

***Northern Education and Training
Systems for Inuit:
A Strategic Analysis***

***Prepared for the
Royal Commission on Aboriginal
Peoples***

***Submitted by:
Atii Training Inc.***

December 1993

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EXECUTIVE SUMMARY

INTRODUCTION

This report provides an assessment of Northern Education and Training systems with regard as to how well they have prepared Inuit for the out-comes of land claims and self-government negotiations. It also offers an overview of the social, economic and historic context in which these systems operate, as well as a description of those systems in the Northwest Territories, Northern Labrador, and Northern Quebec. In addition, the report identifies the strategic issues within those systems in relation to the Inuit community and the factors associated with those issues. It considers the systems from the pre-school to post-secondary education and vocational training and adult education levels.

The report was commissioned by the Royal Commission on Aboriginal Peoples, from ATII Training Inc. The Universal Management Group assisted ATII with the data gathering and preparation of the report. Despite the limitations faced by the authors of the report (mainly those of limited resources, both financial and of time) and in addition to providing a current overview of education and training systems in relation to Canada's Inuit community, the report takes on added importance in view of the significant direct link between education and training and the achievement of successful outcomes of land claims and self-government. The timeliness of the report is emphasized by the recent signing of the Nunavut agreement and the continued negotiation of other land claim and self-government agreements by Inuit in different regions of Canada.

METHODOLOGY

Data gathering was primarily by document review, although all efforts were made within the limits of the resources available to gather data directly from the Inuit community and other persons knowledgeable about Northern education and training systems. These methods included working with Northern researchers, organizing community forums, conducting interviews with key persons, and broadcasting a television radio phone-in in Inuktitut to all regions of concern to this report and transcribing and translating the discussion.

FINDINGS

The review of Inuit economic conditions established that the Inuit community is severely disadvantaged economically. Due primarily to very low educational levels attained by Inuit (the vast majority not having graduated high school) members of this community have very limited access to the Northern wage economy. The majority of jobs, particularly the higher paying ones, are occupied by non-aboriginal persons who have migrated to the North. In addition, most jobs were found to be located in the larger Northern communities, whilst the majority of Inuit live in the smaller communities. These two factors have led to very high rates of Inuit unemployment. The harsh economic conditions in combination with the rapid and profound recent changes experienced in Inuit life-style have resulted in a range of serious social problems within many Inuit communities. The adverse social and economic conditions represent one serious impediment to the successful participation of Inuit in Northern education and training systems.

However, the economic and social conditions were not found to be the only barriers to successful Inuit participation in Northern education and training systems. For example, the

incorporation of Inuit cultural values into the systems was found to be lacking at most levels within the systems. One reason for this is that Inuit are significantly under represented in the staffing of education and training systems in relation to their proportion within the general Northern population. In addition, most Inuit educators within the systems are not in positions of leadership or in the teaching of senior grades. Inuit students consequently lack role models for these positions. Compounding these problems is the apparent lack of effective two-way communication over the goals of education at the school level between parents and educators. This has resulted in low levels of community support for the educational system.

STRATEGIC ISSUES

Strategic issues identified in the report include:

The need to establish more early childhood programs and increase Inuit access to them,

The need to significantly increase school success in graduating more Inuit students and reduce the numbers who leave school early,

The need to significantly increase Inuit participation in post-secondary and adult education and training programs

The need to increase resources available for Inuit to access Adult Basic Education programs.

Key factors associated with these issues included: The need to enhance Inuit participation in the effective governance of schools and to increase the number of Inuit educators in the systems (especially at the senior and administrative levels) and to effectively link education and training systems to economic development planning in a model that permits culturally appropriate and sustainable human resource development for the Inuit community. Such a link would take into consideration the need to provide effective training in traditional skills.

CONCLUSION

The report concludes that Northern education and training systems have not prepared Inuit adequately for their successful participation in the outcomes of land claim and self-government agreements. The generally low levels of Inuit educational attainment, resulting in some significant measure from their experience in these systems, have not permitted the establishment of a large cadre of Inuit with broad ranging management and policy making skills and experience. The lack of such a cadre can at best be seen as a severe handicap in the development of institutions of self-government that will truly be reflective of Inuit culture.

The report does find that in some regions such as the Northwest Territories, educational authorities have moved in recent years to improve the systems. For example, access is being improved to high school education, a post-secondary institute of education has been established, school governance is being decentralized, and attempts are now being made to train larger numbers of Inuit teachers and introduce an Inuit curriculum. However, the attempts are late in the day. Major challenges face the Inuit community in their efforts to

define and attain appropriate educational goals and the time in which to do this is limited if full advantage is to be taken of the Nunavut and other pending land claim and self-government agreements.

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1.0 INTRODUCTION

1.1 Background

This report was commissioned by the Royal Commission on Aboriginal Peoples from Atii Training Inc. Atii was incorporated as a coordinating group for Inuit organizations in 1987 to address training needs in those organizations. In turn, Atii contracted the Universal Management Group, an incorporated Montreal consulting company with considerable experience in working on projects with Canadian aboriginal peoples and in evaluating education and training programs. Universal Management has assisted Atii with data gathering and with the preparation of the final report.

1.2 Purpose and Scope

The purposes of this report are:

- 1) To describe the present education and training systems in the Northwest Territories, Northern Quebec and Northern Labrador as they relate to Inuit, and the socio-economic context in which those systems function.
- 2) To assess Northern education and training systems in relation to their adequacy in preparing Inuit for employment and the outcomes of land claim and self-government agreements.
- 3) To identify key strategic issues, associated factors, and barriers within Northern educational and training systems in relation to the preparation of Inuit for employment and the outcomes of land claim and self-government agreements.

The education and training systems examined for this report encompass day care, grades K-12, and post-secondary, vocational, professional, and adult education and training. Atii was requested to investigate these systems in Northern Labrador, Nunavut (Northern Quebec), and the Northwest Territories encompassing both the regions of Nunavut (Eastern and Central Arctic) and the Mackenzie Delta (Western Arctic).

1.3 Method

A Reference Committee, representative of the regions under study, the Inuit community, and those knowledgeable about Northern education and training systems

was formed to guide the project through its major phases and to review project outputs at various strategic points. A research framework identifying major research issues, questions, and data sources was prepared and reviewed by the reference committee. A list of Reference Committee members is found in Appendix I.

Data were gathered for the report in four principal ways in order to satisfy two main concerns of project workers: (1) that this report include a variety of data sources so as to permit cross-referencing of data and improved reliability, and (2) that the report reflect as fairly as possible the variety of views held within the Inuit community and by others involved in providing Northern education and training to the community.

Data were gathered by the following methods:

1. **Collection of data by Regional Researchers:** Northern researchers were contracted to make direct contact with the offices of government, public institutions, and other organizations in order to identify and collect documents containing information about Northern education and training systems. A bibliography of the documents identified through this process is found in Appendix II. The names of the researchers who assisted on the project are found in Appendix III.
2. **Community Forums:** Three community forums were conducted, one each in Nain, Kuujjuak, and Iqaluit. Three unsuccessful attempts were made to hold a fourth community forum in Inuvik. The forum here failed to arise sufficient interest to draw participants. However, input was gained from the region by way of written submissions from the Inuvialuit Regional Corporation. The forums provided an opportunity for Northern people to express, in person, their views on the educational and training system. The list of names of forum participants is found in Appendix IV.

A discussion paper was prepared to provide background information to all forum participants. It contained a series of questions designed to promote active reflection on the issues raised. A copy of both English and Inuktitut versions of the discussion paper is found in Appendix V.

3. **Interview of Key Respondents:** Interviews with selected aboriginal and non-aboriginal people knowledgeable about Northern education and training systems were carried out, principally by telephone. A list of persons interviewed is found in Appendix VI.
4. **Television phone-in:** A two-hour television phone-in session covering the main issues of this report was broadcast in Inuktitut by the Inuit Broadcasting Corporation. The program was telecast simultaneously to all regions under study. A transcript of the phone calls made to the program was prepared and translated into English.

To prepare this final report, a review was made of all documents identified, of notes made from interviews and of issues raised at community forums and from the transcript of the TV phone-in calls. All input was reviewed in relation to the issues and questions identified in the research framework. The report represents a synthesis of that review.

1.4 Importance and Urgency of this Report

Those persons interviewed for this report and who participated in the community forums were in agreement that successful outcomes of the land claim agreements and Inuit self-government were directly linked to the quality of the education and training received by Inuit and their access to it. The importance and nature of that link is also addressed directly in such documents as the Nunavik Educational Task Force Report (1992).

Essentially two major roles for the education and training systems in the process of Inuit self-determination were identified from these sources.

The most obvious, but nevertheless critical, role was for the systems to educate and train Inuit in such a way that would permit their full participation in the policy making, management and operation of the administrative, cultural, economic, and other institutions developed as a result of agreements negotiated on land claims and self-government. All those contacted in relation to this study believed that the education and training systems has a significant role to play in developing the required Inuit leadership, and political and management skills, and vision for effective administration of land claims and the development of self-government.

Secondly, the education and training system is seen as having a key role to play in producing a society of self-empowered individuals who have the skills necessary to participate fully in both the wage and/or traditional economy as they so choose. Such individuals must, in addition, attain the skills necessary to meet their civic responsibilities as well as those skills necessary to lead a satisfactory cultural, economic and social life.

The importance of education in relation to self-government was clearly stated in a 1985 Makivik report quoted in the Nunavik Educational Task Force on Education report:

"Lack of education and training have severe consequences for economic and social development of Inuit and for Inuit goals towards greater self-reliance and self-determination.... Education also holds the key to the success of any further self-government structures for northern Quebec. Without an educated and

disciplined leadership, these future self-government structures, once achieved, will not function effectively" (p7).

The urgency of this report is underlined by the recent signing of the Nunavut land claim and agreement to establish self-government for that region. This represents an historic milestone in the history of Canada and the Inuit community. It also brings into sharp focus the major demands placed on various Northern educational and training systems to ensure that Inuit are equipped to derive full benefit from the agreements. The time frame of the Nunavut agreement, which calls for self-government for the region to be introduced by the end of this decade, leaves very little time for the education and training systems to produce adequate numbers of qualified people to implement and develop the institutions of self-government.

To date two other Inuit land claims, the Inuvialuit Settlement and the James Bay Cree and Northern Quebec Agreement have been signed and implemented. Other claims remain outstanding, such as that of the Inuit in Northern Labrador. The experience of the land claims that have already been implemented emphasize the important role of education and training systems in supporting their successful outcome. This experience is important for the successful implementation of the Nunavut, and all Inuit land claims, as well as for the successful development of self-government in all Northern regions.

Despite the limitations of this report referred to in section 1.5, below, and recognized from the outset by project workers, Atii believes that the study has made a valuable contribution on at least two levels:

1. It provides a current overview of the education and training systems relating to Canada's Inuit community in the regions concerned at a time when a desire has been expressed for more sharing of information and resources between Inuit living in different jurisdictions.
2. It identifies a number of strategic issues that require consideration both by the Inuit organizations concerned with the negotiation and implementation of land claims and self-government, and those involved in the provision of education and training to the Inuit community.

1.5 Limitations of this Report

In conducting the study, Atii faced some significant limitations that affect both its scope and depth; it is important to recognize these limitations and to note them here:

1. **Time frame:** The time frame was extremely limited. The study was started at the end of July, 1993. Given the well-known difficulty of contacting people in the North during the month of August, the effective project start date

became September, another month in which it is notoriously difficult to gain the attention of education and training professionals commencing their annual cycle of activities. The report, after an extension of its original deadline was completed in December, 1993. To provide a perspective on this time frame, a comparison is drawn with the Baffin Divisional Board of Education's Special Committee on Inuit Education, whose review of the Baffin Region took over two years to complete; also, the Nunavik Educational Task Force required over two years to review the educational system of that region.

2. **Resources:** The resources allocated to the project did not permit the depth of investigation that Atii would have preferred. For instance, the lack of resources severely curtailed the number of community forums that could be held. Many people pointed out the danger of our considering the small number of communities that were consulted as representative of all Inuit communities of the region. Lack of resources did not permit assisting people to attend forums from other communities. The television phone in show had to be cut from the original plan and budget and only took place thanks to the contribution of the Inuit Broadcasting Corporation.

Again, a comparison is made to the Nunavik Educational Task Force that required \$1 million to complete its review of one region, an amount 25 times greater than that available to this project encompassing several regions.

3. **Secondary Research:** The basis of the report is a review of existing documents rather than on primary research; furthermore, there is a disturbing lack of evaluative reports on Northern education and training systems (see for example The Scone Report, 1989 and the Nunavik Educational Task Force Report 1992).

Efforts to counter over-reliance on secondary sources included the interviews, community forums, and television phone-ins that were built into the study's methodology. While not comprehensive, these efforts provided important direct contacts with community members and helped the team construct a context in which to interpret findings from the document review.

4. **Disparity of Regional Data:** There is a certain unevenness of reporting of regional data due to the wide disparity among regions in the availability of reports pertaining to the education and training systems. Considerably fewer reports were identified that specifically concerned the Western Arctic and Northern Labrador than for the other regions. However, from an assessment of the written submission of the Inuvuiliat Regional Corporation, and commentary from Reference Group members, the issues under consideration in this report do not appear to diverge from those identified for the eastern and central Inuit communities substantively.

1.6 Organization of this Report

This report is divided into four sections including this introduction. Section two identifies key societal factors that exert an influence over northern education and training systems, Section three provides a description of the educational and training systems, and final sections identifies the strategic issues and associated factors within those systems.

2.0 KEY SOCIETAL FACTORS

2.1 Introduction

Education and training systems are influenced by and, in turn, influence the social, political and economic conditions of the society in which they exist. The importance of taking these conditions into account when considering these systems has been summarized in a 1993 brief on factors influencing children's school achievement submitted to the Kativik School Board by Lyn McAlpine of McGill University:

"In fact, the milieu, the social, political and economic context within which schooling exists, has the greatest influence. (Socio-economic status is still the primary indicator of schooling achievement.) Thus, if parents and community do not agree as to the goals of schooling, if parents do not support the requirements of the schooling environment, if learners are frequently absent or late, if the community has not social or economic development that will offer reward to students for completing schooling, if schooling is used as a political tool for whatever ends, the instructor, learner and subject matter cannot overcome these pressures to create a successful learning environment."

(Review of the Report of the Nunavik Educational Task Force
1993, p. 27)

For these reasons, it is essential that any consideration of Northern education and training systems describe the social, economic, and historic contexts in which the systems operate. This section outlines conditions within these contexts in the Inuit communities of the regions studied in this report and considers some of their implications for the northern education and training systems.

2.2 Inuit Demographics

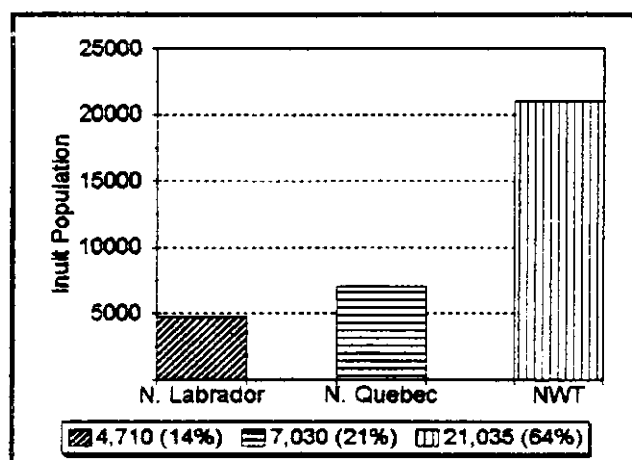
The 1991 Aboriginal Peoples Survey (APS) indicates there are 36,215 Inuit living in all of Canada and 32,775 Inuit living in the regions under consideration in the Royal Commission study. Exhibit 2.1, below, indicates the population statistics for each of these regions.

The majority of Inuit live in small or medium-sized communities. In Northern Labrador, the Inuit population is principally located in 5 northeastern coastal

communities; in Nunavik the population is distributed across 14 communities; and in the NWT, the Inuit dwell in approximately 60 widely dispersed communities.

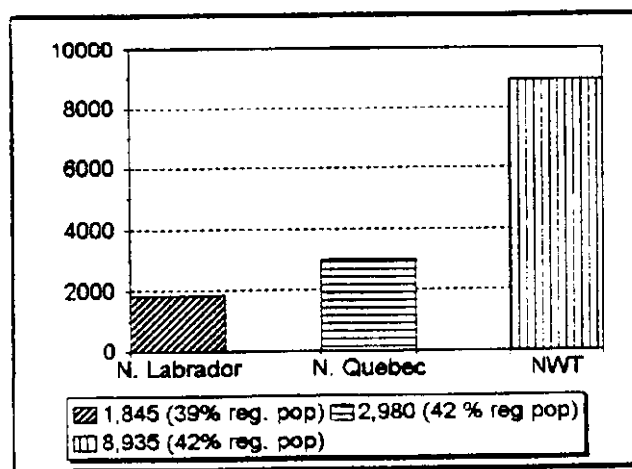
Of particular interest is the number of Inuit aged 15 and under. The total number in this age group for the regions is 13,760, or 41.9% of the total population under consideration. Exhibit 2.2 shows the breakdown of this group in each region. The proportion of young people is virtually identical in all regions. This has important implications for the educational and training systems and for the employment prospects for these youth. Inevitably, even greater pressure will be placed on the job market in the near future. The education and training system will have to increase their capacities significantly during a time of dwindling public resources, particularly when the youth of this generation become parents in their own right.

EXHIBIT 2.1 POPULATION OF THE NORTHERN REGIONS UNDER STUDY



Source: Aboriginal Peoples Survey, 1991

EXHIBIT 2.2 BREAKDOWN OF THE POPULATION OF YOUTH 15 AND UNDER, BY REGION



Source: Aboriginal Peoples Survey, 1991

2.3 Social Context

The 1991 APS provides details on how Inuit view a range of social conditions within their communities. Issues that typically provide insight into the state of a community and that have an impact on its education and training systems include the incidence of suicide, family violence, and sexual, alcohol, and drug abuse. Absolute indicators on the incidence of most of these conditions are notoriously hard to define. The APS reveals the prevalence of these conditions within Inuit communities by surveying the views of community members on these issues. When asked their views about the status of these problems in their communities, Inuit 15 years of age and over responded as shown in Exhibit 2.3.

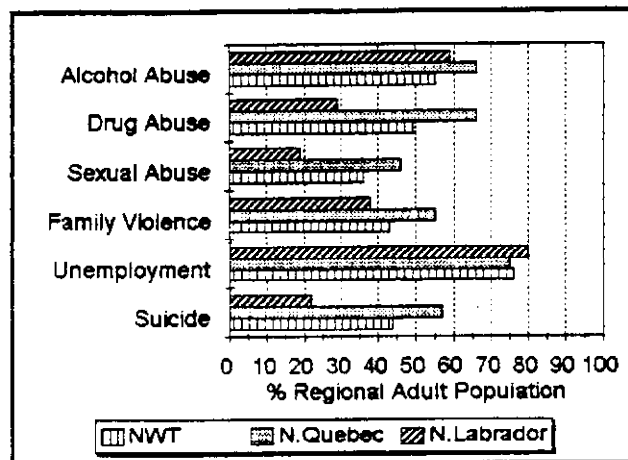
EXHIBIT 2.3 ADULT INUIT PERCEPTIONS OF VARIOUS SOCIAL PROBLEMS WITHIN THEIR COMMUNITIES

Issue	Percentage of Inuit 15 years + who rate this a problem in their community
Alcohol Abuse	58%
Drug Abuse	49%
Family Violence	44%
Suicide	41%
Sexual Abuse	35%
Unemployment	75%

Source: Aboriginal Peoples Survey, 1991

Exhibit 2.4 shows the views of adult Inuit on the same social issues, as reported in the 1991 APS, broken down by the regions.

