being developed, will prepare the way for this to happen.

The changes and modifications must:

- identify the common and individual information needs of stakeholders at the local, regional and territorial levels;
- improve access to information among all stakeholders;
- support a coordinated approach to program delivery and facilitate better sharing of information by the various delivery agents (e.g. the

schools, the colleges, the department);

- respect stakeholder needs for confidentiality of information;
- allow for joint planning, development and maintenance of information systems.

**Human Resource Development**

– The new partnership arrangements between the department, regional organizations and community learning networks will have an impact on staff at all three levels. There will be some changes in reporting relationships. There will be a need to redefine roles and responsibilities. There may be changes in how people are hired, and the kinds of competencies they may need (for example, language requirements).

To ensure that members of governing bodies and staff are able to work well in the new service environment created by community learning networks, they will need initial and on-going orientation and training programs and appropriate learning materials.

In summary, the department, working with its partners, must develop a human resource strategy to ensure that community learning networks, along with the regional and territorial support systems, are appropriately staffed and developed.

**Capital Planning** – The department, in consultation with communities, has developed a capital

forecast for the next five years (Table 6).

As we noted earlier, there is a significant gap between what will be needed and the money likely to be available (Figure 39). This

means we must change the way we provide facilities if we are to manage our capital planning effectively.

The department is currently reviewing the capital plan stand-

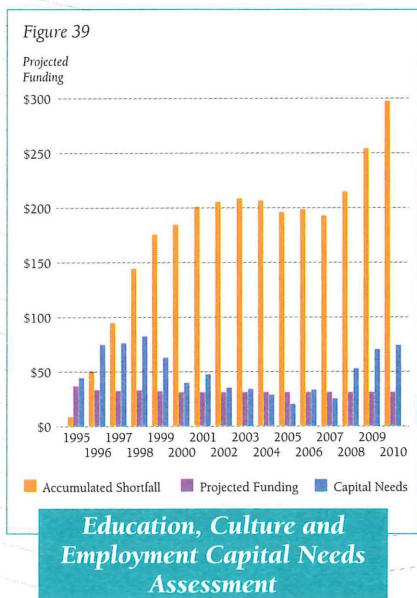


Table 6

**Department of Education, Culture and Employment  
Five Year Capital Forecast by Community**

	95/96	96/97	97/98	98/99	99/00	Future
<b>Baffin Region</b>						
Arctic Bay		○				
Broughton Island	▼ 94/95					○ 2000/01
Cape Dorset	○ 94/95					● 2000/01
Clyde River	○ 94/95	●				
Grise Fiord				○		
Hall Beach				○		
Igloolik	●			○		
Iqaluit	□				○ ○ ● ●	
Lake Harbour		●		○		
Pangnirtung	○					● 2000/01
Pond Inlet	■	●		▼		
Resolute Bay						○ after 2001
Sanikiluaq	○ 94/95					○ after 2001
<b>Keewatin Region</b>						
Arviat			●			
Baker Lake	■		○			
Chesterfield Inlet		○				
Coral Harbour	○ 94/95	■			○	
Rankin Inlet		●	■		● ○	
Repulse Bay					○	
Whale Cove	○ 92/93 ○ Gym 94/95					
<b>Kitikmeot Region</b>						
Cambridge Bay	○	● ■				
Coppermine	● ○				■	
Gjoa Haven			○			
Holman Island	□					○ 2000/01
Pelly Bay				○		
Taloyoak		● ○				
<b>Yellowknife</b>						
Yellowknife	● 94/95			○ ○	□ ■ ○ ○	

● School - New	○ School - Addition/Renovation/Upgrade	▼ Community Learning Centre - Renovation
■ Museum/Cultural Centre - New	■ Library - New	■ Residences/Married and Single - New
□ Museum/Cultural Centre - Renovation/Upgrade	● Arctic College - New Building	○ Arctic College - Renovations
● Community Learning Centre - New		



ards and criteria for its buildings. Changes include:

- a new category for small schools (with 44 students or less);
- clearer criteria to ensure more equity;
- joint use of community library and school library facilities;
- designs that reflect innovation and flexibility, for example residences that can be put to another use when no longer needed;

- new standards for college facilities that reflect their activities more appropriately;
- new standards for student housing.

There are a number of other ways to manage costs in this area:

- increased emphasis on multi-use facilities;
- block funding to regional structures or communities;
- having school boards or other similar bodies manage projects;
- reducing design and administration costs on projects;
- reducing the timeframes for the design of projects;
- minimizing construction delays;
- ensuring that facilities and equipment are maintained effectively at a reasonable cost.

**Evaluation** – The more an organization delegates responsibilities, the more important it is to establish objective ways of evaluating performance.

At the present time, there are some mechanisms in place to evaluate organizational and program performance.

In the schools area, the department conducts periodic reviews of school boards; the boards, in turn, conduct reviews of individual schools. The department participates in a national program to test competencies of 13 and 16 year olds in the areas of math, science, reading and writing. At present, the

**Department of Education, Culture and Employment  
Five Year Capital Forecast by Community (continued)**

	95/96	96/97	97/98	98/99	99/00	Future
<b>Fort Smith Region</b>						
Fort Liard			●	○		
Fort Providence		● ○				
Fort Resolution			●		○	
Fort Simpson	○	▼		■		
Fort Smith	●	□ ○			○	
Hay River	■ ○ ○	●		○		
Jean Marie River	● 94/95					
Kakisa Lake					○	
Lac La Martre					○	● 2000/01
Lutsel K'e				●		
Nahanni Butte						
Rae-Edzo	○					▼ 2000/01
Rae Lakes	● 91/92					
Snare Lake	○ Gym 94/95					
Trout Lake	● 92/93					
Wrigley	● 91/92					
<b>Inuvik Region</b>						
Aklavik	● 93/94			○		
Colville Lake	● 90/91					
Deline	○ 93/94					
Fort Good Hope	○ 93/94				□	
Fort McPherson		○				
Fort Norman	○					
Inuvik	■		○		○ ○	2000/01
Norman Wells	○ 93/94		■		●	
Paulatuk	○					
Sachs Harbour	○ Gym 93/94					
Tsiigehtchic	○ 92/93					
Tuktoyaktuk				○		

● School - New	▼ Community Learning Centre - Renovation
○ School - Addition/Renovation/Upgrade	■ Library - New
■ Museum/Cultural Centre - New	● Residences/Married and Single - New
□ Museum/Cultural Centre - Renovation/Upgrade	● Arctic College - New Building
● Community Learning Centre - New	○ Arctic College - Renovations

department through its *Towards Excellence: Educational Quality Indicators Project* is developing standards and evaluative criteria for measuring program performance in a number of areas, including student achievement.