EXHIBIT 2.4 ADULT PERCEPTIONS OF VARIOUS SOCIAL PROBLEMS WITHIN THEIR COMMUNITIES BY REGION



Exhibits 2.3 and 2.4 show that, although Inuit perception of the various social issues facing their communities varies between regions, their incidence is perceived to be high in all regions. The implications of this for northern educational and training systems is significant. The social environment in which Inuit live does not support successful outcomes of educational and training endeavour.

The 1991 APS also reports the number of people who believe that social problems in aboriginal communities can be overcome by various solutions. The top three solutions suggested for each of the regions are shown in Exhibit 2.5, along with the percentage of adults who said that improved education can help overcome problems found in aboriginal communities.

EXHIBIT 2.5 SOLUTIONS SELECTED BY ADULT INUITS FOR OVERCOMING THE SOCIAL ILLS IN THEIR COMMUNITIES, BY REGION (1991)

A: Northern Labrador:

Solution to Social Problems	Adults Selecting this Solution
More Employment	15%
More Policing	12%
More Counselling Services (other than family counselling)	10%
Improved Education	7%

B: Northern Quebec:

Solution to Social Problems	Adults Selecting this Solution
More Policing	21%
More Employment	17%
More Counselling Services (other than family counselling)	10%
Improved Education	3%

C: Northwest Territories:

Solution to Social Problems	Adults Selecting this Solution
More Community Services	15%
More Employment	13%
More Counselling Services (other than family counselling)	13%
Improved Education	8%

Source: Aboriginal Peoples Survey, 1991

As can be seen from Exhibit 2.5 Inuit in general, do not perceive that improvements in the education system are a priority response to solving the social problems facing their communities.

2.4 Economic Context

The Northern economy continues to be characterized by two main factors:

- (1) the permanent aboriginal population has one of the highest unemployment rates in the country (see Exhibit 2.6), and
- (2) the largely transient non-aboriginal population has possibly the lowest unemployment rate.

The Inuit participation rate in the labour force is also shown in Exhibit 2.6. The unemployment rates only reflect those unemployed who are looking for work. If more Inuit believed it was possible to obtain a job and thus participated in the labour force by looking for one, then the unemployment rates would be correspondingly higher.

EXHIBIT 2.6 UNEMPLOYMENT AND LABOUR FORCE PARTICIPATION RATES AMONG ADULT INUIT, 1991

	Northern Labrador	Nunavik	NWT
Unemployment Rate	32%	16%	26%
Participation Rate	59%	54%	58%

Source: Aboriginal Peoples Survey 1991

A major barrier to aboriginal peoples' participation in the wage economy is the significantly lower level of educational attainment in that population, a point which will be discussed in more detail later in this report. An additional factor is that most wage jobs are found in the larger Northern communities, while the majority of aboriginal peoples, as indicated above, live in medium-sized and small communities.

The economy for aboriginal people is divided into two sectors: The traditional economy (hunting, fishing, trapping, crafts, etc.) and the wage economy. In 1989 in the NWT, sixty-five percent of aboriginal households there obtained at least half of their meat and fish by hunting and fishing.

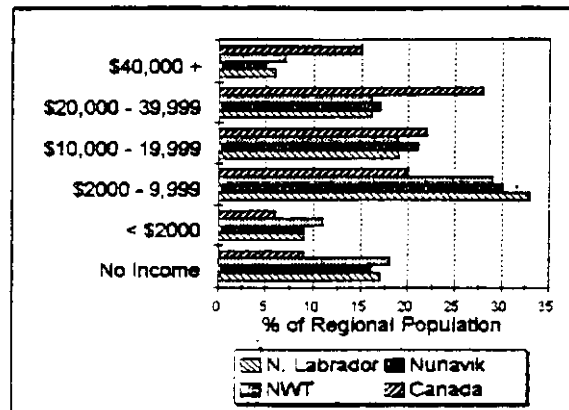
The Northern economies are also characterized by an imbalance between private and public sectors. The main actor in the Northern economies is government at various

levels. For example, in 1987 government employed about 8,700 people in NWT accounting for 46% of all wage employment. In contrast, in the rest of Canada, the percentage of government workers is about 21%. In Nunavik, the private sector accounted for only 10% of all wage jobs, while the public sector provided 68.3% of the available jobs in 1991.

The mining and exploration industry plays an essential role in the economy of the NWT, representing the majority of non-government expenditures. In 1991, the value of metal shipments exported from the Territory was \$4477 million while exploration expenditures increased from \$29.6 million in 1991 to an estimated \$80 million in 1993. Data for 1991 indicates that mining accounted for 17% of the Gross domestic Product and that the sector paid 123 million dollars or 13 % of salaries in the NWT and employed an average of 2,000 individuals across the North.

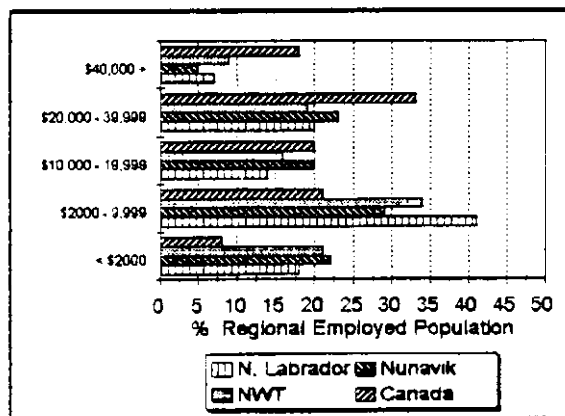
The Inuit population's total income is significantly below the Canadian average in all regions under consideration. Exhibit 2.7 compares the 1991 total income for Inuit in those regions with the Canadian average income for specific income groups. Inuit employment income is shown in Exhibit 2.8.

EXHIBIT 2.7 TOTAL INUIT INCOME



Source: Aboriginal Peoples Survey, 1991

EXHIBIT 2.8 INUIT INCOME FROM EMPLOYMENT



Source: Aboriginal Peoples Survey, 1991

Exhibit 2.9 depicts the barriers to employment reported by those Inuit looking for work in 1990 and 1991.

EXHIBIT 2.9 BARRIERS TO EMPLOYMENT CITED BY ADULT INUIT LOOKING FOR WORK IN 1990 AND 1991, BY REGION

	N. Labrador	N. Quebec	NWT
Few or no jobs in community	78%	73%	70%
Education or work experience did not match available jobs	25%	34%	42%

Source: Aboriginal Peoples Survey, 1991

The implication of the economic context for Inuit in relation to education and training systems is very negative. All economic indicators underline the economic disadvantage that the vast majority of Inuit find themselves in relation to the Canadian population in general, other aboriginal groups in Canada and other ethnic groups within the North. Educational research points to economic disadvantage as an important factor associated with failure in school and early school leaving.

2.5 Inuit Human Resources: Demand and Supply

2.5.1 Demand

Northwest Territories

Currently there is a strong demand for qualified labour in the wage economy in many parts of the NWT. For example, based on the 1989 GNWT's Labour force survey, there were approximately 20,000 filled jobs in the wage section at the time of year when employment was lowest. Of these 20,000 jobs, nearly two-thirds were filled by persons born outside of the NWT.

Demand for labour in the wage economy is strong in four larger centres, but weak in small and medium-sized communities in the NWT. For example, in 1989 small and medium-sized communities of the NWT had 47% of the labour force but only 42% of the employment.

Demand for labour is further created in many communities by attrition of the labour force. For example, every year since 1985 more than 4,000 people leave the NWT to live in other parts of Canada. This has been estimated to represent a probable 1,000 to 2,000 job openings per year.

The demand for labour is strongest for those with higher levels of education. for example, the unemployment rate in 1989 for those with a Grade 12 or 13 education was 4.8% and 89.6% of those with Grade 12 or 13 participated in the labour force. For those with Grade 7 to Grade 9 education, the unemployment rate was 31.4%, with only 60.1% of people with those Grades participating in the labour force.

It is estimated that the establishment of the Nunavut land claim and self-government will create 2,300 jobs in that region between 1992 and 2008. Nine-hundred and thirty of these will be with the new Nunavut government, and 85% of these jobs will require qualifications of from 2 years average to 4 years average post-secondary education. It is further estimated that 126 job openings will be created by the implementation of the Land claim, and 200 jobs will be created by the private sector (Atii, 1993). An unspecified number of jobs will be created by the Federal government in the region and the establishment of various Management Boards under terms of the Nunavut land claim. Studies are presently in progress to estimate the number of jobs the latter will generate.

Projects such as the Beaufort/Delta oil and gas reserves planned to commence in the late 1990's could lead to an estimated annual create of job creation in the western Arctic of from 550 to 600 jobs, especially during the to five year construction phase.

Current estimates indicate that there could be as many as 210,000 person years of employment with estimated employment income of \$8 billion should production decisions be made by major property holders to procede with a range of mining and exploration projects in the Kitikmeot region.

Expanded tourism, renewable resources and the arts and crafts sectors are predicted could create a substantial number of new jobs with support from the government, coops and land claim settlements.

Nunavik

A 1991 Kativik government survey identified 774 permanent full time jobs, 258 permanent part-time jobs, 153 temporary full-time jobs and 114 temporary part-time jobs in Nunavik. The most full-time jobs (210) were found in local administration, Education (150) and cooperatives (92). No current data could be obtained on the ethnic breakdown of who held these jobs.

The two possible projects that could increase the number of jobs available in Nunavik in the short to mid term are the construction of the Falconbridge Mine and the implementation of the Great Whale Hydro Electric project. However, neither projects are confirmed as of yet.

Northern Labrador

Current statistics on the demand for labour on the N. Labrador coast were not available.

The Labrador Inuit Development Corporation is in the process of establishing a quarry near the community of Nain (Ten Mile Bay). An unspecified number of jobs will be generated by this project as the negotiations around the project have yet to be finalized. There is a potential for new jobs to be created if the land claim settlement and self-government agreement is reached. However, no estimates of these jobs are currently available and the claims and agreement is still very much in the negotiation stage.

Under current circumstances, the outlook of traditional sources of employment in the fishery and seal hunting are poor.

2.5.2 Inuit Labour Supply

The supply and qualifications of Inuit labour is shown in Exhibits 2.10 and 2.11.

EXHIBIT 2.10 **SUPPLY & QUALIFICATIONS OF THE INUIT LABOUR FORCE AGE 15-49**

	N. Labrador	N. Quebec	NWT
G8 or less	510 (21%)	1325 (39%)	4475 (44%)
Some Secondary	1045 (43%)	1265 (37%)	3065 (30%)
Some post-secondary	290 (12%)	360 (11%)	1155 (11%)
Certificate or diploma	485 (20%)	375 (11%)	1385 (14%)

Source: Aboriginal Peoples Survey, 1991

EXHIBIT 2.11 **SUPPLY & QUALIFICATIONS OF THE INUIT LABOUR FORCE AGE 50-64**

	N. Labrador	N. Quebec	NWT
G8 or less	245 (66%)	345 (66%)	1165 (83%)
Some Secondary	95 (26%)	-	65 (5%)
Some post-secondary	-	-	60 (26%)
Certificate or diploma	-	-	100 (7%)

Source: Aboriginal Peoples Survey, 1991

The actual total numbers of Inuit holding Secondary School diplomas to date has been estimated from various sources were possible. The authors estimate that in the Northwest Territories less than 600 Inuit and Inuvialuit hold secondary school

diplomas (6% of the 1991 population aged 15 - 49 years old), and in Nunavik the total stands at less than 340 (10% of the 1991 population aged 15 -49 years old).

As referred to earlier, the increase in the Inuit population holds significant implications for the supply of Inuit labour in the future. The growth of working age (15-64 years old) aboriginals in the Central and Eastern Arctic is predicted to be 315 persons per year between 1986 and 2001, and 480 each year for the 2001 and 2016 (DIAND). Overall the Inuit population of the NWT is predicted to increase by 125% between 1986 and 2016. Similar increase are foreseen for the Inuit population in other regions. Thus, a significant number of new jobs over and above those currently available will have to be created each year to meet the increasing employment needs of the Inuit community.

Conclusion

The most significant features of the current Northern labour force are the low educational levels among the unemployed and the large number of immigrants from southern Canada. In short, the skills and location of the available labour do not match the skills and location of the available jobs. When analyzing the available pool of labour, the ethnic groups into which the unemployed fall are highly significant.

For example, aboriginal persons in the NWT experience six times the rate of unemployment of non aboriginal persons. In 1989, aboriginal unemployment ranged between 27% and 38%, while non-aboriginal unemployment ranged between 1% and 5%. In Nunavik the employment rate of non-aboriginals was reported to us as virtually 100%, when unemployment in 1991 for Inuit participating in the labour force was 16%.

The economic outlook of all regions considered in this study is, at best, very limited. If Inuit are to improve their economic position and address the social challenges facing their communities, it is essential that educational levels be significantly raised so that they may take advantage of the jobs that do exist in the North. However, even if this is achieved, it is unlikely that the Northern economies will be able to absorb the predicted increase in Inuit population set to enter the labour force over the next few years. The most likely scenario is for many Inuit to gain their living by participating in a 'dual' economy i.e. some participation in both the wage and traditional economies. However, the gap between demand and supply of Inuit labour, taking into account present educational levels is extremely large. One implication for the type of education and training required by Inuit is that it must provide the skills necessary to participate, as Inuit so choose, in both the wage and traditional economy, and to develop entrepreneurial skills in Inuit to assist them to develop their own employment.

2.6 Historic Context

Important aspects of Inuit history relate both directly and indirectly to the current educational and training systems. Each region has its own specific history regarding contact with Europeans, which was established at varying times and existed in varying degrees over the years. Only in the 1950's did the Inuit begin moving from a nomadic way of life into permanent settlements. Thus, formal western-style education, other than that previously provided by the missionaries, is a relatively new concept in most Inuit communities.

There are several reasons given in the literature for the sedenterization of the Inuit way of life. For example, for Northern Quebec, Lamont (1993) attributes sedenterization to the decline of the fur market for the Inuit starting in 1929 due to the cyclical migration of the Arctic fox and to the Hudson Bay Corporation's becoming a monopoly. These influences resulted in a decline in the number furs that Inuit were able to trade and in the purchasing power of the furs that they had. Large decreases in the caribou herds and in the numbers of marine mammals during the same period made hunting expeditions less and less successful; many Inuit found it increasingly difficult to meet even the minimal needs of their families. The result was that severe famines and epidemics spread across the North. The Inuit population suffered great misery, becoming more and more reluctant to move away from the relative security of trading posts.

As a result of famine and epidemic, Inuit society became disorganized. Understandably under these conditions, efforts by the federal government to force Inuit back to traditional lifestyles based on hunting and trapping, e.g. the Flour and Sugar Order of 1949, a regulation replacing the distribution of consumer goods with the distribution of ammunition, and the ban on the sale of construction materials to Inuit, failed. In fact, as Lamont (1993) notes, the more government tried to force Inuit to return to a nomadic way of life, the more conditions forced them to abandon their traditional life-styles and move closer to available services.

It was only in the 1950's that the federal government realized the failure of its policies. They began encouraging the sedentarization of Inuit in villages in order to make services available to them on a cost efficient basis as envisioned by Southern planners (Lamont 1993). During this period the Northern economy moved from a merchant-controlled economy, i.e. one based on trading products from hunting, fishing and trapping for various consumer and production goods, requiring the Inuit to follow wildlife for their livelihood, to a monied economy largely dependent on those outside the Inuit population (government and business), made possible by the progressive sedentarization of the Inuit.

Abele, in her book *Gathering Strength* (1989) provides a helpful perspective on the events outlined above. She divides Inuit history subsequent to contact with Europeans into main phases. In the first phase, non-native migrants (whalers,

missionaries, traders, and the like) depended upon the knowledge and skill of aboriginal people of the North for their very survival. During this period Inuit sold some furs to the migrants, but depended mainly on the land for their survival.

In the 1950's, more non-aboriginals went North for a variety of reasons, and, assisted by developments in technology, were less dependent on indigenous people for survival in the region. In this second phase, the aboriginal was excluded from the new political and economic institutions being developed. The land was used without their consultation, and their lives were reorganized by teachers, doctors, administrators, and other non-aboriginal authority figures.

In the third phase, beginning in the late 1960's, Northern aboriginal peoples began articulating their objections to the way the newcomers were treating them, and they started to organize. They formed land claim organizations and formulated demands for self-government, a process which continues to this day.

2.7 Historic Context: Inuit Education

The following is a brief description of the evolution of educational systems for each of the regions under consideration in this report.

2.7.1 Education in the Northwest Territories

The first missionary school was set up in the Northwest Territories in 1860 and both Anglican and Roman Catholic Mission or residential schools began to be established across the region. In the 1950's the federal government became responsible for education. New schools were built and the transition from religious to secular schools began. In 1954 the administration of Indian schools in the NWT passed to the Department of Northern Affairs and National Resources. In 1955 the Indian Education Agreement was signed, consolidating Northern educational services for aboriginal and non-aboriginal residents.

In 1967 a Territorial administration was set up in the North with a resident Commissioner. Plans were made for the transfer of education from federal to territorial administration. In 1969, the Government of the Northwest Territories became responsible for education, beginning in the Western Arctic.

The school system of the 1970's was highly centralized, and parents and communities had little say in the running of their children's schools. Since there were only a few schools containing high school grades and these were located in large regional centres, many students had to leave their families and live in large residences in order to attend school.

In 1977 the Department of Indian and Northern Affairs agreed to make two Executive Members of the NWT government responsible for programs and services delivered in the Northwest Territories. That year the NWT Education Act was approved, it established a system to provide local representation and advice in schooling and emphasized the importance of language and culture in education. In 1979 the Federal department permitted GNWT Executive Members to be designated as Ministers.

In 1982 the Legislative Assembly of the NWT held an important territory-wide consultation process with Northerners regarding education. Aboriginal people were able to have an impact on education through recommendations in the resulting report *Learning, Tradition and Change in the Northwest Territories* which gained the approval of the Legislative Assembly. These recommendations formed a blueprint for fundamental educational change in the NWT for both schools and adult education. A new model for governing the delivery of education was established through a system of Divisional Boards of Education and two full School Boards (only two tax-based school boards exist in the NWT, both in Yellowknife).

Adult educators first began work in communities of the Northwest Territories in the 1960's. In 1968 an Heavy Operator course was first offered at Fox Hole near Fort Smith and in 1969 the Adult Vocational Training Centre (AVTC) was established in Fort Smith. In 1971 Canada Employment began sponsoring programs in the NWT and ten years later the AVTC renamed Thebacha College and an Advisory Board established for it. The Iqaluit Campus was established in 1984 and in 1986 the Arctic College Act was approved by the Legislative Assembly. In 1987 the Arctic College Board of Governors assumed legal responsibilities for the operation of the newly formed college corporation at arms length from the GNWT. The Keewatin and Kitikmeot Campuses were opened in 1988 and by 1990 the consolidation of Adult Education and Arctic College was complete.

In addition to the activities of the formal education sector important training initiatives had been undertaken by Inuit organizations for the benefit of their staff and members. For example, Arctic Cooperatives provided management training courses for staff and Board orientation courses for their directors. The Inuit Broadcasting Corporation provides training for its staff in a range of functions around communications. In the late 1980's Atii was formed by a number of Inuit organizations with the objective of providing management training specifically for Inuit organizations. Since that time Atii has carried out a number of education and training related projects including the delivery of management courses in a wide range of Northern communities using both traditional workshops and distance education delivery methods.