Program reviews or evaluations are conducted periodically. Recently, for example, the department conducted a review of the apprenticeship program. A review of the library system is presently underway. But more work needs to be done to develop objective evaluation tools (program evaluations, program or systems audits, etc.) to measure performance and ensure accountability.

The creation of community learning networks requires the development of new evaluation tools to measure performance at both a program and systems level. There should be a range of tools, from on-going strategic reviews and evaluations of particular programs or systems to periodic program audits. An essential aspect of the review process, particularly with the development of any new programs, must be periodic feedback sessions with clients and members of the community.

Finally, as we will note in the next chapter, the implementation of the community learning network model must be subject to frequent reviews by the community, to ensure the new organizations provide the kinds of services the community wants.

**Communication** – The development of cooperative partnerships for service delivery requires good communications. Repeatedly we discovered during consultations that people did not know about many of our programs.

It is essential for the department to work with its partners to develop a communication and public relations strategy – one that will help provide effective communication among the partners and will at the same time keep the public informed. It is also imperative for us to celebrate our successes so that people recognize the considerable progress and achievements continually being made in different areas.

### **Managing Costs and Delivering the Strategy**

Resources will be required to carry out the pilot projects at the local community level, conduct the functional reviews and redesign the corporate systems. In future years, funding will be necessary to implement community learning networks across the territories.

We anticipate that most of the required funding will come from within by reallocating monies from other program areas.

## **Summary**

*Creating community learning networks will take a great deal of work – at the local level, in the regions and at headquarters. A flexible environment must be established to allow for adequate experimentation through pilot projects. Meanwhile, a number of projects must be set up with partners, to bring about the desired changes. Among partners there must be a solid commitment, effective communications and a willingness to negotiate.*

*We now turn our attention to the implementation process.*

## **Part Three**

### **IMPLEMENTATION**

*Part Three describes how we will go about making the changes outlined in the preceding pages. It outlines the major tasks, describes a process for making the changes and identifies the required resources.*

TABLE OF CONTENTS



## CHAPTER TWELVE

### Making the Vision a Reality

#### Introduction

This document began with a vision which we used to examine existing programs and services. We noted the changes that had to be made so that programs and services support the vision, and we suggested specific actions needed to do this. We also indicated the results we could expect.

Now, as we come to the end of the document, it is easy to see there is much work to do. In this chapter, we describe, in general terms, what will happen next. We provide:

- a broad framework for implementation, and
- a workplan.

But first a reminder about why we are making the changes.

#### The Benefits of Change

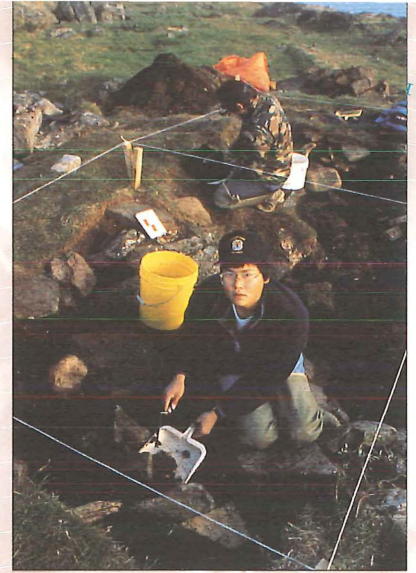
During consultations, people identified areas of programs and services which can be improved or changed. We thought of this a great deal over the last eighteen months as clients, stakeholders and partners talked about the need for change.

As we saw in Chapter One, there are a number of forces that

are changing the way we have traditionally provided programs and services. The increasing needs of the growing population, fiscal restraint, political and social development, technological developments, the changing role of government, the trend towards decentralization – all these forces have created the need for a new approach.

As we discovered when we talked to people across the territories, they too are aware of the need for a new approach. In the midst of change, residents have developed a new vision for programs and services – one in which people at the community level have more control and ownership of programs and services.

This vision, expressed through the development of community learning networks, holds the promise of a more effective and efficient way of providing programs and services to meet the new realities. It is also a more sustainable way of providing programs and services – something we can afford over the longer term.



#### The Implementation Approach

*Throughout this document, the basic approach is to take the vision, expressed in the learning philosophy and organizational structure of the community learning network model – and use it as a guide to examine existing programs and services. The same approach will be used for implementation.*

## Implementing the Strategy: A Broad Framework

### The Major Tasks

There are four major tasks.

- *Retarget and Reshape* – Existing programs and services have to be retargeted to meet the requirements of the vision. Retargeting may also mean shifting resources to create new programs and services. (Most of the work that has to be done is described in Part Two of this document.)
- *Clarify Roles and Responsibilities* – The sharing of responsibilities, the shifting of resources and the development of new partnerships will require a restructuring of roles and responsibilities. The department, along with its partners, will have to carry out functional reviews at the local, regional and territorial level – to clarify who is responsible for carrying out which tasks.
- *Develop Corporate Systems* – As noted in the preceding chapter, we will have to modify existing corporate systems or develop new ones: funding mechanisms, information systems, training programs, administrative procedures, policies, etc.
- *Create the Organizational Structure at the Community Level* – The department must work with communities and partners to set up community

learning networks in a number of communities on a pilot project basis. After an appropriate period of experimentation, it must then review the results of these projects and develop a strategy for introducing the model in communities across the Territories.

### Our Strategic Approach

A number of approaches will guide investment and make existing dollars go further and help pay for most of the initiatives outlined in the preceding pages.

*Investment that gives long-term cost benefits* – Some initiatives require an initial investment but provide long-term savings. Information networks, for example, will enable us to deliver programs and services to people in their home communities. We can recover the initial investment required for the infrastructure through decreased costs for facilities such as residences, through reduced travel costs and so on. Information networks also have benefits beyond this department.

Or we can invest now in prevention and early intervention programs – programs, such as early intervention, where long-term benefits to this department and to society as a whole have been well documented.

*Paying attention to cost-effectiveness* – Extending high school grades in communities has a

positive impact on students, and it is also cost-effective. We will look for other cost-effective measures that do not compromise quality, but that reduce unit costs, such as cost per course or cost per student.

*Implementing a cost-recovery program* – As a department, we produce a significant number of high quality publications and productions, such as school curriculum or television productions. We distribute free publications every year. We can start to charge for these and reinvest the revenue in programs and services.

We also have a number of programs where we could charge user fees.

*Reallocating existing funding* – Where we believe there are benefits from changing our focus, we can reallocate money within the department. For example, we might move some resources from the top end of the school system to allow us to focus on student support – to where we believe the pay-offs will be greater in the long-run.

Another example: as a result of the federal-territorial review of income support, we anticipate there will be reallocation of existing funds – away from passive support to active support (where people receive payments for taking training courses, etc.).

*Reprofiling programs* – We may reshape existing programs to meet a broader need or a more specific

need for a few years – for example, from a general cultural program to an elders’ documentation program.

*Integrating similar programs* – There are a number of similar programs that could be integrated – for example, school and public library programs.

*Multi-use facilities and increasing the efficiency of how we use existing facilities* – All buildings in the future will be multi-use, wherever possible. We will also try to use these buildings as efficiently as possible. For example, schools stand empty for a large part of the year. Even when they are empty, we must continue to heat them. Year round schooling, evening classes and recreational use are options that we can expand.

*Reducing administrative costs* – Giving regions or communities blocks of funding not only provides them the flexibility to allocate resources to their priorities, but it also simplifies administration, making it more efficient and less costly.

Providing people with grants rather than contributions where appropriate has a similar effect. In all programs, we will minimize administration costs.

*Cost-shared arrangements* – New partnerships provide new opportunities to cost-share investment in learning. Encouraging employer participation in learning, for example, means more joint ventures can be undertaken. In this

way, both parties can make efficient use of limited resources.

*National cooperative efforts* – Initiatives such as the Western Provinces Consortium, to develop joint curriculum, and the National Indicators Project sponsored by the Council of Ministers of Education spread the costs of developing programs among a number of partners.

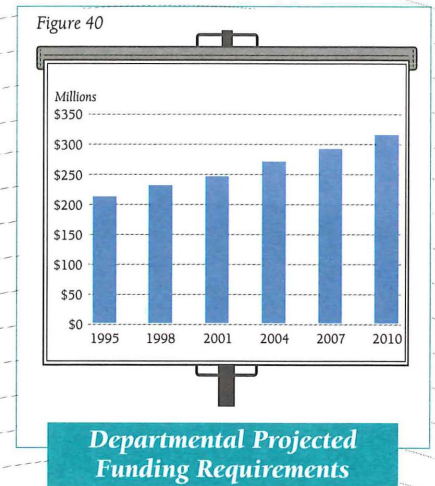
*Increasing the effectiveness of programs and services* – Developing standards and appropriate performance measures for all programs and services lets us determine and improve the effectiveness of programs.

*Promoting networks* – Resources can be shared among communities and groups, thus stretching the dollars we have. The Western Divisional Boards and School Boards Curriculum Committee is an example of networking and sharing resources.

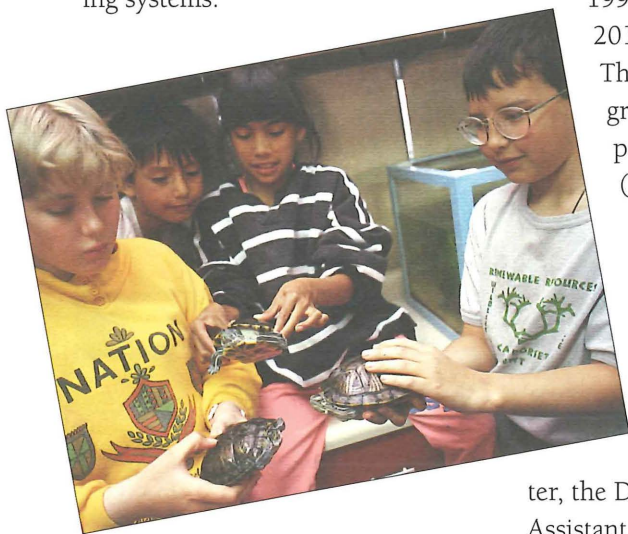
*Lowering levels of service in approved programs* – We may decide there are benefits to lowering the levels of service in some programs in order to raise them in others; or to introduce new programs. We will seek approval for that during review of the operational plan.

### **Projected Funding Requirements**

As we saw earlier, population growth in the N.W.T. over the next 15 years will have a significant impact on education, culture and



employment programs. The increases in school and post-secondary enrolments that we are forecasting will translate directly into increased demands for programs, services and facilities. These realities will have to be accommodated within our evolving systems.



But over the next 15 years, how will we be able to fund the activities we have outlined and meet the challenges ahead?

In preparing this strategy, we consulted with the public and developed a plan to reshape programs and services.

We believe that implementing the changes outlined in this strategy will lead to more efficient and more cost effective programs – making us more able to address our increasing needs.

Since 1989, the department budget has grown by 4 per cent annually, excluding inflation. We

have reviewed the expenditures for education, culture and employment programs and services and have projected expenditures to the year 2010. Over the next 15 years we are forecasting that the funding requirements for the department will increase from \$213 million in 1994-95 to \$316 million in 2010, in constant dollars. This is based on an average growth over the 15 year period of 2.9 per cent (Figure 40).

### **Workplan**

#### **Responsibility and Process**

Under the overall direction of the Minister, the Deputy Minister and Assistant Deputy Ministers will be responsible for implementation. They will meet on a regular basis to set up specific projects, develop objectives, approve workplans, assign resources and monitor results.

Tasks will be carried out in the four major task areas (retargeting, clarifying roles, developing corporate systems, setting up and running pilot projects) simultaneously.

Some changes can be made immediately, others will take a number of months or several years to implement – especially those that must await the findings from the pilot projects.

We will use the normal operational planning process to seek approval from the Legislative Assembly for actions in this strategy and for the required resources.

### **Timeframe**

There is one significant event on the horizon which overshadows all others – division of the N.W.T. and the creation of Nunavut in 1999. Transfer of programs are scheduled to occur at different times. But after 1999, everything within government, including this plan, will have to be re-examined and the new governments will decide the future.

Because of the significance of division, we feel that much of the work must take place over the next five years – in preparation for division – although it may still be possible for aspects of the plan to be implemented after that date.

Therefore, it seems logical to plan implementation of as much of the strategy as possible over the next five years, according to the availability of resources.

### **Tasks and Phases**

Implementation is planned to occur in four distinct phases.