Since *Learning, Tradition and Change* was published in 1982, significant improvements have been made to the NWT system of education and training. These include:

- The establishment of eight Divisional Boards of Education, placing all schools under the authority of a Board responsible for the delivery of education and accountable to the communities in each jurisdiction. Community Education Councils have now been established in all communities.
- NWT has developed its own curricula for grades K-G9.
- In most NWT schools, where Inuktitut is the working language in the home and community, Inuit children begin learning in their own language. In the Baffin, all schools use Inuktitut as the language of instruction for K-G3.
- Elders have been invited to play an important role in the development of *Inuuqatigiit*, an Inuit curriculum to be introduced into the schools next year.
- Centres for teaching and learning have been established in each region to provide support for all aboriginal languages and curriculum programs.
- High school grades have been extended to many community schools, permitting increased enrolment in senior secondary grades. Twenty-four schools are offering senior secondary grades in 1992-1993.
- The Northern Studies Program has been introduced into Grade 10 as a compulsory course. This course is designed to give students from all cultural and linguistic backgrounds a greater appreciation of the lifestyles, language, and aspirations of the NWT's major ethnic groups. It is intended to instill pride and confidence in the students' cultural heritage and to help students learn to respect cultural differences.
- A new Career and Technology Program developed by Alberta Education is being implemented at the junior and high school levels. This curriculum is intended to incorporate the traditional aspects of industrial arts and home economics while exposing students to technology.
- NWT is now participating in the Canadian Council of Ministers of Education Student Achievement Indicators Project.
- A School-Community Counsellors program has been established to provide liaison between the home and school and to those dealing with student problems.
- Some schools now offer day care programs so that teenage mothers can stay in school.
- Senior secondary school participation by aboriginal students increased from 683 students in 1987 to 1193 students in 1991.

- In 1992 GNWT departments were consolidated to form the Department of Education, Culture and Employment. A significant strategic-planning exercise is currently under way in that department. Its goal is to provide direction for the next decade and to redraft the Education Act.
- In 1986 Arctic College was established providing a single college organization with a legislative mandate for adult and post secondary education programming; To encourage program delivery at the regional and local level it currently operates a decentralized system on six campuses and in 38 learning community learning centres, delivering a variety of full-time and part-time courses to a wide range of adult learners.
- Certificate and Diploma level programs are now offered at Arctic College in management, social work, adult education, environmental technology, and interpreter/translator training. Cooperative training programs linking business and training in the fields of carpentry, office administration and environmental technology have also been established. Current enrolment in College programs at Nunavut have grown to 594 (1992/1993) with a further 2918 part-time registrations.
- Plans have been made to divide Arctic College into two separate colleges in 1994. One will serve the Eastern Arctic and the other the Western Arctic.

2.7.2 Education in Nunavik

The Kativik Regional School Board (KSB) was established by the James Bay and Northern Quebec Agreement of 1975. In 1978 the official transfer took place of all students and school property previously administered by the federal government in conjunction with a provincially run school board.

The KSB has overseen significant progress in the Nunavik education system. The following are some examples:

- Prior to 1983 there had been no high school graduates from Nunavik; the KSB produced 57 in 1991.
- Until 1987 there had been no graduates from a post-secondary institution; in the period from 1986 to 1992 there have been 11 college graduates and 22 vocational graduates.
- More than 50 Inuit have graduated from the Teacher Training Program operated between the KSB and McGill University, and of this number, over 90% are still working within the school system.

- Teacher turnover rate has dropped over the past five years from 26% to 16% in all three language sectors (Inuktitut, English, and French).
- Special education services and student counsellors are now available in all schools.

2.7.3 Education in Northern Labrador

After contact with missionaries in 1771 and until Newfoundland and Labrador joined confederation with Canada in 1949, schools in Northern Labrador were owned and operated by the Moravian Church. The Moravian schools were based upon the residential school concept, and children were brought to them from outlying areas. Most of the instruction was in English, although in Nain, instruction was available in both English and Inuktitut. A recent but undated report on education by the Labrador Inuit Association, written for the Canadian Polar Commission, notes the following about education in those days:

"Our older people tell stories of those difficult days at boarding school but to give credit where credit is due, the Labrador Inuit were at that time, probably the most literate within any region of our province." (p. 2).

After 1949 the Provincial Department of Education eventually gained control of the schools and introduced the standard provincial curriculum, discontinuing instruction in Inuktitut. Students received schooling up to grade 7 or 8 in their home communities, and those wishing to continue would travel to boarding school at Northwest River, Labrador. The Inuit communities came under the jurisdiction of the Labrador East Integrated School Board.

Prompted by the failure of the education system from an Inuit perspective, the Labrador Inuit Association was formed in 1973, and a conference on education was held in Nain in 1977. At this conference the Inuit articulated their desire for control over their children's education and for a more relevant curriculum, more instruction in Inuktitut, and a teacher training program to train Inuit teachers.

In 1978 a Native Teacher Education program was begun. Other significant improvements have included the establishment of a Curriculum Centre at the School Board, the introduction of senior grades to all communities, and the introduction of an Inuktitut program for K-2, with Inuktitut available as a second language of instruction at Senior 1, 2, and 3 levels in Nain.

In the late 1980's, the Labrador Community College was opened in Happy Valley-Goose Bay, and a learning centre eventually established in Nain. The College now employs a full-time Inuit education coordinator.

The implications of the historical context in which the educational and training systems that serve Inuit exist are many and impact on it at a variety of levels. These include: the relative lack of experience of many Inuit of formal Euro-Canadian education and training systems and the cultural alienation many Inuit feel within these systems. Also, due to the relatively recent establishment of formal education and training systems, many Inuit lack access to educational and training programs at the community level. The historical context indicates the extent and speed of recent changes experienced by the Inuit community. These changes have resulted in a significant breakdown of the traditional structures of Inuit communities. As a result, these communities suffer from the symptoms of social disintegration described above, which has presented significant challenges for the provision of education to Inuit, particularly by non-Inuit administrators and teachers.



3.0 DESCRIPTION OF THE NORTHERN EDUCATIONAL AND TRAINING SYSTEMS

Introduction

This section provides a description of education and training systems in the Northern Canadian districts of the Northwest Territories, Nunavik, and Northern Labrador. Details of programs of particular relevance to the preparation of aboriginal people for self-government are provided wherever they have been made available to the authors. Readers are asked to note that, costs noted in this Section are those found in the documents reviewed and therefor can not be used for direct comparisons between programs as the basis of their calculation may vary from case to case.

3.1 Northwest Territories

3.1.1 Geographic Region

The Northwest Territories (NWT) constitutes the largest political subdivision within Canada. It covers over thirty-four percent of Canada's land area, and its northernmost landmass extends to within 800 km of the North Pole. The NWT includes a mainland portion lying west of the Hudson Bay-Fox Basin and south of the Beaufort Sea. The more westerly part of the mainland forms the Mackenzie Valley area. Here, the tree line corresponds to a cultural division between aboriginal peoples living in the NWT. Above the tree line live the Inuit and below it, the Dene and Métis.

The NWT will be divided into two political regions by the end of this decade; the creation of Nunavut in the eastern and central region will represent the settlement of Inuit land claim and self-government negotiations for the region.

3.1.2 Education and Training System

The Territorial Department of Education, Culture and Employment, created in 1992 from an amalgamation of the Department of Education with a significant number of programs from the Department of Culture and Communications and Social Services, is responsible for the formal education and training system in the Northwest Territories. The Minister and the Department bear responsibility for the overall direction and management of the education and training system.

As a result of recommendations from a major report carried out in 1982, based on a territory-wide consultation regarding educational issues, all schools now fall under the authority of either a full Board of Education (two in Yellowknife) or one of

eight Divisional Boards of Education (Baffin, Beaufort-Delta, Decho, Dogrib, Kitikmeot, Sahtu, and South Slave). The Department of Education, Culture, and Employment, provides funds to the Divisional Boards which administer and manage education locally. Divisional Boards are accountable to the communities in their jurisdiction. Boards are responsible for the delivery of education. Community Education Councils in each community direct the operation of local schools.

The Educational Development Branch of the GNWT Department under an Assistant Deputy Minister is responsible for School Curriculum Services (which includes responsibility for language and cultural programs), Student Support Services, Operations Training and Development for education professionals.

The Divisional and School Boards report to the Minister, as do the Board Superintendents. However, on a day to day basis the Superintendents report to their Boards of Education.

The Advanced Education Branch is responsible for all major functions within the GNWT covering the following areas:

Apprenticeship Programs

- The **Apprenticeship Training Assistance Program** assists private sector organizations wishing to employ apprentices for apprenticeship training to journeyman level.
- The **In-Service Apprenticeship Program** provides training opportunities with the government for training as certified journeymen.

Public Service Training

- The **Public Sector Career Training Program (PSCTP)** provides on-the-job training opportunities to Northern residents which prepare them for officer and management level positions within the GNWT. Begun in April 1991, it is a new program which replaced the In-Service Training Program that had operated since 1971.

The PSCTP encompasses two main components: 1) Training on the Job: Full-time training for targeted positions with the GNWT, and 2) Career Advancement: A component of the PSCTP currently being established to provide training on a part-time basis. Within this component PSCTP will provide training to proven GNWT employees in affirmative action categories. "Proven" means those identified as having potential to progress to higher positions once they receive appropriate training and experience. These employees will train on a part-time basis while they continue working in their existing positions.

The PSCTP supports a total of 40 person-years annually. Plans for the future are to provide service to 60 part-time trainees during the course of a year in all regions. The completion rate of the In-Service Training Program was 65% for trainees who successfully completed their program and 80% for those who were subsequently placed in target positions. In the first year of operation, 84% of the new PSCTP trainees successfully completed the program and obtained permanent positions. Cost per full-time trainee has been estimated at \$65,850.

A number of observers report that the PSCTP is a very successful program which can serve as a model for the implementation of training for the Nunavut government. Full-time, individualized, on-the-job training for specific target positions appears to work best where there are a number of positions to fill requiring specialized skills. People hired for these jobs are able to train their replacements.

- **Management Development Program (Baffin Region).** Also funded through the PSCTP is the Management Development Program (Baffin Region), designed to meet the needs of the GNWT for Inuit managers in the Baffin region. It is three years in length, and four positions are available per year. Candidates are mainly drawn from government positions, although the program is open to all. The completion rate for the period 1984 to 1990 was 75% and cost per trainee during that period was \$70,000. This cost has since been reduced by decreasing the salary paid to trainees. Atii Training Inc. (1993) considers this type of training to be most appropriate for program positions.

Employment Development

- **The Training on the Job Program** provides a wage subsidy to private employers for employee training.
- **Youth Business Works** provides opportunities for students to practice business skills.
- Various **Literacy Programs** provide resources to Arctic College for the development of a literacy public awareness program and for the funding of voluntary and private sector initiatives including community-based literacy projects.
- **Career Services** provide career counselling and regional career resource centres.
- **ENTER (Education's Northern Training and Employment Register)** provides referrals for people interested in jobs or training.

- The **Financial Assistance Program** provides funding to residents of the NWT to complete post-secondary education.
- The **Labour Market and Information Analysis Service** has been formed to support program planning efforts of the GNWT.

3.1.3 Number of Students in the System and Enrolments

Over 15,000 students attend grades K-12 in the NWT and over 1,100 students attend post-secondary education there. Enrolments are increasing rapidly within the system. Between 1974 and 1988, enrolments increased by an average of .4% a year. However, enrolments have increased steadily over the last 4 years, with an increase of 5% in each of the last 2 years.

3.1.4 Budget

The 1991-1992 budget of the Schools Branch was \$140.9 million. The Advanced Education Branch's training expenditures in Nunavut amounted to \$7,071,000 in 1991-1992. A breakdown of that total is shown in Exhibit 3.1, below.

EXHIBIT 3.1 ADVANCED EDUCATION BRANCH TRAINING EXPENDITURES IN NUNAVUT, 1991-1992

Advanced Education Expenditures in Nunavut (1991-92)	
Program Area	Budget
Apprenticeship Programs	\$2,336,500
Employment Development Programs	\$1,580,000
Public Service Training	\$805,500
Student Financial Assistance	\$2,349,000
Total	\$7,071,000

Source: Maximising Inuit Employment in the Nunavut Government, 1992

3.1.5 Aboriginal Staff

Currently 23% of the NWT K - 12 teaching staff are of aboriginal origin. Fourteen percent are qualified teachers, and the remainder are aboriginal language specialists. An ethnic breakdown of teachers and other educators in the NWT is shown in Exhibit 3.2.

The Department of Education, Culture and Training has established a goal to bring the proportion of aboriginal teaching staff to 50% by the end of the decade. Doing so will require employing at least 650 aboriginal educators by the year 2000, meaning that between 500 and 600 must be trained within the next seven years.

The ethnic breakdown of Arctic College staff for the Nunavut region is shown in Exhibit 3.3.

EXHIBIT 3.2 ETHNIC BREAKDOWN OF K -12 TEACHERS AND OTHER EDUCATORS IN NWT, 1992

	Aboriginal	Non-Aboriginal	Totals
Teachers	122 (13.96%)	752 (86.04%)	874
Language Specialists	102 (99.03%)	1 (0.97%)	103
Classroom Assistants	81 (67.5%)	39 (32.5%)	120
Special Needs Assistants	74 (82.22%)	16 (17.78%)	90
School Community Counsellors	34 (89.47%)	4 (10.53%)	38
Totals	413 (33.71%)	812 (66.29%)	1,225

Source: Teacher Training in the NWT, 1993

EXHIBIT 3.3 ETHNIC BREAKDOWN OF ARCTIC COLLEGE STAFF IN NUNAVUT, 1993

Campus	Administration Inuit /Total	Instructor Inuit /Total	Support Inuit /Total	Total Inuit /Total
Nunatta	6/16	9/58	4/13	19/87
Keewatin	2/3	6/9	-	8/12
Kitikmeot	2/3	1/8	-	3/11
Total	10/22	16/75	4/13	30/110

Source: Arctic College communication to authors

3.1.6 Pre-School and Day Care Services

Currently there are 715 licensed child day care spaces, 56 licensed family day home spaces, and 130 licensed pre/nursery school program spaces in the NWT. Most of these are in the larger towns. In the Keewatin region there is one centre in Baker Lake (20 spaces) and one centre in Rankin Inlet (25 spaces). In Baffin, Iqaluit has

four centres providing 105 spaces and a playschool providing 15 spaces. There is also a 40-space, employer-sponsored centre in Nanisivik. In Kitikmeot, one centre in Coppermine provides 20 licensed spaces and one centre in Cambridge Bay provides 26 spaces. In the Delta, two centres together provide 60 spaces, and there is a 29-space pre-school. The Nunatta Campus of Arctic College in Iqaluit has established a day-care centre for students.

3.1.7 Educational Levels

Senior secondary school participation by aboriginal students increased from 683 students in 1987 to 1193 students in 1991.

The number of secondary school graduates is shown in Exhibit 3.4.

EXHIBIT 3.4 NUMBER OF INUIT SECONDARY SCHOOL GRADUATES, NWT

1988/89	1989/90	1990/91	1991/92	1992/93
35	21	27	49	42

Source: Department of Education, Culture and Employment communication.

3.1.8 Curriculum and Program Development

The NWT has developed most of its own curricula for Kindergarten through Grade 9. Currently the Arts curriculum is in development for this sector. In communities where an aboriginal language is the working language in the home and community, aboriginal children begin learning in their mother tongue in school. All schools in the Baffin Region use Inuktitut as the language of instruction for Kindergarten to Grade 3, and English is taught as a second language. Instruction in Inuktitut is available up to Grade 6. An Inuit curriculum, known as Inuuqatigiit, is to be piloted in 1994 for use at all grade levels.

Centres for teaching and learning have been established in each region to provide support for all aboriginal languages and curriculum programs. Staff at these centres create teaching and learning materials using the local aboriginal language.

The Northern Studies Program has been introduced in Grade 10 as a compulsory course. The course is designed to give students from all cultural and linguistic backgrounds a greater appreciation of the lifestyles, language, and aspirations of the NWT's major ethnic groups. The program is intended to instill pride and confidence in the students' cultural heritage and to help students respect cultural differences.

A new Career and Technology Program developed by Alberta Education is being implemented at the junior high and high school levels. This curriculum is designed to incorporate the older traditional aspects of industrial arts and home economics while exposing students to technology.

3.1.9 Counselling Services

A **School-Community Counsellors Program** has been established to provide a liaison between the home and school and to provide support for dealing with student problems. Thirty-eight counsellors are currently in place, 37 of whom are aboriginal. A training program has been developed at Arctic College for the counsellors. Thirty additional counsellors will be starting their training at the Nunatta Campus of Arctic College in 1994.

Six career counselling services have been established recently in the NWT. They are located in Yellowknife, Inuvik, Iqaluit, Cambridge Bay, Fort Smith and Rankin Inlet.

3.1.10 Access to Schooling

Twenty-four schools offered senior secondary grades in the NWT in 1992-1993. In addition, distance education techniques are being experimented with as a means to increase access to education. Examples of this include the following:

- Over the past two years, St. Patrick's school in Yellowknife has delivered calculus to students in Rankin Inlet, Iqaluit, and Inuvik through teleconferencing.
- Students in Arviat have taken physics courses delivered from Rainbow Lake School in Northern Alberta through teleconferencing. Some high school courses were delivered at a distance to students in six schools from Broughton Island.
- Support for teachers in the NWT is being provided by the GNWT's Department of Education, Culture and Employment through an hour of programming each weekday, broadcast by Television Northern Canada (TVNC). It has been reported to the authors that this programming is currently being reviewed, with the goal of enhancing it further.
- TVNC, a network aimed at the people of Northern Canada, went on the air in January, 1992. Delivered by satellite to the northern communities of Quebec, Labrador, Yukon and the NWT, TVNC provides an important opportunity for training and educational initiatives, such as those provided by Atii and its partners, that reflects the needs and modern realities of aboriginal people of the North to effectively reach a widely dispersed target audience. A map

indicating the communities reached by TVNC is found in Appendix VII of this report.

The Department of Communication of Canada has funded this project through a \$10,000,000 allocation which provided a transponder on a newly-launched satellite as well as the infrastructure to deliver the signal and receive it in each community.

An educational sub-committee of TVNC has been formed consisting of Arctic College; the Kativik Regional School Board; GNWT Department of Education, Culture, and Employment; Yukon College; and Labrador Community College. This committee is exploring the common educational interests of members and has begun a joint effort in acquiring, adapting, and producing educational programming.

Areas targeted for development by members of this group are adult basic education, literacy, mathematics, science, study skills, life skills, and management skills.

In addition to television delivery, other aspects of broadcasting are the subject of experimentation, including the transmission of computer data and voice messages by side-bands and vertical blanking intervals.

Arctic College has increased access to education by delivering courses at a distance. These have ranged from off-the-shelf broadcast to programs which the College has developed specifically for the North. For example, the College developed a package of programs designed to familiarize Northerners with the roles and responsibilities of Board Members. These were produced in both English and Inuktitut.

In the Inuvik region, the College has used audio-graphic techniques to deliver programs. Using existing telephone lines to transmit voice and data between a central location and distant sites, the system allows an instructor to send a graphic to students in isolated sites, then speak to each graphic as it appears on their computer screens.