*Phase 1: Short-term Changes and Development (start-up to March 31, 1995)* – During this phase, the department will meet with major stakeholders to review this strategic planning document and



determine the best way to implement it. They will identify changes that can be made immediately and plan for the further development of priority projects.

*Phase 2: Medium-term Development (April 1995 to March 1996)* – During this phase, the department and its partners will complete implementation of short-term objectives and begin implementation of medium-term objectives. Together, we will launch prototypes of the community learning network model in a number of different communities.

*Phase 3: Full Scale Implementation (April 1996 to March 1999)* – During this phase, the department will begin implementation of the community learning network model in other communities. It will also prepare for transition to two territories and examine implications for regional and territorial structures.

*Phase 4: Longer Term Developments (April 1999 and beyond)* - During this phase, there will be continuation and implementation of on-going and new activities and projects.

We have developed an implementation schedule – a summary of the strategies contained in the preceding pages, broken down into specific phases. Some strategies will extend through all phases. In some cases, strategic initiatives may be already underway (Table 7).

**Project Evaluation**

As we have noted, implementation will occur in a number of distinct projects, carried out under the direction of the Deputy Minister and Assistant Deputy Ministers. Each project will have a built-in evaluation process, identified before the project begins. The department will meet with various partners and/or communities to review results and plan modifications for future development.

In addition to individual project reviews, a major review of the whole implementation process will be held at least twice a year – more often if required. In addition to reviewing the results of the various projects, the process will determine future requirements, schedule the priorities and revise the strategic plan to adapt it to changing needs.

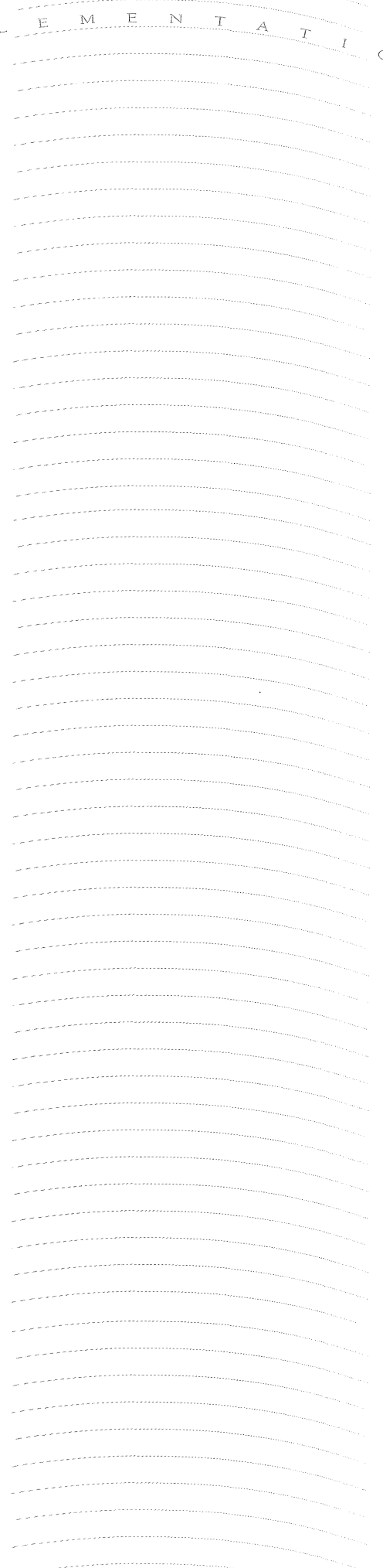


Table 7

**Implementation Schedule**

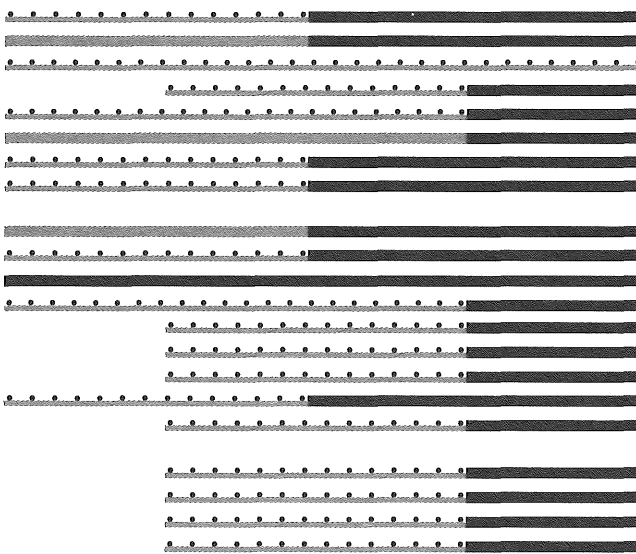
Key	• • • • • development of new initiatives or revisions to existing programs
	▒ implementation/introduction of programs that have already been developed
	▓ maintenance/continuation of programs with on-going monitoring and evaluation as an integral part

**Strategic Objectives**

<b>Phase 1</b>	<b>Phase 2</b>	<b>Phase 3</b>	<b>Phase 4</b>
<b>Present to</b>	<b>April 95 to</b>	<b>April 96 to</b>	<b>April 99</b>
<b>March 95</b>	<b>March 96</b>	<b>March 99</b>	<b>on-going</b>

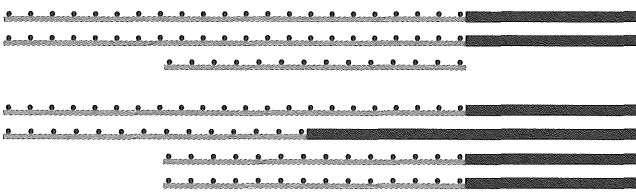
**#1: To improve support for communities to achieve their culture, heritage and language goals**

- distribute cultural funding equitably
- support development of new cultural institutes
- work with Economic Development to combine facilities
- use technology to link smaller communities to heritage information
- develop *Heritage Resources Act* and implement *Heritage Services Policy*
- provide community-level heritage training
- identify projects such as elders' knowledge
- revise job descriptions to recognize traditional knowledge
- implement traditional knowledge policy as it relates to this department
- strengthen links with ED&T on the arts
- promote peer review/minimize administration costs for the arts
- emphasize creativity/strengthen the arts in school programs
- review language services to reflect guidelines
- reprofile resources to the language communities
- develop standards for professional certification of I/Ts
- integrate and coordinate interpreter-translator training
- expand training in aboriginal languages
- transfer language research and development resources to language communities
- base language programming on language plans
- expand the role of the Teaching and Learning Centres
- strengthen the links between the TLCs and the colleges