College staff report that over the years, extensive use has been made of text-based distance education packages, particularly in Management Studies. In addition, specific distance education materials have been developed related to the Community Administration Certification Program.

Currently the College is experimenting with using radio for the delivery of audio-graphic information. Radio waves would replace telephone lines in transmitting graphic and voice to distant locations. Naturally, this technique would be of significant benefit to those communities with limited phone lines.

Officials at the Department of Education, Culture and Employment indicated to the authors that the whole area of distance education is currently being reviewed very

carefully because of its significant potential to enhance access to education at all levels in the NWT. An internal study is presently under way in the Department to review the current and required technological capacity of the region to implement available delivery technologies; a conference on the issue is being planned for spring, 1994. Organizers also envision a new partnership amongst Northern educational institutions for the sharing of information and the support of Northern distance education programming.

3.1.11 Teacher Training

Teacher training was first established in the Northwest Territories in 1968 at Fort Smith. This program currently has 22 students in the first year of training, 17 in the second year, and 5 in third year training.

The Eastern Arctic Teacher Education Program of Arctic College was established in Iqaluit in 1979. The program currently has four students in their first year of training, nine in the second year, and seven in the third year.

Three programs are potentially offered under the EATEP, depending on the demand for them:

- A two-year program for trainees who meet entry requirements but who have little or no classroom experience.
- A one-year special entry program for classroom assistants who have already earned their Classroom Assistants' Diploma through courses in the field.
- A B.Ed. program for certified teachers.

EATEP graduates are awarded two teaching qualifications:

- The NWT Standard Teaching Certificate
- The McGill University Certificate in Native and Northern Studies. Individuals holding this certificate are guaranteed employment by the GNWT as teachers in NWT schools. In addition, holders may transfer 30 credits into the McGill B.Ed for Certified Teachers' Program.

Exhibit 3.5 shows the number of graduates of the Arctic College and Eastern Arctic Teacher Education Program.

EXHIBIT 3.5 **GRADUATES OF THE ARCTIC COLLEGE AND EASTERN ARCTIC
TEACHER EDUCATION PROGRAM**

	Number of Graduates	Average No. of Graduates/Year	Number with Degrees
ACTEP: Fort Smith	146	6.1	34
EATEP: Iqaluit	73	5.6	24

Source: Teacher Training in the NWT, 1993

An innovative Community Teacher Education Program was first held in the Dogrib community of Edzo between 1990 and 1992. Ten trainees spent most of their time in the classroom working with students; an instructor helped them plan lessons and encouraged them to design activities that were culturally relevant. The program was reported as highly successful, and in fact, was recognized by UNESCO as an official activity in the World Decade for Cultural Development.

Based on the success of the Community Teacher Education Program, the Keewatin Teacher Education Program operated in Rankin Inlet from 1991 to 1993. About thirty teachers graduated from this program. Currently it is running in the Baffin region (37 trainees in first year), the Kitikmeot region (15 trainees in second year), Beaufort Delta (59 trainees in first year), and the Dogrib region (21 trainees in first year).

Training is also available for classroom assistants through courses offered at summer schools and at various times during the regular school year. The Aboriginal Language Specialist Certificate offered by Arctic college offers courses in language, literature, methods, child development, and cultural courses from the regular teacher education program, with which it is fully integrated. A number of Inuit also participate in part-time teacher education studies offered by Arctic College both on campus and in some communities.

Since 1984, EATEP has offered a third-year program in Iqaluit leading to the McGill B. Ed. degree. Many trainees reportedly see the B.Ed. degree as their goal and complete three years of training before taking up teaching positions. ACTEP at Fort Smith now offers a similar third year program in association with the University of Saskatchewan.

A range of other basic training and professional development programs have been offered by Arctic College, by Divisional Boards, and the by the federal Department of Education, Culture and Training. These programs have reportedly been offered in an uncoordinated manner, however: some are permanently funded while others rely on third-party funding; some carry university credit, while others do not.

3.1.12 Post Secondary Education, Vocational Training and Upgrading

Arctic College was established in 1986 and today operates a decentralized system on six campuses and in over 35 community learning centres. It delivers a variety of full- and part-time courses to a wide range of adult learners. The board of Arctic college is composed of regional representatives from across the NWT. Each region may have up to two representatives. All members are appointed by the Minister of Education, Culture and Employment. As well, a student and staff representative are voting members of the board. Regional representatives are selected following consultations with local and regional organizations and politicians.

The College currently offers three levels of programming. Community-based programming include literacy and adult basic education, short- term career development courses, skills training, and personal development courses. Thirty-eight community learning centres have been established; 13 are located in the Baffin, 6 in the Keewatin, 5 in Kitikmeot, 7 in the Inuvik region, and 7 in the Fort Smith region.

In addition, certificate and diploma courses are offered in multiple campus locations when there is general demand. Six campus locations have been established: Inuvik, Rankin Inlet, Cambridge Bay, Iqaluit, and Fort Smith. Selected campus locations offer specialized courses.

The College's total expenditures in 1991-1992 amounted to \$35,799,000. The breakdown of those expenditures is shown in Exhibit 3.6. During the 1992/1993 year Arctic College spent over \$13.5 million on its operation in Nunavut.

EXHIBIT 3.6 BREAKDOWN OF ARCTIC COLLEGE EXPENDITURES, 1991-1992

Item	Percentage of Expenditure
Campus Programs	32%
Community Programs	25%
Support Services	21%
Student Services	9%
Board and Management	7%
Finance and Administration	6%

Source: Arctic College Annual Report, 1991-92

The programs delivered by Arctic College in Nunavut in 1992-93 fell into five general categories:

- Two or three-year diploma courses such as management studies and environmental technology
- One-year certificate courses, such as community Administration, interpreter-translator, and management studies
- Trades such as carpentry
- Career development courses such as various office procedures.
- Academic Studies including adult basic education, literacy, pre-vocational training, and teacher education.

Adult basic education (ABE) at Arctic College includes six levels of study ranging from basic literacy to coursework at the grade twelve level. Five subjects are taught at the six levels (English, personal life sciences, mathematics, social studies, and sciences). Courses in this program enable participants to learn or relearn skills needed to meet employment, personal, or educational goals. Participants often enrol in the program as a first step to entering a certificate or diploma program. The teaching of Inuktitut forms a part of the core program.

Students may take ABE courses on a full-time or part-time basis. Not all courses are necessarily available at each program location at all times. Courses are open to all who take a placement test (not a pass/fail test) and an interview with Arctic College staff. Community Adult Education and Adult Basic Education at the College's Nunavut Campuses received \$2.7 million during 1992/1993.

Atii Training (1993) reports that, according to personnel at Arctic College Community Programs, that under its existing agreement with CEIC, the Nunatta campus is able to deliver eight full-time ABE sponsored programs. This is equal to one level in each of eight communities out of the fourteen in the Baffin region. If funding for instructors and student allowances were to be made available, up to three levels could be taught in each community of the region, accommodating 268 full-time students by 1996.

Little data is available on completion rates for ABE. In 1990-91, \$3 million in total was spent by Arctic College on educational upgrading in the NWT. Community Adult Education and Adult Basic Education at the College's Nunavut Campuses received \$2.7 million during 1992/1993.

Entrance requirements for the Management Studies Program (diploma 2 years, certificate 1 year) include a Grade 12 level education. A placement test may be offered to mature students not meeting the Grade 12 requirement.

The Community Administration Certificate Program is a designed to provide professional training to management and administrative staff of all community public organizations. These include hamlet and municipal councils; housing associations; local education authorities; band, regional and municipal councils; divisional boards of education; hunter and trapper associations; and friendship centres. Admission requirements are Grade 11 completion with specific English and maths courses. The program is offered in modular sessions lasting from two to four weeks each.

The Arctic College Certificate in Adult Education program has been established in 1993. It is an eight course program designed to develop the knowledge and skills necessary to work in the field of adult education. It aims to serve the needs of persons seeking to contribute to a chosen form of adult development in the north, whether as an instructor, trainer, program planner, education administrator, volunteer, tutor, or facilitator. Applicants must have, in addition to a strong interest in working in the field of adult education, a high school diploma, including a credit for English. Mature students who do not have the required academic background will be considered individually based on their prior academic and work experience.

The average cost for a full-time equivalent for certificate and diploma students at Arctic College is reported by Atii Training (1993) as \$22,208. It was reported to the authors that this figure is higher than that of a typical course cost at Arctic College.

Exhibit 3.7 shows the full-time enrolments, completions, and withdrawals, and those continuing within Arctic College for the year ending June 30, 1992.

EXHIBIT 3.7 ARCTIC COLLEGE STATISTICS 1992

	Total FT enrolment	Total withdrawals	Total Completions	Total Continuing
Academic	745	179	355	265
Certificate	256	46	142	86
Diploma	325	43	83	206
Trades	78	40	199	228
Career Development	72	4	146	24
Total College	1476	312	925	809

Source: Arctic College

Exhibit 3.8 shows statistics for 1992 associated with the various campuses of Arctic College in 1992.

EXHIBIT 3.8 1992 CAMPUS STATISTICS OF ARCTIC COLLEGE

	Total FT Enrolment	Total Withdrawals	Total Completions	Total Continuing
Aurora (Inuvik)	150	18	76	85
Keewatin (Rankin Inlet)	102	28	74	0
Kitikmeot (Cambridge Bay)	127	23	81	90
Nunatta (Iqaluit)	309	83	198	202
Thebacha (Fort Smith)	558	123	357	379
Yellowknife	230	37	139	64

Source: Arctic College

Between 1986/87 and 1991/92 the number of Inuit receiving student financial assistance more than tripled (311% growth). In 1991/92 the number of Inuit including Inuvialuit) receiving student financial aid was 274. Twelve of these students were in the University College Entrance Preparation Program. The most common areas of study chosen by Inuit students were education (75), followed by Managerial and Administrative programs (41), Crafts (39) and Theology (21). Twenty-seven students were in General Studies or Upgrading, and the remaining were in Trades, Social Work, Sial Science, Physical Science, Recreation and Hospitality.

It has not been possible to obtain information on enrolment and completion rates for Inuit students attending Southern community colleges and university programs. However, the number of Inuit students reported as possessing a university degree in the 1991 Aboriginal Peoples Survey is estimated at 60. The enrolments in Arctic College in the Nunavut region have been generally stables, with the exception of part-time enrolments. Growth in the part-time academic studies is mostly due to the transfer of Adult Basic Education courses from the Department of Education to Arctic College. There is no appearance of any trends affecting full or part-time enrolments. Arctic College has only started this year to collect data on the ethnic breakdown of students studying there. Exhibit 3.9 shows the ethnic breakdown of students attending at least one class in 1993. It is noted that nine per cent of students' ethnic backgrounds were not known.

**EXHIBIT 3.9 ETHNIC BREAKDOWN BY AREA OF STUDY AT ARCTIC COLLEGE,
1992/93**

AREA OF STUDY	TOTAL ENROLMENTS (FT & PT) 1992/93	% INUIT & INUVIALUIT	ACTUAL NUMBER OF INUIT & INUVIALUIT
Academic (includes ABE)	2373	51	1210
Certificate	1513	41	620
Diploma	838	43	360
University Transfer	158	1	2
Trades	823	54	444
Career Development	342	42	144
Personal Development	2218	30	665
Totals	8265	42	3445

At the present time Arctic College is undergoing considerable organizational change. A primary goal of the change will be the establishment of two colleges in the NWT. One of these institutions will serve the Nunavut Territory and the other the Western Arctic. The planned college for the area of Nunavut is expected to be formally established by July 1, 1994. The College will be a corporation which will have a mandate to develop and deliver adult and post secondary programs specifically designed to meet the education and training needs of the region. College administrators reported to the authors that the "Nunavut" College is expected to work very closely with employers, aboriginal organizations and governments in program planning as well the college is expected to continue to utilize a decentralized structure of campuses and community learning centres for program delivery.

3.1.13 Inuit Sivuniksavut

Tungavik Federation of Nunavut (TFN), the land claim negotiating organization for Inuit in Nunavut, has been delivering a training program called Nunavut Sivuniksavut since 1985. The objective of the course is to contribute to the number of trained Inuit able to participate in implementing the Nunavut Land Claim Settlement. Toward that end, it offers a preparatory course that provides necessary knowledge and promotes the development of skills and attitudes that will help young Inuit take advantage of post-secondary education and training and employment opportunities arising from implementation of the land claim and the establishment the Nunavut government.

Nunavut Sivuniksavut is a cooperative venture between the Tungavik Federation of Nunavut and Algonquin College. The program is delivered in Ottawa, with workshops held in communities in the North and individual field work research projects conducted in students' home communities. It is an accredited college certificate program, thus the students qualify for the GNWT Student Financial Assistance Program.

From 1985 to 1992, 75 young Inuit were enrolled in the course. The 1992-1993 enrolment was 14. Of the 75 enrolled in total, 53 (71%) have graduated from the program. Atii Training (1993) reports that according to a 1991 survey, 55% of graduates were employed and 31% were attending further post-secondary education or training, representing a placement rate of 86%.

The cost per student to attend Nunavut Sivuniksavut is \$22,857 based on an enrolment of 14 students. Until recently, the program was funded by Human Resources Development Canada (Now HRDC, formerly known as CEIC). This year it is being funded by TFN and Algonquin College.

3.1.14 Federal Programs

The Public Service Commission operates the **Northern Careers Program**, an employment equity program designed to improve employment opportunities with the federal public service for aboriginal people by offering resources to federal departments and agencies. In 1991-1992, Northern Careers funded a total of 11 trainees in the Eastern Arctic and 30 in the Western Arctic. The current completion rate for this program is 75%.

Two key factors which are believed to make the current Northern Careers Program effective are the monitoring, follow-up, and support to trainees provided by the Public Service Commission, and the cross-cultural aspect to training that is promoted through awareness workshops for trainers. However, an evaluation study conducted in 1988-89 (reported by Atii Training Inc., 1992) found serious problems facing the program, as evidenced by the low retention rate of aboriginal employees within the federal public service who had completed the program.

Recommendations that were made to achieve more effective training and greater retention include:

- individual career training
- career planning workshops and career planning resource centres
- enhanced support systems through pre-placement counselling and short courses
- "how to train" courses for supervisors of trainees
- cultural awareness training for non-aboriginal employees in departments
- an interdepartmental secondment program to promote exposure to new ideas and career opportunities and to help trainees obtain specialized skills

Indian and Northern Affairs Canada offers a number of employment equity programs, two of which are relevant to the NWT:

- **Indian and Inuit Recruitment and Development Program (IIRD)**, an on-the-job training program, is designed to increase the representation of Aboriginal people in middle and senior management in the Department. With a program budget of \$2.2 million, 50 person years are available nationally each year. Approximately 2 person years are used in the NWT each year.
- **On-the-Job Training Program** is designed to improve the skills of Northern aboriginal peoples with the goal of improving their opportunities for employment in their communities. Federal trainees receive a training allowance of 60-80% of the starting salary of the target position. On-the-job training can be supplemented by attendance at formal training courses. Approximately 50 trainees are funded each year across Northern Canada.
- **The University College Entrance Preparation Program** is delivered by the GNWT. In 1990-1991, the program budget for the NWT was \$222,000 which provided funding for 50 students.

Human Resources Development Canada (HRDC) is the main source of federal funding for training programs in the NWT. HRDC offers four programs, each of which has a number of components:

- **The Information and Special Initiatives Program** provides front line services to all clients in the areas of labour market information, service needs determination, labour exchange, and research and development on labour market problems.
- **The Employability Improvement Program** helps workers overcome their disadvantages in the labour market through purchasing training and providing income support, employment counselling, project-based training, wage reimbursement, employment assistance and outreach, youth initiatives, and mobility assistance.
- **The Labour Market Adjustment Program** helps employers assume primary responsibility for human resource development in the workplace through providing human resource planning, workplace-based training, work-sharing, and industrial adjustment service, employment equity, and labour market adjustment grants.
- **The Community Development Program** helps communities increase employment opportunities through Community Futures Committees, self-employment assistance, and local projects.

Employment and Immigration also has in place two joint agreements with the GNWT for the delivery of its programs. These include:

- The **Canada-Northwest Territories Agreement on Labour Force Development**, which provides funding for pre-vocational training through an annual direct purchase training plan. In 1991-92 there were 68 seats in the NWT.
- The **Social Assistance Recipients Agreement**, which is cost-shared among EIC and the GNWT. This agreement helps social assistance recipients to prepare for long-term employment through training and work experience. The budget for the NWT in 1990-91 was \$750,000.

Within Nunavut, Human Resources Development Canada now allocates the majority of its program budget directly to the Inuit through Aboriginal Management Boards within the Pathways to Success strategy. Within the Nunavut region, there are four regional management boards. In the Western Arctic there is one regional management boards concerned with delivery of training to Inuvialuit. In addition there is a Territorial Management board which covers the entire NWT. Currently the first assessment of Pathways is being carried out, with a report planned for March 1994.

Projected expenditures by HRDC within the Nunavut region for 1992-1993 are projected to be \$7.4 million. Of this amount, \$5.1 million will be allocated through Pathways Management Boards and \$2.1 million will be non-Pathways expenditures.

3.1.15 Non-Formal Training

Atii Training Inc. has been an Inuit management training organization for Inuit in several regions of the North, including Nunavut. Atii has recently developed some introductory management training courses that are in the process of being delivered from a distance to sites in Nunavut, Nunavik, and Northern Labrador. The program, supported by the National Pathways Management Board, shows signs of significant success and is currently being evaluated. Using the television broadcast facilities of Inuit Broadcasting Corporation, the course gathers learners from remote sites in small groups led by a trained facilitator.

Atii has also sponsored "train the trainer" courses which provide training for Inuit to become management trainers or improve their skills as trainers. These are delivered in communities in Nunavut in six, one-week modules.

Atii has also provided management training courses to Inuit who are employed and who wish to upgrade their management skills. These courses have been delivered as one-week workshops in both English and Inuktitut. From 1987 to 1992, all programs were funded directly by CEIC. With the reorganization of CEIC,

aboriginal funding is now distributed through Pathways Management Boards. Funding was not available in the current year to provide face-to-face training workshops. The Board of Atii, which includes representatives of the Pathway Boards in Nunavut, is currently reviewing the role of Atii in management training.

3.1.16 Current Developments

The Department of Education, Culture and Employment is currently carrying out a significant, multi-year strategic planning exercise based on a wide consultative process. The final plan is expected to be completed in Spring 1994. It will affect all aspects of education and training, including the recommending amendments to the Education Act. Currently the Department has just produced a discussion paper (*Towards a Strategy to 2010*).

3.2 Nunavik

3.2.1 Geographic Region

The Kativik School Board (KSB) covers a territory of 250,000 square miles in northern Quebec and includes 14 Inuit communities of Nunavik located north of the 55th parallel along the coasts of Hudson Bay and Ungava Bay. The community of Kuujuaq serves as the administrative community of the region.

3.2.2 Structure

The Kativik School Board was created by the James Bay and Northern Quebec Agreement in 1975 to serve the people living in the 14 communities described above. In 1978 the official transfer to the KSB of the students, teachers, and property of the federal and provincial school systems took place.

The KSB is directly accountable to the Quebec Ministry of Education (MEQ) which reviews budget requests and supplies funding. The Board is governed by a Council of Commissioners who are elected by their respective communities. Between Council Meetings, an Executive Committee is responsible for management of the Board. Under the Council the staff of the School Board functions through the Director General, who serves as Chief Executive Officer. Centre Directors are the local administrators who link the communities with the administrative centre.