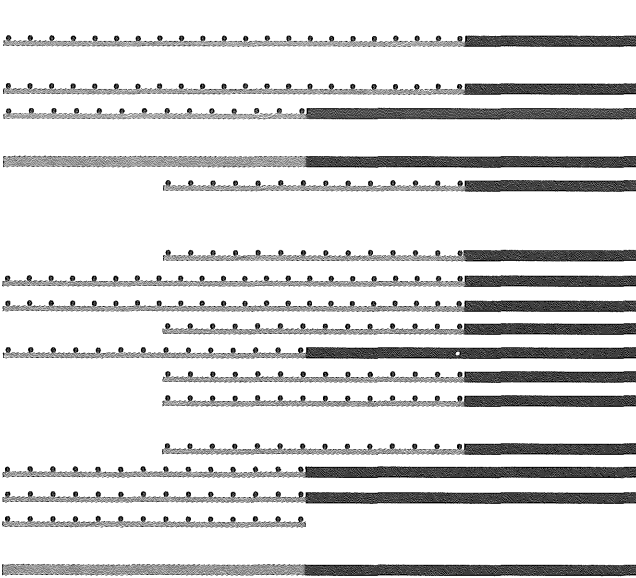
**#2: To provide people in all communities with access to public information networks**

- act as a catalyst to develop information networks/host forum
- work with other departments to build information networks
- conduct pilot projects using satellite technology
- promote the use of technology and act as a resource to deliver programs in innovative ways
- expand the use of interactive TV
- develop computer operating systems in aboriginal languages
- develop a training strategy to support information networks



**#3: To build a comprehensive early childhood learning system**

- integrate child care, early childhood education and parenting programs/revise legislation and policies to reflect the changes
- provide culturally appropriate child development information/promote culture-based programs
- develop program support mechanisms in regions and boards
- encourage programs to become licensed/provide incentives for people to use licensed programs/monitor programs
- develop standards for professional certification for staff
- review the existing training program, develop a community-based, culturally appropriate training program/integrate with teacher training where appropriate
- provide funding for training
- provide for the on-going development of staff
- review and revise operating funding to support high quality programs
- promote parental involvement
- provide parent resource material
- develop and deliver culturally appropriate parenting programs
- provide credits for high school students who work in early childhood programs
- work with other departments to develop a protocol for early intervention
- conduct a needs assessment and plan for early intervention
- provide funding for early intervention pilot projects
- provide a subsidy for families with low incomes whose children need early intervention



**Implementation Schedule**  
(continued)

**Key**

- • • • • development of new initiatives or revisions to existing programs
- ▬ implementation/introduction of programs that have already been developed
- ▬ maintenance/continuation of programs with on-going monitoring and evaluation as an integral part

Strategic Objectives	Phase 1 Present to March 95	Phase 2 April 95 to March 96	Phase 3 April 96 to March 99	Phase 4 April 99 on-going
• provide funding for part-time programs and users of them	▬			
• provide incentives for spaces for infants and children with special needs	▬			
• encourage schools and community learning centres to use community early childhood programs	▬			
• introduce new user subsidies	▬			
• help communities access funding for early childhood projects	▬			
• provide funding for minor renovations	▬			
• develop capital standards for programs in high schools	▬			
• strengthen links with the school system	▬			
<b>#4: To improve student achievement</b>				
• strengthen community control of education through the <i>Education Act</i>	▬			
• promote parental involvement	▬			
• develop and implement Dene Kede and Inuuqatigiti	▬			
• expand the role of the TLCs	▬			
• expand the teacher training strategy to all educational occupations	▬			
• use information networks for curriculum and staff development	▬			
• work with the Western Provinces to develop curriculum	▬			
• incorporate on-going staff development into the teacher training strategy	▬			
• review the principal training program	▬			
• describe the skills students should have in numeracy and literacy	▬			
• develop indicators of student achievement and targets for improvement	▬			
• publish a report describing education	▬			
• clarify roles and responsibilities related to standards and accountability	▬			
• establish links with southern universities	▬			
• develop indicators in subjects other than numeracy and literacy	▬			
• develop action plans related to indicators	▬			
• provide training for staff in conducting research	▬			
• complete the development of indicators	▬			
• publish a detailed account of education	▬			
• use the information to improve planning, decision-making and policy setting in the school system	▬			
• develop and use exemplary programs as demonstration models	▬			
• take part in national assessments	▬			
• develop high school programs in small communities/close large residences	▬			
• use technology to provide a broader range of student programs	▬			
• promote healthy schools	▬			
• review the school funding formula to improve student support	▬			
• develop standards for professional certification of school-community counsellors	▬			
• evaluate the School-Community Counsellor Training Program	▬			
• work with other departments to develop integrated services for children	▬			
• develop pilot projects for integrated services	▬			
• provide programs that link school learning and work experience	▬			
• make school and college programs complementary	▬			
• establish scholarships for excellence for high school students	▬			
• create a career development strategy for the whole learning system	▬			
<b>#5: To improve access for adults to learning and work</b>				
• encourage young people to stay in school	▬			
• analyze and document ABE successes	▬			
• develop a comprehensive strategy for adult basic education	▬			
• implement <i>Investing in People</i>	▬			
• link federal programs to the comprehensive strategy	▬			
• support the certification of all adult instructors	▬			
• develop a policy on equitable access for adults	▬			
• review the approach to financial support for adults in ABE programs	▬			
• implement new user subsidies for child care for students	▬			
• create a career development strategy (see #4)	▬			
• reshape income support programs	▬			
• provide public information on the changes	▬			
• develop a plan to transfer Social Assistance to this department	▬			

**Implementation Schedule**  
(continued)

<b>Key</b>	• • • • •	development of new initiatives or revisions to existing programs
	▨	implementation/introduction of programs that have already been developed
	▬	maintenance/continuation of programs with on-going monitoring and evaluation as an integral part

Strategic Objectives	Phase 1 Present to March 95	Phase 2 April 95 to March 96	Phase 3 April 96 to March 99	Phase 4 April 99 on-going
<b>#6: To develop a flexible, comprehensive system of post-secondary learning</b>				
• develop community-based approaches to program delivery	▨			▬
• develop information networks to support the increased use of technology	•••••			▬
• improve language, culture and arts programs	•••••			▬
• support the development and certification of aboriginal instructors	▨			▬
• develop programs to increase flexibility	▨			▬
• recognize students' prior learning and experience		•••••		▬
• continue to provide a range of upgrading programs	▨			▬
• develop a policy to ensure equitable access for adults		•••••		▬
• continue to forge links with other post-secondary institutions	▨			▬
• develop a strategy to create a degree-granting institution			•••••	▬
• develop stronger links between the colleges, business and industry and land claims groups	▨			▬
• develop programs to prepare northerners for jobs as a result of division of the N.W.T.	•••••			▬
• promote a learning ethic in the GNWT		•••••		▬
• work with other departments to clarify, plan, coordinate and evaluate learning opportunities		•••••		▬
• develop Human Resource Plans for the two new territories	•••••			▬
• implement the Senior Management Training Program	▨			▬
• increase the emphasis on science and technology and research and development	•••••			▬
• support the college system with legislation, policy, funding formula and evaluation mechanisms	▨			▬
• ensure transferability of skills between east and west and north and south	▨			▬
• define and develop programs of excellence	•••••			▬
• enhance cooperation between employers and the colleges to develop occupational standards	•••••			▬
• develop private training legislation		•••••		▬
• review the Student Financial Assistance Program/link to Income Support Reform	•••••			▬
• improve access to information through community information networks	•••••			▬
<b>#7: To ensure a lasting impact from learning and human resource development</b>				
• provide individuals with information so they can create their own futures	•••••			▬
• promote and develop employer-led and employer-based learning models	▨			▬
• work with employers to develop occupational standards	•••••			▬
• create training incentives for selected economic sectors		•••••		▬
• provide regions and communities with labour market information and flexibility	•••••			▬
• expand the use of community-based models	▨			▬
• provide training to support local business development		•••••		▬
• establish on-going planning partnerships with business and industry	▨			▬
• develop and use labour market information to plan	•••••			▬
• review and reform the income support system	•••••			▬
• promote a learning culture and investment in learning	•••••			▬
• establish pilot projects to co-locate federal and territorial programs	•••••			▬
<b>Creating the Community Learning Network</b>				
• establish pilot projects	•••••			▬
• conduct functional reviews at regional and territorial levels	•••••			▬
• reshape existing programs	•••••			▬
• redesign corporate support systems	•••••			▬
• develop community learning networks in remaining communities		•••••		▬

## Conclusion

We began this project eighteen months ago – by asking people all across the Northwest Territories about their vision for education, culture and employment programs.

We translated their vision into a new model – the community learning network. The model is built on the philosophy of lifelong community learning and it expresses this philosophy through a community controlled organization that gathers together a range of learning programs and services.

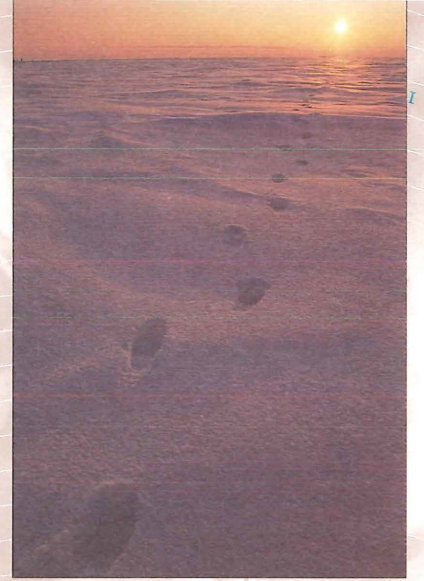
Next, we used this new vision to guide us as we examined

existing programs and services. We noted where changes had to be made, gaps had to be filled, new programs had to be developed.

We concluded with an implementation outline, showing how and when the changes will be made.

There is no doubt, as we move forward with our partners, that we will encounter obstacles. Change will be difficult, there will be some setbacks, and resources will be limited.

But the vision is clear and so is the challenge. We accept it with enthusiasm.





## Appendix A

### Strategic Planning Process

#### The Process

##### Phase One

- Preparation and distribution of public information material
- Input requested from public, partners and staff
- Preparation and distribution of *Towards a Strategy to 2010: A Discussion Paper*
- Presentation to N.W.T. Legislative Assembly

##### Phase Two

- Comments requested from public, partners and staff
- Focus groups held
- Consultation discussions with specific interest groups and partners
- Preparation of *People: Our Focus for the Future, A Strategy to 2010*

## Strategic Planning Process

### Submissions

Arctic College Board of Governors, Yellowknife	Barbara J.L. Oram, Yellowknife
Barbara Bilodeau, Yellowknife (3 submissions)	Karen Stauffer, Fort Simpson
Canada Employment and Immigration Commission (now Human Resource Development Canada)	Status of Women Council of the N.W.T.
Dene Cultural Institute	Tuktoyaktuk Community Education Council
Fédération Franco-TéNOise	Tsiigehtchic Charter Community (Arctic Red River)
Hay River Ministerial Association	Yellowknife Education District No. 1
Keewatin Inuit Association, Rankin Inlet, Youth Representatives	Yellowknife Public Library Advisory Board (2 submissions)
Lesley Knight, Yellowknife	Department of Economic Development and Tourism
Melaw Community Childcare Centre, Fort Simpson	Department of Justice
Metis Local, Rae-Edzo Local #64	Department of Municipal and Community Affairs
Metis Nation	Department of Personnel
Northern Students' Association, Edmonton	Department of Social Services
N.W.T. Apprenticeship and Trade Certification Board	Office of the Government Leader, Special Advisor to the Minister Responsible for the Status of Women
N.W.T. Arts Council	
N.W.T. Association of Municipalities	
N.W.T. Centennial Library, Hay River	
N.W.T. Literacy Council	
N.W.T. Teachers' Association	
N.W.T. Tourism Training Group (on behalf of the Tourism Association of the N.W.T.)	