Locally elected Education Committees serve as advisory bodies to the School Board. They are provided with some limited local policy powers, particularly with regard to cultural programs, student affairs, school calendar, and community use of the school.

The head office of the School Board is located in Dorval, a suburb of Montreal. The urban location, far removed from Nunavik, is a continuing source of controversy. Its location of the office is variously justified by the stated need to liaise with the MEQ and by the prohibitive cost that would be incurred in moving it.

Unlike other school boards in the province of Quebec, the KSB is governed by a special section of the Quebec Education Act titled *The Education Act for Cree, Inuit and Naskapi Native Persons*. The source and basis of this legislation is Chapter 17 of the James Bay and Northern Quebec Agreement. Certain clauses are vague in this agreement, however, and KSB has had to lobby the provincial government for amendments which have included the following:

- The power for the KSB to establish programs and curricula in Inuttitut has been broadened to include those in English and French.
- The functions of the KSB curriculum development centre were extended beyond selecting courses, textbooks and teaching materials and arranging for their experimental use, evaluation and eventual approval. The centre may now 1) develop courses, textbooks and teaching material in the Inuktitut language in order to preserve and protect the Inuit language and culture; and 2) enter into agreements with persons, institutions, colleges, or universities to develop courses, textbooks, and teaching materials corresponding to the program and services offered by the Board.
- By ordinance, the KSB may establish training courses for teachers of Inuttitut, English, and French, permitting Inuit teachers to become qualified as elementary and secondary school teachers and to become familiar with the special needs of their clientele.
- The KSB has power to enter into agreements concerning post-secondary education for beneficiaries in its jurisdiction, subject to annual approval of its budget by the Minister.
- The KSB has the right to adopt different school calendars according to the expressed needs of the individual communities, provided that the time devoted to instruction is equivalent to the provincial norm.

3.2.3 Number of Students in the System

Currently the KSB has a school population of approximately 2,300 children and 500 adults. Exhibit 3.10 shows the pattern of enrolments in Nunavik schools.

EXHIBIT 3.10 ENROLMENT FIGURES FOR KSB SCHOOLS

Year	Student Population
1978 - 79	1,417
1984 - 85	1,633
1985 - 86	2,027
1986 - 87	2,030
1987 - 88	2,029
1988 - 89	2,083
1989 - 90	2,187

Source: KSB

The KSB attributes the increase in enrolments to the following factors:

- increased birth rate
- availability of grade levels not previously offered
- greater awareness by parents
- better school facilities
- more perseverance among students

3.2.4 Funding and Budget

Funds are provided on a cost sharing formula, with the provincial government supplying 75% and the federal government, 25%.

The 1991-92 KSB budget was \$39,931,929. Exhibit 3.11 shows the breakdown of this budget.

EXHIBIT 3.11 BREAKDOWN OF 1991-92 KSB BUDGET

Item	Percentage of Budget
Teachers' salaries & benefits	32.1
Teacher training	30.4
Pedagogical development	10.8
Post-secondary	4.5
General administration	12.1
Equipment services	22.2
School transport	2.2
School Administration	6.4
Adult education	6.3

Source: KSB

3.2.5 Aboriginal Staff

In 1993-1994 the KSB employed 398 full-time staff and 199 seasonal or part-time staff. There were 161 beneficiaries of the JBNQA employed as full-time staff (40%), and 199 beneficiaries employed as part-time staff (71%).

A breakdown of the teaching staff by employment status and ethnic origins is shown in Exhibit 3.12.

EXHIBIT 3.12 KSB TEACHING STAFF

Status	Inuit		Non-Inuit		Totals
Full-time	70	32.9%	143	67.1%	213
Part-time	50	87.7%	7	12.3%	57
By-the-lesson	15	75%	5	25%	20
Totals	135	46.6%	155	53.4%	290

Source: KSB

Exhibit 3.13 shows the ethnic breakdown of other professionals in the KSB in 1991.

EXHIBIT 3.13 ETHNIC COMPARISON OF NON-TEACHING PROFESSIONAL STAFF, 1991

Category	Regular Sector		Adult Education		Totals
	Inuit	Non-Inuit	Inuit	Non-Inuit	
Non-teaching professionals					
Full-time	13	16		4	33
Part-time	6	1		2	9
Contractual		10		2	12
Sub totals	19	27	0	8	54
Management					
Full-time	19	27	2	4	52
Part-time	1				1
Sub Total	20	27	2	4	53

Source: KSB

3.2.6 School and Day Care Services

At present, there is one day care centre in Nunavik, located in Kuujjuak, but no pre-school programs. However, there is now a Pairtsvik Agency project to start a Home Day Care Agency in Nunavik, announced in the summer of 1993. The agency plans to help organize and support home day care programs. It will provide information and education to women caring for children at home and will match home care providers with parents looking for child care services. Child care providers associated with and approved by the agency will receive some training, including a first-aid course. The project is currently in the process of securing funding, having been approved by the provincial day care bureau (OSGE) and a January 1994 start-up date is planned. Residents of other Nunavik communities have also expressed active interest in forming day care centres locally.

3.2.7 Educational Levels

From 1978 to 1993 there have been a total of 236 secondary school graduates of the KSB.

Exhibit 3.14 shows the total number of graduates from the Secondary V level in Nunavik.

EXHIBIT 3.14 SECONDARY V KSB GRADUATES

Year	# Secondary V students	Total Graduates	% Graduates
1987-88	38	11	29
1988-89	48	21	44
1989-90	71	26	37
1990-91	N/A	30	N/A
1991-92	N/A	31	N/A
1992-93	N/A	41	N/A

Source: KSB

3.2.8 Curriculum

The language policy adopted by the Commissioners recommends that students learn in their mother tongue, Inuttitut, exclusively during their first three years of schooling. At Grade 3, parents have a choice between English and French as the language of instruction. Inuttitut language and culture classes continue to be taught.

A social studies program is currently being developed in three languages through a committee of elders, teachers, counsellors, and consultants. It aims to provide a tri-cultural history, geography, economics, and politics of Nunavik, Canada and the world. It also aims to enhance the use of the Inuttit language and to help each student develop a positive self-image.

3.2.9 Counselling Services

Since 1989, all schools have had student counsellors on staff. They are supported by a training program specifically in development for them. Two training counsellors, both of whom have experience as student counsellors in the Nunavik region, are working with consultants from the Department of Counselling at McGill University. A forty-five credit training program for the counsellors is being developed. Subjects to be addressed will include human sexuality, family violence, suicide prevention, substance abuse, study skills, and career choice.

The KRG Department of Education and Training also have established one position for an adult counsellor at Salluit to serve residents on the Ungava coast. This counsellor will work with adults on a pre and post course basis as well as provide job search assistance. Another position is planned for in 1994 which will serve residents on the other coast.

3.2.10 Access to Schooling

Not all senior grades are currently available in each KSB community.

The KSB is participating in TVNC, as reported above. It has produced a ten-part television series for broadcast, titled *Small Business Development*. An economics series is being produced in all three languages of the Board.

3.2.11 Teacher Training

In conjunction with McGill University, a 45-credit teacher education program has been developed whose objective is to meet the specific needs of KSB teachers. The program emphasizes the training of teachers who will work with children in the first three years of schooling; it also serves a smaller group of Inuttit language specialists and primary teachers working in a second language. Each school has a local counsellor to assist in teacher training. A graduate of the teacher training program, the counsellor works with teachers-in-training, providing support and help in the classroom and with follow-up assignments to the twice-yearly course sessions.

In 1992, 46 legally qualified Inuit teachers graduated from the program.

3.2.12 Adult Basic Education

Adult Education Services of the KSB are responsible for providing Adult Basic Education (ABE) in Nunavik. Exhibit 3.15 shows the number of adult graduates from Secondary V in Nunavik.

EXHIBIT 3.15 NUMBER OF ADULT SECONDARY V GRADUATES IN NUNAVIK

Year	1990	1991	1992
# of graduates	3	18	28

Source: KSB

3.2.13 Vocational Training

Any adult or student who is at least 16 years old and meets certain academic requirements has access to the KSB vocational programs. The Vocational Education Diploma is new, awarded by the Ministry to those who successfully complete these courses. Students who require courses not offered by the Board are sponsored to pursue studies in other school boards. Formal apprenticeship, when applicable, begins in a trade after receipt of this diploma.

The Kativik Regional Government (KRG) is responsible for manpower training in Nunavik. In April of 1992, the Canada Employment and Immigration Commission of the Federal Government transferred to the KRG all its responsibilities related to employment and training programs and services, as well as all the clerical work related to unemployment insurance. A consultation committee headed by the KRG and including the major organizations involved in training in Nunavik has been established to determine how the annual funds transferred from EIC will be distributed among the various programs.

3.2.14 Non-Formal Training

For the first time, several people in several different sites from Nunavik have participated in the Atii Distance Education Management Training Course referred to above. In addition, the KSB developed a distance education program also referred to above entitled Small Business Development.

3.2.15 Post Secondary Education

There are no post-secondary institutions of education in Nunavik. All students must attend Southern institutions. If they attend those in the Montreal area, students can benefit for certain extended support programs operated by the KSB, including a short orientation program, prior to starting college. There is a student residence for Northern students located in the West Island of Montreal.

3.2.16 Current Developments

As a result of the publication of the Nunavik Educational Task Force Report (1992) and its subsequent review at the Makivik annual meeting, the Nunavik Education Implementation and Planning Group was established in March 1993. The purpose of this group will be to examine existing research on education conducted by the Nunavik Educational Task Force, in addition to the KSB's reports, and to prioritize recommendations which be implemented in the short- and long-term. Members of the committee represent five major organizations of Nunavik; KSB, Makivik, KRG, Avataq, and the Nunavik Constitutional Committee.

3.3 Northern Labrador

3.3.1 Geographic Region

The Inuit of Northern Labrador are mainly located in five physically isolated coastal communities, each accessible by boat in summer and year-round, only by plane. These Inuit communities are Nain, Hopedale, Rigolet, Postville and Makkovik.

3.3.2 Structure

The Province of Newfoundland and Labrador has a denominational education system at the K-12 level. Under this arrangement responsibility for education is shared between the provincial government through the Department of Education and the major Christian churches, through three denominational councils: The Roman Catholic Education Council; the Integrated Education Council (Anglican, Moravian, Presbyterian, Salvation Army, and United Churches), and the Pentecostal Assemblies Education Council.

The tasks of the Councils are as follows:

- Determining how and where money will be spent for new school buildings, extensions, and equipment.
- Recommending to government the establishment and alteration of school district boundaries.
- Recommending to government the appointment of school board members.
- Recommending to the initial certification of teachers; prescribing religious education programs.

There are 27 school boards in the Province. However, four out of the five Inuit communities (Hopedale, Nain, Makkovik, and Rigolet) fall under the Labrador East

Integrated. The fifth, Postville, falls under the Pentecostal Assemblies School Board.

Under the present Schools Act, at least two-thirds of the members of each school board must be elected by popular vote. School board elections are held every four years.

Post-secondary education consists of Memorial University and the Labrador Community and Technical College at Happy Valley-Inuit Bay.

The Labrador Inuit Education Committee was formed in 1986 (replacing the former Inuit Advisory Committee) to address a wide range of issues dealing with the education of Labrador Inuit. The Committee consists of eight members: five community representatives, one Inuit appointee of the School Board, one native teacher, and one appointee of the Labrador Inuit Association. All appointees must be eligible for membership in the Labrador Inuit Association. The Committee makes recommendations to the Labrador East Integrated School Board on all aspects of Inuit Education, including Inuktitut language materials and instruction in the schools, the early school leaving problem, and the development of a philosophy of Inuit education for Labrador Inuit.

3.3.3 Inuit Community School Statistics

The total enrolment in the schools of the five Inuit communities in 1992-93 was 767.

Exhibit 3.16 provides statistical information on teachers, enrolments, and graduations from the five schools.

EXHIBIT 3.16 **TEACHERS, ENROLMENTS, AND GRADUATES IN NORTHERN LABRADOR, 1992 -93**

Community	# teachers	Pupil/ teacher	Total enrolment	Graduates/ those eligible to graduate
Nain	27	12.2	352	5/6
Hopedale	14	10.93	164	2/3
Rigolet	11	8.86	101	6/8
Makkovik	10	9.3	96	4/4
Postville	6	8.08	54	2/3
Total	68		767	19/24

Source: Department of Education Government of Newfoundland & Labrador

3.3.4 Funding and Budget

Exhibit 3.17 shows the amount of program funding available to the Labrador East Integrated School Board under the Native People's Education Agreement. The amounts shown do not include salaries.

EXHIBIT 3.17 LEISB NATIVE PEOPLE'S EDUCATION AGREEMENT PROGRAM FUNDING

1989 - 90	1990 - 91	1991 - 92	1992 - 93
\$ 1,012,200	\$1,089,600	\$1,138,664	\$1,183,776

Source: Communication to authors

A communication to the authors from Memorial University indicates that in 1989 the Inuktitut Language program received \$70,000, the Curriculum Centre received \$25,000, and Life Skills received \$20,400 out of the total of \$1,012,200 of funds received for that year.

3.3.5 Aboriginal Staff

Less than 25% of the certified teaching staff of the Labrador East Integrated School Board are certified aboriginal teachers.

3.3.6 Pre-School and Day Care Services

There is one day care centre located in Nain with 15 spaces.

3.3.7 Curriculum

A curriculum centre for developing Inuktitut teaching materials has been established by the Labrador East Integrated School Board, with a resulting increase in the amount of curriculum material available in Inuktitut or dealing with Inuit culture and lifestyle. However, a great deal of the resources in the centres are currently spent in translating existing materials and school texts. The curriculum centre is presently staffed by one certified teacher and two assistants.

3.3.8 Access to Schools

All five schools in the Inuit communities of Northern Labrador now offer grades K-12. Some high school students in Inuit communities have successfully participated in a distance education program that provides them with schooling in advanced maths, physics, and French.

3.3.9 Non-formal Education

Distance education has been used to successfully deliver training for adult literacy providers and for a course on drug dependency for women. Each community is equipped with at least one audio teleconference site which is linked through a dedicated, fully interactive provincial network to the centre in St. John's. Some sites also have more sophisticated equipment such as an electronic blackboard, as part of the teleconference system. The Torngat Cultural Centre also offers both adult and junior land based life-skills programs. The former supported by the Secretary of State, the latter by the Labrador Inuit Association.

3.3.10 Teacher Training

In 1978 a university program was developed primarily for native people wishing to become teachers. The Teacher Education Program for Labrador (TEPL) requires the successful completion of 20 university courses. A second program, Bachelor of Education (Native and Northern Education) was approved in 1989. This program requires the successful completion of 50 university courses and includes options for concentration in primary, elementary, or secondary education as well as courses in native languages and native culture. Presently approximately 70 students are enrolled in Native teacher education programs. By the early 1990s there had been 17 graduates from the TEPL. Courses may be followed in the communities although there is no regular schedule by which they are currently delivered.

3.3.11 ABE, Vocational Training & Post Secondary Education

Labrador College of Applied Arts, Technology, and Continuing Education offers Adult Basic Education, vocational training, and post-secondary education in Labrador. The College was formed in 1987 when the various units of the post-secondary operation (District Vocational School, a Regional Office of Adult Education, and a Craft Field Worker) were formally assigned to the administration of Labrador College. [unclear]

The 1991 annual report of the College notes that three centres have been established in communities, one in the Inuit community of Nain. Individual students are accepted at these centres by HRDC for 52-56 weeks of ABE training. Each centre had ten students in 1991, and the Provincial Adult Basic Education curriculum was implemented; a large waiting list formed at each centre for available seats. Training was carried out with the assistance of the PLATO distance education delivery system, which the students used for an estimated 40-50% of their time.

The Torngat Cultural Centre established and delivers an interpreter-translator certificate course delivered in conjunction with the Labrador Community College. The course is modular in design and produced its first eight graduates in 1992. A

second group is currently undergoing training with an expected graduation date of June 1994.

In 1991 a trapper education workshop was held in Nain with 15 participants. It was funded through Indian and Northern Affairs Canada. A carpentry program was held in Hopedale and funded jointly by Hopedale Community Council and Labrador Community College; it had 12 students enrolled and 3 successful completions. Other courses held in this community included Introduction to Computers and fitness classes. Makkovik held three courses (physical fitness, sewing, and guitar) and Nain held courses in Inuktitut, computer literacy, and crafts.

Total expenditures for Labrador College at year end in 1991 amounted to \$6,352,424.

3.3.12 Current Developments

As this report goes to print, the Newfoundland and Labrador Government has just announced proposal to reorganize the educational structure of the province. Discussions with all parties concerned are expected to continue for some months before any legislative changes are actually made.

4.0 ISSUES IN NORTHERN EDUCATION AND TRAINING SYSTEMS FOR INUIT

4.1 Introduction

An assessment of the data gathered for this study has led to the identification of the key strategic issue and a range of associated factors facing each of the various sectors of Northern education and training systems in relation to their preparation of Inuit for the outcomes of land claim agreements and self-government. By the identification of the strategic issues it is the intent of the authors to provide a framework in which associated factors may be organized. The key strategic issues and associated factors are shown in Exhibit 4.1 and detailed in this chapter. Also included are any indications of progress and/or individual success stories identified in the areas of concern.

The key strategic issues also represent, from our analysis of data gathered for this report, the most significant issue in relation to preparing Inuit for the outcomes of land claims and self-government. To not resolve the key strategic issues indicated in Exhibit 4.1 would, we conclude, seriously jeopardize the process of Inuit self-determination and their opportunity to benefit economically, culturally and politically from Inuit land claim and self-government agreements.

EXHIBIT 4.1 **KEY STRATEGIC ISSUES RELATED TO THE INUIT COMMUNITY
WITHIN NORTHERN EDUCATION AND TRAINING SYSTEMS**

SECTOR	KEY STRATEGIC ISSUE	ASSOCIATED FACTORS
Early Childhood Programs	Need to establish more programs and increase Inuit access to them	<ul style="list-style-type: none"> • Relationship to early school leaving • Establishment of school creches • Increased financial support for Inuit access
Grades K - 12	Need to significantly increase school success in graduating more Inuit students and reducing early school leaving numbers	<ul style="list-style-type: none"> • Shared educational goals • School governance • Inuit levels of educational staffing • Teacher training • Teacher turnover rate • Level of educational standards • Relevance of curriculum • Integration of Inuit cultural values • Teaching methods • Counselling, Health & Life Skills education
Post-Secondary and Adult Education Vocational and Professional Training	Need to significantly increase Inuit participation in post-secondary and adult education and training programs	<ul style="list-style-type: none"> • Access • Linkage to economic development planning • Student support • Cultural issues in the design and delivery of training • On-the-job training issues
Adult Basic Education	Need to increase resources available for Inuit to access ABE programs	<ul style="list-style-type: none"> • Student support • Access • Cultural issues

4.2 Early Childhood

The key strategic issue identified for the early childhood sector is to establish more early child programs and increase Inuit access to them. As noted in Section 3 of this report, both day care centres and pre-school programs are lacking in most small and medium-sized Northern communities. The centres and programs that do exist are located mainly in the larger communities of the North. In all of Northern Labrador there is currently only one day care; it is situated in Nain with 15 spaces for 2-6 year old.

Interviewees and community forum participants noted that the lack of early childhood programs has serious effects in the Inuit community:

1. Older children are regularly taken out of school to babysit siblings.
2. Teenage mothers are dropping out of school to look after their children.
3. It represents another barrier for women's participation in the work-force and access to further education or training.
4. An important opportunity is missed to implement pre-school programs that would enhance the potential for a child's success later in his or her school career.

As will be discussed in more detail later in this section, educators now recognize that dropping out of school is a process rather than a discrete decision taken later on in a student's school career. Thus, the earlier the student's experience can be swayed positively in favour of staying in school through effective pre-school programs, the better. Early childhood programs can potentially offer parents the opportunity to be involved in the education of their children at an early stage and to positively influence their parenting skills.

Some schools in the NWT and Nunavik report success in establishing creches within the school itself to permit teenage mothers to continue their education. This can also become an opportunity for teaching; for example, the school in Arviat permits older students to assist in the creche for school credit.

A senior administrator within the GNWT Department of Education, Culture and Employment expressed in an interview that the current lack of early childhood services represented a serious gap in efforts to improve student success in Northern schools. The issue of pre-school programs is addressed in the GNWT's Department of Education, Employment and Culture discussion paper on future strategy development for that department (*Towards a Strategy to 2010*, 1993). The paper emphasizes the need to free up staff time spent in administering program funding and to focus on increasing the quality of programs in this sector. It also notes that although Arctic College has offered a few early childhood education training programs, the amount of training money available does not meet the need. As a result, many people working in child day care programs have received little training.

A barrier to the development of additional spaces for day care in the NWT that was noted at a community forum there is business licensing regulations that does not permit the establishment of child care places in public housing. Given the prohibitive cost of opening day care centres and the lack of suitable space in most smaller communities, the development of spaces in homes was seen by some

community forum participants in Iqaluit as as part of the solution to this issue. Changing that regulation could result in more available places.

The Nunavik Educational Task Force (1992) also recommends that early childhood programs be set up for children and parents. In reviewing this report, the Kativik Regional School Board's initial response could be characterized as one of guarded openness to the concept (*Review of the Nunavik Educational Task Force Report*, 1993). The question of providing home day care space in Nunavut is now being addressed by an agency of the Katavik Regional Government (as described in Section 3 of this report). A significant barrier to the establishment of day care centres as reported to the authors by a staff member of the KRG is the lack of access to training for day care staff. For a day care centre to qualify for provincial funding, a qualified day care worker (1 year certificate + 3 years of experience) must be available for every three workers employed. Currently training to qualify as a day care worker is only available in the South. However, even if an Inuit from Nunavik were to obtain training, a further problem arises of how the worker is to obtain the three years of experience within their community. Finally, even if all these bridges are crossed, after having undergone the training, it is very likely that the worker would not remain in the relatively low paying day care field but enter into teacher training with the KSB.

Effective pre-school programs can positively influence three factors which are implicated in early school leaving: they can increase the level of contact between home and school, provide an important early intervention opportunity to counteract the process culminating in early school leaving, and promote positive images of school in the minds of community members, thereby increasing parental support for schooling.

An example of a successful aboriginal pre-school, home-based program providing parent education that may be of interest to Inuit is the *Circle of Learning* sponsored by the Denver Indian Centre. Findings indicate that those children who have participated in the program perform in kindergarten at levels comparable to their classmates; by first grade 90% of these students have risen to the top of their class. Some students have even skipped from first grade to third grade. Success has been attributed to the program's focus on cultural instruction that fosters positive self-esteem. The *Circle of Learning* pre-kindergarten curriculum has won two awards from the National Indian Education Association (*Indian Nations at Risk: An Educational Strategy for Action*, 1991).

4.3 Kindergarten to Secondary School Education

The key strategic issue identified by this study in the K-12 sector is the lack of school success in graduating Inuit students from the system. Significantly low numbers of Inuit youth graduate in all regions under study. For example, the authors estimate that less than 10% of the adult population of the NWT and Nunavik hold a high school leaving certificate. The actual numbers of graduates from the

regions under study in 1992/93 are shown in Exhibit 4.2, below. The number of Inuit who have left school early is also of major concern. An indication of the size of the drop out problem for Inuit is shown in Exhibit 4.3.

EXHIBIT 4.2 NUMBER OF HIGH SCHOOL GRADUATES 1992/93

	Northern Labrador (all students from Inuit communities)	Northern Quebec	NWT (Inuit students)
Number of students graduating from high school, 1992/93	19	41	42

Source: Govt. Newfoundland & Labrador, KSB, GNWT.

**EXHIBIT 4.3 PERCENTAGE OF INUIT, 15-49 YEARS OLD WITH G8 EDUCATION
OR LESS**

	N. Labrador Inuit	N. Quebec Inuit	NWT Inuit	Canadian Aboriginals	Canadian Population
Percentage of Population with G8 or less	21%	39%	44%	17%	6%

Source: Aboriginal Peoples Survey, 1991

In virtually all of the reports reviewed for this study as well as in the interviews and community forums conducted, concern was expressed over the high rate of Inuit school drop outs and the education system's failure to graduate higher numbers of Inuit students. Depending on one's perspective, however, perceptions vary: One view is that the number of Inuit children leaving school early is unacceptable and unjustifiable; an alternative view is that, taking into account the social context and the relatively recent introduction of formal education systems to the North, the fact that some aboriginal people are graduating from secondary school and, in a few cases, going on to post-secondary education, should be regarded as success.

Despite the comparatively low levels of educational attainment of the Inuit compared to that of aboriginal people elsewhere in Canada and to the Canadian average, we have personally encountered and read of many well-intended individuals working hard to improve the situation during the course of our research.

Whether one's assessment of Northern education systems is that of abject failure or growing success, the high number of Inuit students dropping out of the system has serious implications for the Inuit community on multiple levels:

1. **Employment:** As noted in Section 4 of this report, decreasing unemployment rates for aboriginals is associated with increasing levels of education in the Northwest Territories. If the number of Inuit entering the wage economy is to increase significantly, the number of early school leavers must be lowered.
2. **Social Costs:** The social costs of not gaining skills to participate effectively in either the wage or traditional economy are high, both to the individual and society. Increased levels of educational attainment and subsequent access to the wage economy would likely have an ameliorating effect on the range of social problems outlined in Section 3 of this report.
3. **Self-government:** Attainment of higher levels of education amongst the Inuit community is critical to the successful establishment and evolution of self-government for Inuit in the North, as outlined in Section 2 of this report.
4. **Post-secondary education and training:** The required substantial increase in the number of Inuit attending post-secondary education and participating in vocational training cannot occur until there is a significant increase in the number of Inuit high school graduates.

4.3.1 Early School Leaving

There is a growing consensus around the findings of several recent studies which have examined the problem of early school leavers across North America. A 1992 study carried out in the Northwest Territories by Lutra Associates for education and training authorities summarized the research findings as follows:

- a) There is no typical early school leaver and therefore, no one specific definition.
- b) Leaving school early is a process rather than an event.
- c) More and more research on the subject is focusing on the interplay between school structure and personal, social, and family issues and characteristics.

This study, carried out with a sample of over 200 respondents, and another carried out by Rains (1992) in Nunavik confirmed that, as elsewhere, the issue of early school leavers in the North involves a wide range of issues. Factors found by the Lutra study to be associated with early school leaving in the Northwest Territories relate to the school, student, home, and community; these are detailed in Exhibit 4.4, below.

EXHIBIT 4.4 FACTORS CONTRIBUTING TO EARLY SCHOOL LEAVING IN THE NWT

SCHOOL FACTORS	HOME FACTORS
The student	The student
* has low home/school contact	* has poor economic circumstances
* experiences problems with school work, teachers and school rules	* lives in an average or larger than average sized household
* has likely failed a grade	* is required to work at home
* spends most of school time working at a desk or listening to teachers rather than working cooperatively/interacting with other students	* considers wage employment important/necessary
* fades out of school rather than quits	* doesn't participate in household decisions
* has poor school attendance	* expects no discipline at home
	* lives in a troubled home
	* has low home/school contact

PERSONAL FACTORS	COMMUNITY FACTORS
The student	The student
* uses alcohol	* uncertain about the quality of community life
* has been exposed to suicide	* is uncertain about the future in his/her community
* has unrealistic expectations for the future	Community Members
* is clear about the value and purpose of education	* are dissatisfied with control of education
* has strong/influential peer relationships	* are concerned about lack of community support for education
	* are unclear about the value and purpose of education

Source: Lutra and Associates, 1992

The data reveal that early school leaving in the North is a complex process rather than a discrete decision made by the student to quit. Since it is a process, there can be no expectation of a 'quick fix' that will resolve the situation over the immediate short term. The implication of this is also that the results of most interventions will not be seen in improved graduation rates/less drop outs until several years later.

While the Lutra study offers no specific solutions to the problem of early school leaving in the North, it does provide an important focus on the factors that must be addressed. Several of the factors outlined in Exhibit 4.2 are clearly out of the direct control of the school or education system, although in the long term it is conceivable that changes to the education systems will impact all of these factors. Research for this study identifies several issues of further concern in the K - 12 education systems that cut across all regions of concern in this report, and which all have a significant bearing on the issue of increasing the number of Inuit graduates and lowering the drop out rate.

4.3.2 Lack of Shared Educational Goals

The goals of Northern education systems, whilst clearly set out at the policy level of educational authorities, have been found to not necessarily be shared with all concerned, particularly at the school and community level. For example, the 1992 Lutra study on NWT early school leavers notes that community members question what education will ultimately achieve for their children:

"Will it give them jobs when there aren't any available or any that require high school graduation? Will education cause more young people to leave the community? Will education drive other wedges between the values of aboriginal and non-aboriginal cultures?" (Summary Report, p. 16)

These are some of the questions posed within NWT communities, particularly the smaller ones. Stairs (1990) notes that Inuit parents express fears that the overloading of children with the "decontextualized teaching of school pushes them outside of ecological harmony and social networks. Also feared is the school's trivialization of traditional skills and ways of knowing, and destruction of the informal teaching role of the community." (p. 32)

Similarly, the Nunavik Educational Task Force Report (1992) notes it heard "over and over again that many parents and education members do not understand what education is for." (p. 49)

This is not to say that mission statements and goals have not been developed in the Northwest Territories and Nunavik. Examples of them abound in the literature of educational authorities. However, the challenge appears to lie in communicating effectively to the community what the goals of the education system are, or should be.

The effect of this lack of communication is well summarized in the document *'Our Future is Now,' Directions for Education in the Baffin* (1987):

"While our schools have undoubtedly had a major impact on Nunavut they have lacked a clear sense of purpose. Parents are unsure of what they want from schools. Educators complain about a lack of direction. The resulting problems in our education system have been well documented elsewhere. We do know that the confusion over the purposes of schooling has inevitably affected the children in the schools, very few of whom graduate. This factor alone represents a tremendous waste of human potential and if our children are to assume their rightful place in Nunavut we must find ways of reversing the trend. Accordingly the development of a firm direction for our school system is the major challenge facing the Baffin Divisional Board." (p. 2).

That the lack of effective two-way communication with community members in the North regarding educational goals is an ongoing issue, in at least certain critical areas of education, is illustrated by the Baffin Divisional Board of Education Review's recommendation (1993) that:

"...the Board initiate a series of public forums and radio and television programs in order to determine the parents' expectations of the school system regarding language development - immersion vs. bilingual models. Such forums should also clarify the role of the school, parents and others in promoting Inuit culture." (p. 7)

There is no reason to believe that the Baffin is a unique case in the NWT.

Efforts to communicate educational goals clearly, however, will not resolve the fundamental questions and fears that some Inuit parents have regarding the outcomes of education for their children, namely, that once educated, they will leave the village.

The current consultation exercise connected with the GNWT's Department of Education, Culture and Employment (referred to in Section 5) may be an opportunity to provide a wider profile in the community for the Department's expressed goals of community support and control of education and increased parental involvement. In Nunavik, a similar opportunity may be provided by the discussion generated around the Nunavik Educational Task Force's Report and the institution of the Implementation Group to review its recommendations.

The lack of shared goals between many Inuit and the school system raises questions at other levels. Are the goals of the school system appropriate for Inuit and others who live in the North? More specifically, as was raised in two of the community forums, Should the driving goal be that of graduating all students from secondary

school? Minimum skills of literacy and numeracy etc. are needed in the North as elsewhere to function as an empowered citizen and to obtain access to the wage economy, but perhaps schools should be providing more options relevant to Northern life-styles, a point further discussed in 4.3.7.

4.3.3 Governance

Local control over the educational system has been recognized as a critical issue for Inuit in their advance to self-determination. Mary Simons, in an address to the 1987 seminar on Inuit Control of Inuit Education sponsored by the Inuit Circumpolar Conference summarized the importance of this issue:

"Education in the broadest sense, which includes communications, has a critical role to play in the survival and further development of our culture and language. Therefore, we as Inuit must not only participate in our Northern system of education, but be able to profoundly influence its policies and priorities. Through Inuit control of education we must responsibly shape its content and direction." (p 43).

Further, Reddy (1991) notes that experiences of the past two decades across North America have shown that if control is not placed in the hands of those whom the system serves, there is not much likelihood of linguistic and cultural considerations being given the focused attention that is required to effect meaningful change.

In Nunavik and the NWT, recognition of the importance of local control over schooling is acknowledged at the educational authority policy level. For example, the mission statement for the GNWT's Department of Education, Culture and Employment states that "Responsibility, authority and accountability for programs and services will be devolved to the greatest extent possible. This will ensure that the programs and services are responsive to the needs of the people they serve, enabling them to achieve their aspirations." (*Our Students Our Future: presentation to the Royal Commission on Aboriginal Peoples by the Minister of the Department of Education, Culture and Employment*, 1993, p. 29)

In its Review of the Report of the Nunavik Educational Task Force (1993) the KSB states that "The School Board has committed itself to developing a strong system of community schools..." (p. 28). Mechanisms have been set up in both regions to facilitate this control, both at the school board level (Commissioners are elected in both jurisdictions to the school boards) and locally through the establishment of Educational Councils (NWT) or School Committees (Nunavik).

Despite the intent at the policy level and the mechanisms put in place to realize them, control over schooling in many areas of the North appears very much in the hands of the educators rather than in those of the local community. For example,

the Lutra (1992) report on Early School Leaving in the NWT notes the following observations:

"In general, most local authorities see their role as trouble-shooting, problem solving, and one of handling logistical and administrative details rather than providing input into the policies, practices and instructional programs/curriculum within the school. Discipline, attendance and parental/community liaison are three responsibilities most commonly held by local education authorities. From a community perspective, the use of local education councils and committees often seems to be limited to a sounding board for resident concerns." (p. 17)

Referring to community members of the Northwest Territories, Lutra (1992) reports,

"Whether it be about the value and purpose of education, classroom practices, decision making, or curriculum content, community members generally seem ill-informed about the education system." (p. 17)

"Public participation in the work of local education authorities is poor regardless of the size, socio-economic and cultural characteristic, or history of education in the community. Few community members attend meetings or are thought to be aware of the roles and responsibilities of the boards, and divisional boards of education or local authorities." (p. 18)

Referring directly to local education authority members of aboriginal ancestry, the report concludes that the strangeness and relative newness of formal education are often barriers to meaningful aboriginal participation.

Although school board officials in both regions stated in interviews and community forums that 'the power is there' for the committees/councils to use if they so wish, local people feel otherwise. In the community forum in Nunavik, one member of a local education committee reported that his committee "was a rubber stamp for decisions taken elsewhere." On this issue, the Nunavik Educational Task Force Report (1992) notes that:

"The decentralization of power (*through the educational committees*) has not worked well, and it almost guarantees conflict. To begin with very little power was actually decentralized. The education committees are told to look after culture and a variety of school organization and student affairs issues, but they are given no responsibility or authority over the regular program or the overall philosophy of the school (p. 49)."

The recommendation of the Lutra report is to provide guidelines and orientation or training programs to local education authorities to improve their focus and effectiveness. A parallel conclusion was reached in Nunavik by the Educational Task Force (1992) which recommended that the local School Committees be trained in how to exercise local policy control, how to maintain a positive working relationship with school staff, and how to set up better coordination and communications between parents and teachers (recommendation no. 37).

The KSB views the training of locally elected officials in Nunavik as an ongoing problem for all organizations in that region, one that has only recently become a priority throughout Nunavik. The Board cites lack of resources and time as barriers and in response intends to develop a special training plan for local administrators and education committees. However, the Board also claims that many education committees are highly effective in fulfilling their roles, even without the benefit of formal training.

The control of Inuit education in Northern Labrador was summed up by a speaker at the 1987 Inuit Education Conference: "Back in 1977, at the first Inuit Education conference the main issue was native control of native education. Today in 1987, we are still working for native control of education."

Following the 1977 Conference, an Inuit Education Advisory Committee was formed to make recommendations to the Regional School Board. Since then, the Labrador Inuit Association (LIA) has recognized a number of improvements in education. However, in a recent report to the Circumpolar Conference (undated) the LIA emphasized that the major issue they are dealing with today is of obtaining complete control of the education of their children; they believe the other kinds of changes they need will not come until control of education is transferred to Inuit hands. In its 1991 brief to the Royal Commission on Education, the LIA states that:

"On close scrutiny however it becomes apparent that the role (*of the LIA*) has primarily an advisory role. We still have no decision making power with regard to the operation and administration of the School Board. The major decisions are still being made for us rather than by us. It is a strong belief within our membership that if we are to control the destiny of our lives as Inuit of Labrador, then we must assume more decision making roles" (p9).

In its report to the Circumpolar conference referred to above, the LIA reports on a process presented in the 1991 brief to the Royal Commission on Education by which control of education may be handed over to the Inuit of the coastal communities. The LIA report notes that although the suggestions were ignored by the Commission, such a response will only serve to strengthen the LIA's conviction to ultimately achieve control of the education of their children.

The lack of control over education felt by the local Inuit community was strongly expressed by most participants at the at the Nain community forum. Participants gave several examples of the difficulties they had faced in attempting to exert meaningful control over their children's education. For example, only after several years of diligent effort has the School Board revealed the budget it receives under the Federal native funding agreement for native education. Another major point of contention for participants was that there is no effective local power over the important issue of hiring and firing teachers. As one participant put it, "We can make recommendations but we have no power."

The positive impact of a people's gaining control over their educational system is demonstrated in the example of the Zuni Public School District in New Mexico and could serve as an inspiration for Inuit communities. The Zuni people believe that Indians must control their own education if they are to have a positive impact upon the lives of tribal people, cultivate a competent tribal base of leadership, and provide community economic development. In the ten years that the Zuni have established and run their own school board, the dropout rate has decreased from 46% to 7% and district-wide attendance rates have increased from 76% to 92%. High School ACT scores have improved from a composite of 8 in 1980 to 16.4 in 1989. Elementary children taking the 1990-91 fourth grade Direct Writing Assessment scored a "holistic" average of 2.8%, compared with a state wide average of 2.5%. And at all grade levels, the number of students receiving recognition for academic achievement has increased dramatically (*Indian Nations at Risk: An Educational Strategy for Action*, 1991).

4.3.4 Inuit Educators

Several persons interviewed for this study, as well as participants (both aboriginal and non-aboriginal) in community forums, noted that one most important means of addressing the challenges facing Inuit in Northern education systems is to increase significantly the number of Inuit being trained as teachers and educational administrators. These individual observations were paralleled in several of the documents reviewed for this report, e.g. *Learning for Tradition and Change* (1982), *Teacher Training in the NWT* (1993), Riggs (1992) and the *Nunavik Educational Task Force Report* (1992).