## Strategic Planning Process

### Focus Groups

***Culture, Heritage and Language, Inuvik, March 22 & 23, 1994***

George Blondin, Deline  
 Albert Canadien, Yellowknife  
 Cathy Cockney, Inuvialuit Social Development Program  
 Jane Dragon, Fort Smith  
 Phil Howard, Edmonton  
 Florence Kataoyak, Holman  
 Andy Norwegian, Fort Simpson  
 Sue Rose, Inuvik  
 Steve Rowan, Fort Simpson  
 Marlene Semsch, Fort Smith  
 Bob Simpson, Gwich'in Tribal Council  
 Helen Sullivan, Inuvik  
 Sydney O'Sullivan, Fort Smith  
 Chuck Williams, South Slave

***Culture, Heritage and Language, Cambridge Bay, April 12 & 13, 1994***

Miriam Agglukkaq, Gjoa Haven  
 Harry Aknavigak, Cambridge Bay  
 Janet Armstrong, Iqaluit  
 Albert Canadien, Yellowknife  
 Ron Cleary, Yellowknife  
 Elijah Erkloo, Pond Inlet  
 Rhoda Karetak, Rankin Inlet  
 Rassi Nashalik, Yellowknife  
 Susan Sammons, Iqaluit  
 Lillian Simik, Chesterfield Inlet

Jim Shirley, Rankin Inlet  
 Tom Thompson, Rankin Inlet

***Education and Training for Adults, Inuvik, March 24 & 25, 1994***

Grace Blake, Arctic Red River  
 Bill Crossman, Arctic College  
 Glenys Dawson, Yellowknife  
 Otti deKock, Inuvik  
 Nadine Lennie, Inuvik  
 Keir Madsen, Yellowknife  
 Bernice Mandeville, Hay River  
 Rosemary Mercredi, Yellowknife  
 Sydney O'Sullivan, Fort Smith  
 Margaret Purdy, Yellowknife  
 Bob Simpson, Gwich'in Tribal Council  
 Helen Sullivan, Inuvik  
 Marja van Nieuwenhuyzen, Inuvik

***Education and Training for Adults, Cambridge Bay, April 14 & 15, 1994***

Leona Agglukkaq, Cambridge Bay  
 Harry Aknavigak, Cambridge Bay  
 Janet Armstrong, Iqaluit  
 Lazarus Arreak, Iqaluit  
 Carl Isnor, Cambridge Bay  
 Ceporah Kilabuk, Iqaluit  
 Bertha Kunilusie, Broughton Island  
 Lillian Simik, Chesterfield Inlet  
 Tom Thompson, Rankin Inlet

***Student Forum on Education, Yellowknife, April 11-15, 1994***

David Koochieajuk, Quqqalik School, Lake Harbour  
 Melinda Kilabuk, Inukshuk Secondary School, Iqaluit  
 Gerry Panigoniak, Qiqitliq School, Arviat  
 Shawna Tatty, Maani Ulujuk School, Rankin Inlet  
 Rene Lamothe, Thomas Simpson School, Fort Simpson  
 Dolphus Nitsiza, Chief Jimmy Bruneau School, Rae-Edzo  
 Lisa Mackenzie, Chief Jimmy Bruneau School, Rae-Edzo  
 Alistair Hill, P.W. Kaeser Secondary School, Fort Smith  
 Cory Strang, Diamond Jenness Secondary School, Hay River  
 Kendra Gee, Sir John Franklin High School, Yellowknife  
 Jason Rasch, St. Patrick's High School, Yellowknife  
 Amanda Niptanatiak, Kugluktuk School, Coppermine  
 Amos Ekpakohak, Ilihakvik School, Cambridge Bay  
 Johanna Kenny, ̣ehtseo Ayah School, Deline  
 Brad Firth, Samuel Hearne Secondary School, Inuvik

**Nunavut School Boards Meeting,  
February 9, 1994**

- |  |  |  |
|--|--|--|
| <p>Patsy Owljoot, Chairperson,<br/>Keewatin Divisional Board of<br/>Education</p> <p>Peter Kritaqlikuk, Trustee</p> <p>Sandy Kusugak, Trustee</p> <p>Annie Napayuuq, Trustee</p> <p>Fraser Hope, Director</p> <p>Joe Enook, Chairperson, Baffin<br/>Divisional Board of Education</p> <p>Joe Atagutaluq, Trustee</p> <p>Levi Barnabus, Trustee</p> <p>David Kamaniq, Trustee</p> <p>Cathy McGregor, Director</p> <p>Dennis Lyall, Chairperson,<br/>Kitikmeot Divisional Board of<br/>Education</p> <p>George Porter, Trustee</p> <p>Kane Tologanak, Trustee</p> <p>Tom Stewart, Director</p> <p>Mike Shouldice, Vice President,<br/>Arctic College</p> <p>Greg Welch, President, Arctic<br/>College East</p> <p>Paul Kaludjak, Mayor of Rankin<br/>Inlet</p> <p>Jose Kusugak, Nunavut<br/>Implementation Training<br/>Committee</p> <p>Raymond Ningocheak, 2nd Vice<br/>President, Nunavut Tungavik<br/>Inc.</p> | <p>Bernadette Makpah, Sec. Treasurer,<br/>Nunavut Tungavik Inc.</p> <p>Richard Nerysoo, Minister of<br/>Education, Culture and<br/>Employment</p> <p>Hal Gerein, Deputy Minister of<br/>Education, Culture and<br/>Employment</p> <p>Eric Colbourne, Assistant Deputy<br/>Minister, Educational<br/>Development, Education,<br/>Culture and Employment</p> <p><b>Schooling, Fort Smith,<br/>March 24 &amp; 25, 1994</b></p> <p>Dennis Crane, Yellowknife<br/>Education District #2</p> <p>Don Kindt, Yellowknife Education<br/>District #2</p> <p>Wendy Bisaro, Yellowknife<br/>Education District #1</p> <p>Terry Keefe, Yellowknife Education<br/>District #1</p> <p>Barry Clarkson, Sahtu Divisional<br/>Board of Education</p> <p>Helen Squirrel, Sahtu Divisional<br/>Board of Education</p> <p>Jim Martin, Dogrib Divisional<br/>Board of Education</p> <p>John B. Zoe, Dogrib Divisional<br/>Board of Education</p> <p>Phyllis Crosson, South Slave<br/>Divisional Board of Education</p> <p>Bill Mawdsley, South Slave<br/>Divisional Board of Education</p> | <p>Bryce Knutsen, Deh Cho<br/>Divisional Board of Education</p> <p>Laura Giroux, Deh Cho Divisional<br/>Board of Education</p> <p>Jackie Nogasak, Beaufort-Delta<br/>Divisional Board of Education</p> <p>Pauline Gordon, Beaufort-Delta<br/>Divisional Board of Education</p> <p>Eric Colbourne, ADM, Educational<br/>Development, Education,<br/>Culture and Employment</p> <p>Brian Menton, Director,<br/>Curriculum Services, Education,<br/>Culture and Employment</p> <p>Helen Balanoff, Coordinator,<br/>Strategic Planning, Education,<br/>Culture and Employment</p> <p>Gail Joyce, Director, Policy and<br/>Evaluation, Education, Culture<br/>and Employment</p> <p>Jerry MacNeil, Facilitator,<br/>Executive Director, Manitoba<br/>Association of School Trustees</p> |
|--|--|--|

## Strategic Planning Process

### Consultation Meetings & Presentations

#### **Directors of Regional Operations - GNWT**

- Ken MacRury, Baffin
- Mary Wilman, Baffin
- Roger Connelly, Inuvik
- Nick Carter, Kitikmeot
- Thomas Sammurtok, Keewatin
- Don Ellis, Fort Smith
- Bob Richardson, Rae-Edzo

#### **Directors, Divisional Boards of Education/School Boards**

- Tim Costigan, Beaufort-Delta
- Mike Campbell, Sahtu
- Jim Martin, Dogrib
- Jack Orchard, South Slave
- Bryce Knutsen, Deh Cho
- Cathy McGregor, Baffin
- Fraser Hope, Keewatin
- Tom Stewart, Kitikmeot
- Terry Keefe, YK Education District #1
- Loretta Foley, YK Catholic School Board

#### **Committee of the Whole, Legislative Assembly**

#### **Dene Cultural Institute**

- Joanne Barnaby

#### **GNWT Human Resource Specialists**

- Evelyn Dean, FMBS
- Pertice Moffitt, Health
- Bev Nicholson, Workers' Compensation Board
- Sharon Petrisor, Economic Development and Tourism
- Pat Yasinowski, Transportation
- Tom Williams, Personnel
- Elaine Woodward, N.W.T. Housing Corporation

- Anita Sakayi'kn, FMBS
- Barbara Guy, Education, Culture and Employment

#### **N.W.T. Construction Association**

- Richard Bushey

#### **Arctic College Board of Governors**

- Joanne Deneron
- Steve Richards
- Leonie Duffy
- Bob Simpson
- Leona Aglukkaq
- Margaret Thom
- Roger Vail
- Melinda Tatty
- Jan Lodge

#### **N.W.T. Tourism Industry Association**

- Graham Mann

#### **N.W.T. Tourism Training Group**

- Hilary Jones

#### **Human Resource Development Canada**

- Wayne Balanoff
- Dale Dean
- Norma Dean
- Jeff Titterington
- Patti Szkwarok

#### **Managers, GNWT, Dogrib Region**

- Kirby Marshall, Economic Development and Tourism
- Len Hedberg, Renewable Resources
- Murray Armstrong, Social Services
- Bob Richardson, Area Director

- Jim Fennell, North Slave District Office, N.W.T. Housing Corporation
- Louise Filatre, Mackenzie Regional Health

#### **Northwest Territories Teachers' Association**

- Jim Gilbert
- Blake Lyons

#### **N.W.T. Language Commissioner's Office**

- Betty Harnum
- Benoit Boutin

#### **Senior Managers' Committee, Baffin**

- Ainak Korgak, Executive Assistant, B.R.H.B.
- Greg Welch, President, Arctic College East
- Frank Gilmore, Director, Personnel Services, B.R.H.B.
- Mary Wilman, Assistant Regional Director
- Doug Sage, Superintendent, Social Services
- Stuart Kennedy, Regional Engineer, DPW&S
- Beverley Brown, Territorial Court Judge, Justice
- Ian Rose, Strategic Planner, Arctic College East
- Joyce Foreman, Executive Director, Baffin Regional Hospital
- Jane Aupaluqtuq, A/Superintendent, Personnel
- Eva Adams Klassen, Arts & Craft Supervisor, ED&T
- Bob Cook, Manager, Young Offenders

- Martin Hanly, Asst. Superintendent, MACA
- Jim Noble, Superintendent, Renewable Resources
- Ken MacRury, Regional Director, Executive
- Catherine McGregor, Director, BDBE
- Dave Wilman, Campus Director, Arctic College, Nunatta
- Patricia O'Lien, Regional Nursing Officer, B.R.H.B.

*Facilitators*

- Janet Armstrong, Superintendent, Education, Culture and Employment
- Alison Rogan, Labour Market Analyst, Education, Culture and Employment, Yellowknife
- Tom Demcheson, Coordinator, PSCTP, Education, Culture and Employment
- Paul Taylor, Coordinator, Career Development, Education, Culture and Employment

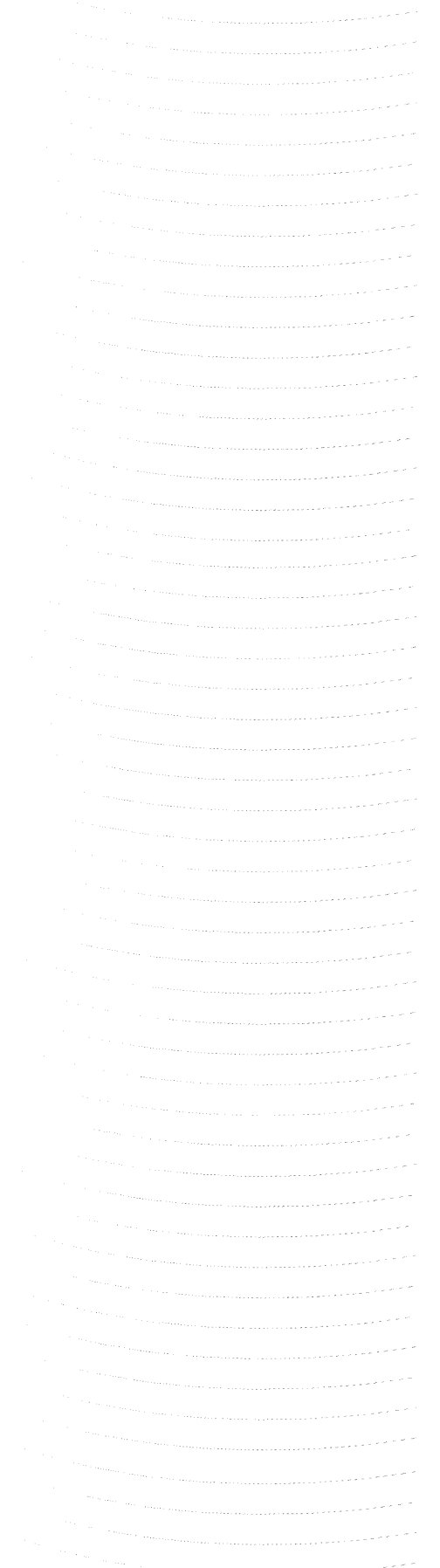
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Education, Culture and Employment