Currently, as seen in the statistics reported in Section 3 of this report, the proportions of aboriginal educators in all regions under study are significantly below the percentage of aboriginals in the population. In addition, most of the aboriginal teachers who are certified teach in the early grades. This is not to denigrate the important role of teaching in these formative years, and particularly having native speakers teach in Inuktitut at that level; it does raise the concern that adolescents at an impressionable age have virtually no interaction with Inuit as role-models and educators.

An increase in the number of qualified Inuit teachers would address many issues currently faced by Inuit within the education system, a fact recognized at the policy-making level of Northern educational authorities. Teachers are in the front lines of translating policy into action within the education system, which underlines the seriousness of the issue from the Inuit point of view. The need for an increase in the number of Aboriginal teachers is well summarized in *Teacher Training in the NWT* (1993):

They (*aboriginal teachers*) are needed to:

1. provide culture-based education for all communities
2. help maintain and support aboriginal languages and cultures
3. provide good role models for aboriginal youth
4. facilitate communications between schools, parents and communities
5. help students deal with the health and social problems many of them experience; and
6. accelerate the economic growth of our communities (p. 11).

For Northern education systems to continue to depend on a transient Southern teaching workforce is unwise from a practical point of view, let alone from cultural and educational considerations. The Canadian Education Association predicts severe teacher shortages in the mid- to late 1990s. By 1999/2000 Canada will need a 12.7% increase over the number of teachers working in 1987. By that time most Canadian school boards will also be faced with a need to replace up to 12% of their staff annually to meet the demands of higher enrolment and to replace the 200,000 teachers who will retire between 1995 and 2005. The outcome is a predicted annual shortfall of more than 8000 teachers in Canada after 1995 (*Teacher Education in the NWT*, 1993).

A further important consideration in many Northern communities is the provision of adequate housing for Southern teachers in the face of a general housing shortage. This has been the situation in some communities in Northern Labrador; for example, Hopedale reportedly faced the loss of almost its entire teaching staff in the early 1990's due to inadequate housing conditions. However, some potential Inuit teacher trainees may already have housing, which would help alleviate this problem.

Until the proportion of Inuit teachers and administrators in Northern educational systems increases, it is unlikely that a significant reduction will be seen in the number of Inuit early school leavers. This has been recognized by the NWT's Department of Education, Culture and Employment and is reflected in the

departmental priority set in 1990 by the Minister: that by the year 2000, 50% of the teaching force in the NWT will be aboriginal.

Two major challenges face the Department in meeting this goal. First, many teachers who graduate in the North eventually become employed in other occupations. For example, 50% of the teachers graduating from Fort Smith are now employed in occupations other than teaching (Reddy, 1991). The likelihood of this trend's increasing is strong, due to the growing demand for Inuit with post-secondary education stemming from the establishment of governmental institutions for regions such as Nunavut. Any plans for reaching this target must factor in this likelihood.

Secondly, the two institutional NWT teacher education programs have been unable to produce enough aboriginal educators to meet the systems's needs to date (as shown in Section 3, Exhibit 3.4).

The Department's strategy has been to utilize the Community Teacher Education Program, described in section 5 of this report, on a Territory-wide basis. The results of this program are very encouraging. For example, before the project was established in the Keewatin in 1991, there were only 16 certified Inuit teachers in a region that is 90% Inuit. At the conclusion of the two-year program in 1993, 32 additional aboriginal teachers were certified.

Reddy (1991) outlines several advantages of using Community-based teacher education programs. These include the increased likelihood of developing community ownership for the program, a stronger focus on the role of teacher as community member, and the opportunity to counter some of the reasons that many potential teacher trainees are reluctant to move to campuses (fear, depression, loneliness, and inability to leave the community for financial reasons). The reluctance to relocate appears to be so strong that 80% of the teacher trainees for two of the three communities in the Keewatin said that they would not have enrolled in a full-time program had it not been offered in their own region. Thus accessibility is an important advantage of community based programs for potential aboriginal trainees.

Community-based programs also have the potential for overcoming the problem expressed to us and also noted by Reddy (1993): that of aligning the teacher training curriculum more closely with the educational needs and realities found in the schools themselves.

The final assessment of the Keewatin pilot project notes that, besides the fact that most of the 32 student trainees would not have left home to take the program, a strong group identity and sense of cohesion had developed, the program enjoyed community support, and there was a high rate of success among the trainees; indeed, many intended to register for the part-time B.Ed. program as a result of their experience.

The weaknesses noted in the pilot program were few, but included the observation that the delivery of courses over two intensive weeks created certain difficulties, e.g. not allowing enough time to master skills entailed in report writing. Also, distance made it difficult in some communities to provide sufficient external evaluation of trainees in the classroom.

Current projections for the implementation of the Community Teacher Education Programs, combined with the projected number of graduates from the institutional programs, requires the training of 1,224 aboriginal educators by the year 2000 -- well over the required 600 needed to meet the 50% target (*Teacher Training in the NWT*, 1993). The first year of projections (1993-94) calls for a total of 175 aboriginal trainees; this total number is reported to have been exceeded, with 182 aboriginal trainees registered in programs.

Interviews with officials of the Kativik School Board indicate that no quantifiable goals for the number of aboriginal educators have been established. The Nunavik Educational Task Force Report (1992) reports in recommendation no. 24 that:

"To date there has been a good start (*regarding the recruitment of Inuit educators*). Much more must be done to recruit, train and keep Inuit teachers by improving their working conditions, and the personal and professional rewards of working with the NSB."

The pace at which Inuit teachers are being trained in Northern Labrador is noted as unsatisfactory in the Teacher Education Program for Labrador's 1992 report. In 1992, program representatives met with the Labrador Inuit Association to discuss ways and means to accelerate the pace and to meet their objectives of preparing Inuit teachers to meet Inuit educational needs in that region, particularly in Inuit language instruction.

Since then the program director has visited each community to encourage participation in teacher training courses and new training opportunities have been established. For example, a summer school now held in Goose Bay for diploma students had 25 participants in 1992-93; correspondence courses for teacher training are to be reintroduced in January of 1994. Another positive result is the reported 1993-94 enrolment of eight full-time aboriginal degree students in the B.Ed program, with four anticipated for enrolment in January 1994 (compared with two enrolments in the degree program in 1991-92). However, of the eight students enrolled, it was reported to us that only two are Inuktitut speakers.

The LIA strongly believes that an important mechanism for speeding up the training of Inuit teachers in Northern Labrador would be the Federal government's transference of monies under the Native Funding Agreement directly to the Labrador Inuit Association rather than to the Provincial Government, as is currently being

done. This would enable the LIA to purchase teacher training from a variety of different sources and apply needed pressure to the current system.

The Director of the Memorial University Native Teacher Education Program expressed the view that to significantly increase the number of Inuit teachers, special funding is required for a period of three to five years that would (1) permit those Inuit graduating from the degree program to complete a Master's degree, which would enhance Inuit curriculum development capacity, and (2) enable the hiring of itinerant professors to provide teacher training courses on a continuing basis in the communities over several years.

Teachers at the community forum in Nain expressed their frustration at the length of time it takes under present conditions to complete the course requirements for the degree.

The challenge still remains to introduce a significant number of Inuit high school teachers as well as principals and other leadership roles within the system. Reddy (1991) notes two points in this regard:

- 1) The growing number of Inuit teachers who have entered the degree program should be counselled regarding positions in high schools.
- 2) The NWT Principals Certification Program has proved to be a successful venture. However, it is still necessary to explore ways to encourage Inuit to enter into paths that will lead to leadership positions.

On the second point, Reddy observes that entering a leadership role can be quite daunting and that not many aboriginal educators are likely to come forward willingly to participate in certificate training. Special efforts will have to be made to invite people to become involved. These could include approaches such as mentoring arrangements, co-principalships, exchange visits, and course work itself. Community forum participants observed that funding to participate in the principal's course is extremely limited. However, the Review of the Baffin Divisional Board of Education (1993) commended the Board for its "Principal in Training" program.

Involvement of Inuit as instructors in Arctic College programs is also seen as essential. Currently Inuit involvement as instructional personnel is very limited as reported in Section 3 of this report. It was reported to us by a senior College administrator that College board members and administration have been concerned with the limited numbers of Inuit in instructional positions. In response to this several strategies are being pursued that include the use of the Public Service Career Training Program to train both instructors and community adult educators, and the development of an Adult Education Certificate. Continued development of Inuit college educators is seen as crucial to maintain the credibility and success of

college programs. A formal policy and financial commitment will be necessary to achieve this goal.

The Nunavik Educational Task Force Report (1992) provides an important discussion on the difference between operating versus controlling a system. If significant changes and true community ownership of Northern educational systems are to come about, it is not sufficient for schools merely to be operated by a majority of Inuit, particularly if most of them are concentrated at the lower elementary teaching levels. They must demand and be given real power to control the system at the policy level.

The Katavik School Board has, at one level, a system in place where Inuit people are placed in an associative partnership with non-aboriginals in senior management positions. However, as was forcefully pointed out to us in one interview, placing Inuit in senior positions within systems that were not designed by Inuit places those persons in the position of having to defend these systems to their own people.

4.3.5 Quality of Teacher Training

While the number of Inuit entering into Teacher Educational programs is one major issue, another is the quality of the programs they enter. In the view of Reddy (1991), the courses which constitute the present teacher education programs in the Northwest Territories do address the core requirements of such a program adequately. However, he raises a concern that was repeated to the authors in interviews: that campus-based teacher education programs are not keeping up with current teaching practice, with particular reference to the attempts of schools to introduce culture-based curricula.

Such an approach requires that culture relevance is addressed across the curriculum rather than through designated courses, whereas a reported weakness of current teacher training programs is the additive or supplementary approach taken to the issue of culture and language. The mere addition of a limited number of courses related to aboriginal language and culture provides no reasonable assurance that trainees will indeed become competent and comfortable as teachers in that language and culture.

On this issue, *The Year 2000: Inuit Education in the Baffin* (1993) calls for a closer working relationship between the school board and the Teacher Education Program at Arctic College. Specifically recommended is that a memorandum of understanding be developed on the relationship between schools and training of teachers. Several examples are given of issues that would be covered by this memorandum: the inclusion of Inuit games in physical education courses; using Inuit teachers to co-teach with College instructors; and discussing Inuit culture, upbringing and moral values in courses by bringing in Inuit elders and resource people.

The need for teacher training programs to integrate current and promising school teaching practices will become particularly important with the introduction of the Inuit curriculum planned for next year (referred to in Section 5).

The Nunavik Educational Task Force Report (1992) notes that although Inuit teachers appreciate having a training program, they are "under an extraordinary amount of pressure. They are our hope for the future, but they do not feel valued in the system. They are undertrained, inadequately supported, confused and are caught in the middle of all the changes and uncertainties in the system. But they keep trying, and despite everything, many become very good teachers" (p. 44).

Two problems identified by the report for why these conditions have arisen are,

- a) the teacher training program lacks structure and organization, providing participants with little sense of control or direction over their own learning, and
- b) the program lacks suitable materials.

The report concludes with a call for a new approach to teacher training, one that builds on the efforts and successes of the past, but that should go on to genuinely empower Inuit teachers.

The Kativik School Board counters this view of teacher training in Nunavik in the *Review of the Nunavut Educational Task Force Report* (1993), noting that according to their consultations, teachers have indicated satisfaction with the training program, and since there is ongoing improvement to it, there is no need to redesign the entire program. The Board maintains there is a very clear structure to the teacher training program, which requires students to earn 39 compulsory and 6 optional credits. Teacher training in Nunavik will be one of the issues considered by the Nunavik Education Implementation and Planning Group established to consider implementation of the Task Force's recommendations.

As can be seen from a consideration of Exhibit 4.4 (in section 4 of this report) and the above discussion, a significant increase in the number of Inuit teachers would likely have positive influence on many of the factors contributing to the process leading to early school leaving in the North.

4.3.6 Teacher Turnover Rate

An issue directly related to the lack of aboriginal teachers within Northern educational systems is the high teacher turnover rate. The turnover rate for Francophone teachers in Nunavik in 1991-92 was 27.9%, and 16.4% for Anglophone teachers (KSB communication). It has ranged from 50% to 90% for non-native teachers in Labrador schools (Sharpe 1990), although it has reportedly declined

significantly of late due to fewer teaching jobs being available elsewhere in the province.

The turnover rate is referred to as "consistently high" for Southern teachers in the NWT system (Reddy, 1991, p.5). The rate of turnover of non-aboriginal teachers has had a deleterious affect on both students, parents, and the community at large, a problem recognized by both the NWT Special Committee on Education (1982) and the Nunavik Educational Task Force (1992). This problem will only be resolved in the long run by the training of more aboriginal teachers.

4.3.7 Educational Standards

A frequently heard complaint in the North is that the level of teaching at grade levels in the North is not equivalent to that in the South. This was stated clearly at all the community forums and evidenced anecdotally in several different ways, including the question posed by Inuit forum participants in the NWT, "Why do many Southern people living in the North seek ways to send their children South for their education if ours is the equivalent of the Southern system?"

Some educators stated emphatically at the community forums that it is impossible to compare the grade level in one school of a Southern city with that of another school in the same city, let alone with one in another jurisdiction. However, a recommendation of the 1993 Review of the Baffin Board of Education is that the Department of Education Culture, and Employment undertake the development of a comprehensive policy governing expectations for student achievement throughout the school system. The objective of such a policy should be to identify specific learning outcomes and provide specific direction in the related areas of student and program evaluation.

It is clearly in the minds of many users of the systems, both students and parents, that children are being taught well below grade in the North as compared with the South. One student from Nunavik who was fluent in English, as her mother was non-Inuit, described her experience of being transferred back and forth between her Northern school and one in the South. In the South she was placed at a grade lower than her Northern grade; on her return to the North she was placed in a grade higher. Some students expressed anger and resentment at a community forum at this perceived state of affairs, feeling that it was in part attributable to patronizing attitudes (albeit unintentional) on the part of some teachers. As one student put it, "It is as though a little Inuk could not be expected to perform at the same level as his or her Southern counterpart." The same students spoke highly of one Southern teacher who had demanded that his students maintain the high standards that he set for them.

Both the Lutra (1992) report and the Nunavik Educational Task Force Report (1992) refer to this issue, the former recognizing the controversy, the latter stating

emphatically that it is a real problem. In the recently released discussion paper by the GNWT's Department of Education, *Culture and Employment, Towards a Strategy to 2010* (1993), it is noted that "People told us that they want to be sure that the standards and quality of the NWT programs and services are equal to those elsewhere in Canada." (p. 22)

The Nunavik Educational Task Force Report notes that although students attending Southern institutions for post-secondary education have a variety of problems to deal with in the transfer South, interviews with them have indicated that school experience in the North simply does not prepare Inuit for academic work in the South. "Many say that they never worried about passing until they reached CEGEP" (p. 39). The report quotes the annual reports of the Student Services Department of KSB as noting that KSB graduates are "neither academically or motivational prepared to deal with the demands of post-secondary education" (p. 39). An example is given from 1990 of 17 first-time post-secondary students who had graduated from Nunavik schools with average grades of 77%. After the first semester of post-secondary studies the results were 4 withdrawals, 8 failures with average grades of 41%, and 5 students passing with an average of 65%. The report concludes that, not even counting the 23% dropout rate, the best Nunavik students had dropped from a 77% average in Nunavik to a 50% average at CEGEP. The following September, eight new students attempted post-secondary education and all dropped out in the first semester. The Task Force Report refers to the need for educators in the North to challenge the students' thinking more, a sentiment corroborated by the students in the Kuujuaq community forum.

The Kativik School Board notes in reference to this issue that a student in the third grade is only in his first year of instruction in English or French (the same situation exists for Inuit in the NWT and Northern Labrador). His or her skills in thinking, conversation, reading, and information acquisition are highly developed in terms of his or her culture and first language (*Review of the Report of the Nunavik Educational Task Force*, 1993).

Since standardized testing in both Nunavik and the NWT has been abandoned (an act deplored by some, e.g. Irwin, 1990), it is not possible to positively refute or confirm the contention around educational standards. However, some light may be shed upon the issue when the results of the Council of Ministers of Education, Canada Student Achievement Indicators Program, in which 13 and 16 year old NWT students participated, are made available this December.

Resolution of this issue is important, for to win the crucial support of the community for education, community members must believe they are receiving a quality product. In addition, if more Inuit youth are to graduate from high school and go on to succeed at post-secondary education, it is critical that they receive, and are perceived as having received an education at least at par with their Southern counterparts.

4.3.8 Curriculum

Concerns about school curriculum in the North are varied, but they relate mainly to their relevance to Northern life, their reflection of Inuit cultural values and languages, and to the availability and quality of locally developed educational resource materials.

The Baffin Board of Education (1989) notes that for many years their teachers have expressed concerns about the NWT curricula. These include:

1. The Southern perspective, to which students have difficulty relating;
2. The large volume of subject content to be covered, particularly at the grade four, five and six levels,
3. The pace required to cover content and the resulting superficial learning
4. The lack of resource material to support teaching, particularly in Inuktitut (p. i).

These concerns summarize well the concerns voiced in the community forums held in conjunction with this study, with particular reference made in all forums to concerns number one and number four.

4.3.8.1 Relevancy

The Lutra (1992) report breaks down by ethnic background the most frequently cited problems that students at risk of early school leaving in the NWT have experienced at school in the past year (shown in Exhibit 4.5, below). Those proportion for Inuit and Inuvialit are compared with the responses of non-aboriginals in the study. It is noted that Inuit students express more concern over school work than do non-aboriginal students, and less concern over their teachers and school rules. The concern over school work concurs with Rains' finding (1992) that Nunavik students were discouraged by how well they were performing in their studies and by the length of time it was taking to complete work.

EXHIBIT 4.5 **MOST FREQUENTLY CITED PROBLEMS IN THE PAST YEAR CITED
BY STUDENTS IN THE NWT**

Problems related to	Inuit/Inuvialuit	Non-aboriginal
School work	61%	55%
Teachers	55%	70%
School rules	29%	55%
Home/friends	23%	48%
Other	4%	3%
Had no problems	23%	9%
# of respondents	56	33

Source: Lutra Associates, 1992

In the Lutra study, the majority of students who cited difficulty with school work as the main problem experienced at school in the last year and as their reason for disliking school did not see specific courses as a factor contributing to school leaving. Furthermore, few say that they are taking courses that seem irrelevant.

However, the report goes on to note that the school instructional program is an issue for local education authorities, community members, and teaching staff in the NWT. Their concerns are varied but link in part to a belief that education in the NWT is curriculum-based rather than needs-based. While the NWT has its own curriculum for K-9 and some G10 to 12 courses, there is "some opinion" reported by Lutra that the Alberta Curriculum used in Grades 10-12 places too much emphasis on academic programming rather than on responding to the range of needs that exist in the NWT. Community members say they see students becoming discouraged because they don't see the relevance of, or cannot apply, the concepts they learn.

Despite Northern and local adaptations of the curriculum, educators and other residents, especially in small communities, say that the use of the Alberta curriculum in grades 10-12 is creating conflicts. This is particularly the case among school populations whose first language is not English and whose culture differs from broader Canadian or Albertan society.

The concern for tying education to the needs of the community is also voiced clearly in the Nunavik Educational Task Force Report (1992) and in the Labrador Inuit Education Conference Report (1987). One recommendation of the Nunavik Task Force calls for communities to have the operational latitude to create and control

programs that use local human resources and facilities to meet locally defined needs.

Riggs (1992) in his report on Inuit and Innu Education in Northern Labrador to the Royal Commission on Education in Newfoundland and Labrador, notes that lack of relevance and the lack of flexibility in the present school curriculum are often cited as factors contributing to the poor performance and attitudes of children in school.

4.3.8.2 Lack of Integration of Inuit Cultural Values and Language

If Inuit self determination is to be achieved, the Inuit themselves must possess a clear understanding of their culture and feel and express a pride in it. Without such an understanding, Inuit will lack the self-esteem required to function effectively, both individually and collectively, in a modern world. An important part of the process by which an understanding of Inuit culture is achieved is through the full integration of Inuit cultural values in the educational system. However, cultural values are reflected in a variety of ways within educational and training systems, including the ethnic make up of the educational staff and the roles played by them. This latter aspect has been reviewed under a previous section. Here the authors will consider the integration of cultural values in relation to the curricula.

Culture in schools is often first thought of in terms of language and arts and crafts. These are an important expression of a peoples' culture, and typically its most outwardly symbolic forms. However, as referred to in several reports relating to Northern education (e.g. GNWT's *Towards a Strategy to 2010* (1993) and *The Nunavik Educational Task Force Report* (1992), a peoples' culture is far more than these outward expressions. The GNWT document defines culture in this way:

"Culture is a people's way of life. It's their connections, their spiritual relationships, their relationships with the environment and its resources, and their relations with other people. It's reflected in their beliefs and values, their behaviour patterns and institutions and their laws. It is expressed through their language and their arts. It's the core of their being and creates their view of the world." (p. 29)

On the importance of culture the document continues:

"Culture is fundamental to individual, and communities. It influences the way they live their lives and run their organizations." (p.30)

The confusion that exists in the minds of young Inuit over cultural issues is expressed in a number of ways, not least in the grave social issues indicative of social disintegration such as suicide, alcoholism, substance abuse, and family violence, that are currently besetting Inuit communities at rates significantly higher

than elsewhere. The Nunavut Educational Task Force Report summarizes the situation as follows:

"Our youth are deeply confused about what their culture is or even why it is important. They are torn between modern conveniences and traditional ways. But everywhere we went, we encountered a longing among our youth, a tangible need to rediscover their roots and fill that emptiness." (p. 28)

Clearly, the education system has a great deal to do with the expression of culture at a variety of levels. Also, as stressed by several people at the community forums and noted in documents such as the Nunavik Educational Task Force Report and in recent consultations held by the GNWT's Department of Education, Culture and Employment, the responsibility for transmission of cultural values is now perceived to reside with parents and the community at large as well as within the schools.

The sources of stress on Inuit culture are varied and have been present since initial contact between Inuit and Europeans. The power to respond to many of these stresses is beyond the direct control of the education system. For example, some see the latest 'invasion' of the North, that of television, as the single greatest threat to Inuit culture (Kuptana, 1992).

The predominant concern related to culture and the K-12 system expressed by participants at community forums and by many of those interviewed for this report is the Inuktitut language curriculum. At question in varying degrees in all regions is the quality, quantity, and effectiveness of the current teaching of Inuktitut. The concern for the lack of quality of Inuktitut teaching materials as reported in the community forums cannot be overemphasized. These same points are raised and supported in documents reviewed for all regions under study in this report (e.g. *The Nunavik Educational Task Force Report* (1992), Riggs (1992) and *The Year 2000: Inuit Education in the Baffin* (1992).

Riggs (1992) notes that despite the establishment of curriculum development centres the development of local curriculum materials has been very slow for Inuit communities. The centres have placed a great deal of their resources on translation of existing material and school texts. He concludes that while "there has been some development of local materials, it has not been sufficient to reflect, in a substantive way, the values and lifestyles of those who live in native communities" (p. 295)

Comments reported in relation to this issue in *The Year 2000* report include:

"There are not enough resources and/or materials available in Inuktitut. It gets very tiring having to prepare teaching materials from scratch. More work must be done to teach Inuktitut and Inuit culture as in the Piniagtavut Program."

"The most frustrating thing about teaching Inuktitut in the school is the lack of materials and resources and having to prepare from scratch. The materials available are not relevant to Inuit either, therefor, having to change the content to suit the Inuk child is also frustrating" (p.14)

The Nunavik Educational Task Force (1992) reports that:

"Inuit teachers and our own consultants tell us that the Inuktitut materials are inadequate - especially at the upper grade levels. Katavik School Board has been very slow in its production of materials, and what they do produce is not as effective or as engaging as it should be" (p.31).

This comment was supported in the community forum by senior grade students who reported on the repetitiousness of the teaching of Inuktitut from year to year, and of a non-aboriginal parent married to an Inuk who stated that she had now despaired of her children ever learning Inuktitut through the school system.

Several community forum participants in all regions were emphatic about the poor quality of materials currently available in Inuktitut due to the lack of resources. In Northern Labrador for example, not only are the materials still only direct translations which do not allow for the inclusion of Inuit values within the presentation, but the Inuktitut translations were merely stuck over the English in the original texts. Where texts are not available, Inuktitut teachers have to translate into Inuktitut as they go along.

The report *The Year 2000, Inuit Education in the Baffin* (1992) notes that "Inuktitut materials are not readily available for Inuit teachers, so they end up spending their spare time developing their own material. The teachers end up being backlogged with work, then burn out." (p. 9)

Another important issue raised that falls primarily under curriculum and which has significant implications regarding the goals of Northern education and the preparation of students for life after school is that of the role of traditional knowledge. Traditional knowledge, as defined in the *Report of the Traditional Knowledge Working Group* (1991) is:

"knowledge that derives from, or is rooted in the traditional way of life of aboriginal people. Traditional knowledge is the accumulated knowledge and understanding of the human place in relation to the universe. This encompasses spiritual relationships, relationships with the natural environment and the use of relationships between people, and is reflected in language, social organization, values, institutions and laws." (p.1)

The report goes on to note that:

"There is no formal commitment or support for balancing the use of traditional knowledge with Euro-Canadian goals, priorities, structures or institutions. Support is lacking in terms of both financial resources and personnel with responsibility to co-ordinate the efforts of government and non-government organizations." (p. 3)

Such lack of commitment is reflected in reported practice in Northern schools, even when reference is made to the importance of including cultural and traditional knowledge in the mission statements and stated goals of educational authorities. There is little evidence to date in any of the regions of a systematic, effective effort by the educational authorities to include or promote traditional knowledge in what could be described as a meaningful way in school curricula. At community forums, participants indicated the strong desire to include elders in the educational process more effectively than is being done presently. A sense of urgency was expressed on this issue by several people due to their concern for passing on traditional knowledge while the elders who hold it are still in the community. The need for improvements in this area is referred to in several reports.

For example, in *The Year 2000: Inuit Education in the Baffin* (1992,) those interviewed noted that there are no job descriptions for cultural instructors or funds to employ elders, and the small salary allowances for cultural instructors lead to high turnover among their numbers.

The Nunavik Educational Task Force Report (1992) notes that:

"Culture programs have not received the resources, attention and support that they need to be effective. The programs have been added on to the schools as a kind of afterthought, and do not have the power to reach youth, to develop a sense of pride in our Inuit heritage" (p. 28)

The Kativik School Board itself notes that culture is the area in which it has the most programming problems (*Issues and Comments on Kativik School Board Curriculum*, 1990) and recognizes it is an area in which expectations have not been met. The following, quoted from the same document, summarizes the challenges faced by a Southern-style school system taking on the responsibility for Inuit cultural education:

"To begin with, this (*the school environment*) is inappropriate. Everyone agrees that Inuit culture cannot be taught indoors, certainly not in a couple of hours a week at a time. It is a lifelong journey to learn and acquire one's culture, especially that

of the Inuit because we are very outdoors oriented and still "nomadic" people to some extent. Outdoor traditional skills and knowledge include being able to survive on the land and the sea, in the harshest climate, with rawest of materials. Inuit culture includes all things that make it different from other cultures. Female cultural activities include cutting up and cleaning animals, scraping, drying and caring for their skins, working with them or sewing them, cooking the meat, drying it, eating with our hands and ulus.

Male cultural activities include hunting seals, ducks, caribous, etc., fishing in all seasons, carving, making tools, cutting, cleaning and drying animal skins.

Elderly Inuit are quite shy and feel uncomfortable and guilty doing these activities inside classrooms. These activities are done outdoors or at home, or they smell up the whole sanitized schools with very sophisticated and sanitary conscious Qallunaat all around. A lot of cultural activities are hard to do inside the schools (matt-making, Qamutik building, shelter making outdoor science, outdoor survival techniques etc." (no page # available)

Despite the significant concerns noted above, some progress has recently been made in the development of Northern curricula and courses. For example, the GNWT has produced its own Northern Studies program as a compulsory Grade 10 course to provide background knowledge of the NWT's ethnic groups and to instil a sense of pride in the students' cultural heritage. No evaluations of this program are available to date.

The Baffin Divisional Board of Education has taken what appears to be a leadership role amongst the NWT Divisional Boards of Education in the development of Inuktitut materials and of programs designed to incorporate Inuit values and reflect Northern realities. In 1989 the basis of the Piniqavut program was published, with an invitation to staff and community members to contribute to its development. Piniqavut is a program as opposed to a curriculum, i.e. it provides learning objectives which organize and interpret curriculum goals and suggest sample lessons, as opposed to a curriculum which is a sequential description of the knowledge and skills students should acquire as they move through the grades.

The 1993 Review of the Baffin Board of Divisional Education commends the Board and staff for the development of Piniqavut, finding overwhelming support for it among people interviewed for the review. However, in *The Year 2000, Inuit Education in the Baffin* (1993), a call is made for the Board to develop a cultural program, including program materials, books, and resources, to assist teachers and instructors in creating a common cultural program for students.

Perhaps the most important development to date in Inuit curriculum appears to be in the NWT, where elders have been involved in the development of a new Inuit curriculum. It is the authors' understanding that this curriculum, known as Inuuqatigiit, is to be piloted in some NWT schools in 1994. The curriculum looks at life from the Inuit perspective and reportedly (*Above and Beyond*, 1993) validates many Inuit customs and beliefs. It will eventually be taught at all grade levels. While aiming to help Inuit students take pride in their culture and language, it also will recognize the reality that most Inuit are now bi-cultural, and will thus reflect the modern lifestyle of the Inuit.

A book titled *Inuvialuit Pitqusiit: The culture of the Inuvialuit* describing the traditional life of the Inuvialuit and their steps towards the future. It was prepared by the Inuvialuit Regional Corporation for the GNWT Department of Education.

The Labrador East Integrated School Board has introduced a *Labrador Studies Program* for use in primary schools. It replaces the provincial social studies curriculum. No evaluations of this program are available to date.

The Social Studies curriculum is the source of further controversy in Nunavik. The Nunavik Educational Task Force reports that, despite repeated requests for relevant social studies materials containing information relating to self-government negotiations, the James Bay agreement, and other recent historical developments from an Inuit perspective, little has been forthcoming. The KSB indicates that a social studies program is in development involving the consultation of elders and covering the James Bay Agreement. However, although the authors are not in a position to investigate this issue in detail, it is noted that students at the Kuujuaq community forum indicated that the only information they had received on the James Bay Agreement was from a teacher who had developed the information for himself.

Significant efforts are being made by some teachers to initiate cultural and land skills programs, but these are typically outside the normal curriculum. For example, a two-week land program much-appreciated by students and community is being run in Nain, but it is carried out by a concerned Inuk teacher during school holiday time and with little resource support from the local school board.

4.3.9 Teaching Methods

The Lutra (1992) study established that students at risk of leaving school early and confirmed early school leavers spend their time at school working by themselves at their desks or listening to teachers rather than working cooperatively in small groups. It is noted by Lutra that students in Ontario schools report they also rarely work cooperatively on group projects or are given greater autonomy as they move through grades. The report concludes, however:

"...greater examination and discussion is required in NWT communities about teaching styles and methods which recognize the use and importance of traditional or local learning processes and the desire of young people to be respected and recognized as individuals, and involve students in their own learning." (p. 34)

In a similar way, Riggs (1992) notes that the development of local teaching materials that is taking place in Northern Labrador does not address learning styles which may be unique to native cultures. His report recommends that a committee be established to study the relevance of the learning styles of the Inuit and Inuu children in Labrador in order to guide local curriculum development.

However, some work has been done on understanding Inuit learning methods. For example, Staires (1991) describes several traditional Inuit teaching methods and contrasts these with Western teaching styles such as example, the backward chaining style of teaching (in which an increasingly greater number of the final steps of a task are left for a child to complete) or the development of concepts and skills by repeating tasks in many different situations.

During the teaching process, Inuit traditionally make few verbal formulations of basic ideas or rules for success, but rather recount what they have experienced and listen to stories which present concepts and principles implicitly, leaving the formulation of the larger concept to the mind of individual participants according to their own experience levels and perspectives. A variety of implications for the use of Southern teaching practices in relation to Inuit education may be drawn from this one example alone. Others are also provided, including important differences in Inuit group structure which, based on cohesiveness rather than individualism, brings Southern teaching practices based on individualism very much into question.

4.3.10 Counselling and Health and Life Skills Education

As indicated earlier in this section and emphasized in the Lutra report (1992), early school leaving is a result of many factors, some related to personal, family, and community challenges faced by Inuit students. There is growing recognition in the Northwest Territories and Nunavik of the need for effective counselling services to be made available to students to help them face those challenges. Counselling services in both regions have only been recently introduced, and there are only 38 in the NWT so far; the first Nunavik counsellors are still undergoing on-the-job training. In the document *Towards a Strategy to 2010* (1993) increased cooperation between other government department such as Health and Social Services is suggested as necessary to develop ways of ensuring that students have the support they need to learn.

In the community forums, several participants noted that more life skills and study skills programs, presented to students at an early stage of their school life, are needed.

Two programs stand out in educational authorities' efforts to provide health programming to Northern students. The Kativik School Board has developed *The Unity and Invisible Wall*, a drug and alcohol education program that is reported by the Nunavik Task Force on Education to draw on Inuit cultural wisdom to promote self-management. Although it needs further development, the program is considered to have great potential which should be encouraged. Similarly, the NWT School Health Program, taught to all children from Kindergarten to Grade 9, has received wide recognition (*A Unique Approach to a Unique Challenge*, 1993).

We will conclude this section by referring to a Northern school that reports significant progress in its attempts to provide a community-based education. It is the Qitqliq School in Arviat, a school that has reportedly managed to make education a community priority (*Towards a Strategy to 2010*, 1993). At the school, master carvers work with students on a regular basis, and, in return, the school gives them the use of facilities; elders plan and teach Inuktitut language programs, providing a strong cultural base for all programs; partnerships have developed between the school and local businesses; the day care which students help run was referred to earlier; and the principal and other staff members encourage involvement in the school by community members.

4.4 Post-secondary Education, and Vocational and Professional Training

Although far less data was obtained on Inuit activity in this sector than for the K - 12 systems, from the data available it was concluded that the key strategic issue facing Northern post-secondary education and vocational and professional sectors is the need to increase Inuit participation and success in them.

For example, the Human Resources Survey, *Schooling, Vocational Training and Economic Activity*, reports that of the 155 Inuit in the 15 -34 age group who held a secondary school diploma in Nunavik in 1991, only 7 reported going on to gain College level certificates. None had received a University degree. Further, only 7.4% of the Inuit population aged between 15 and over held (203) hold a vocational training certificate. Of those who had a vocational training certificate, almost none had completed high school.

A further disturbing trend detected within the survey, and raised as an issue in the Kuujuaq community forum, is the trend away from vocational training amongst the young, whilst not being compensated for by a corresponding increase in the numbers graduating from secondary school. Exhibit 4.6 shows this trend.

The numbers of graduates qualified to enter the post-secondary education system and the numbers who have obtained a certificate of any kind as described in the 1989 *NWT Labour Force Survey* is as similarly disturbing in the NWT, where, in 1989 only 3% of Inuit and 7% of the Inuvialuit population over the age of 15 held secondary school diplomas. Only 14% of Inuit and 7% of Inuvialuit held a certification or diploma of some kind. More Inuit are enrolling in post-secondary education as indicated in Section 3 of this report, but to date, completion rates, which are reportedly not very high, are not available.

EXHIBIT 4.6 SECONDARY SCHOOL GRADUATES AND VOCATIONAL TRAINING DIPLOMAS HOLDERS IN NUNAVIK, 1991 BY AGE

	Secondary School Graduates		Vocational Training Diplomas	
	%	#	%	#
15 -24 years	8.3%	86	2.1%	22
25-34 years	8.4%	69	10.9%	90
35 years +	3.7%	32	10.4%	91
Totals	6.9%	187	7.4%	203

Source: Schooling, Vocational Training, and Economic Activity in Nunavik, 1991

Exhibit 4.7 provides one indicator of the need to increase Inuit educational levels in to permit them to participate in the wage economy. Forty percent of Inuit adults in Nunavik and the NWT who reported looking for work in 1990 1991 also reported that their education or work experience did not match the jobs available. In considering the statistics contained in Exhibit 4.7 it is important to recall that they only refer to those who actually looked for work; the numbers of Inuit who do not even participate in the wage economy workforce is considerably higher as reported in Section 2 of this report.

EXHIBIT 4.7 INUIT WHO REPORTED LOOKING FOR WORK IN 1991 & WHO REPORTED THEIR EDUCATION OR WORK, EXPERIENCE DID NOT MATCH AVAILABLE JOBS

	N. Labrador	N. Quebec	NWT
1. # Inuit reporting looking for work in 1990 & 1991	1,235	995	4,310
2. % of (1) reporting their education or experience as not matching available jobs	25%	40%	43%

Source: Aboriginal Peoples Survey, 1991

Exhibit 4.8 shows the ethnic background of GNWT employees in the Nunavut region in 1992 to further illustrate the specific need for increased Inuit participation

in post-secondary education and vocational training, and to reflect on the present inadequacy of the educational and training system in preparing Inuit for self-government.

EXHIBIT 4.8 GNWT REGIONAL EMPLOYMENT IN NUNAVUT BY JOB CATEGORY AND ETHNICITY, 1992

Current GNWT Regional Employment in Nunavut By Job Category and Ethnicity				
		Person Years	Ethnic Group as % of Category	Category as % of Total
Executive Administrator	Inuit	2	33.3	
	Non-Inuit	4	66.7	
	Total	6	100	.3
Senior Administrator	Inuit	7	19.4	
	Non-Inuit	29	80.6	
	Total	36	100	2.1
Mid-Level Administrator	Inuit	42	21.5	
	Non-Inuit	153	78.5	
	Total	195	100	11.3
Officers	Inuit	343	34.6	
	Non-Inuit	648	65.4	
	Total	991	100	57.3
Support Staff	Inuit	408	81.6	
	Non-Inuit	92	18.4	
	Total	500	100	28.9
Total	Inuit	802	46.4	
	Non-Inuit	926	53.6	
	Total	1728	100	100

Source: Maximising Inuit Employment in the Nunavut Government, 1992.

As can be seen from Exhibit 4.8, the most significant Inuit presence is at the support staff level, which requires the equivalent of a Grade 10 education. To provide a point of comparison for the proportion of Inuit employed at various levels by the GNWT in Nunavut, the GNWT 1989 Labour Force Survey shows that Inuit

represented 80% of the Nunavut population of those 15 years and over. Thus, it is only at the support level that Inuit employment in the GNWT is representative of the ethnic background of the Nunavut population. At all other levels the proportion of Inuit employed is significantly below the proportion that they represent in the population of Nunavut. Until more Inuit enter and graduate from the post-secondary sector or participate in professional development programs, they will remain seriously under-represented in the mid and senior levels of management.

All other available indicators and commentaries from the community forums show that there is a huge need for an increase in the number of Inuit participating in post-secondary education and vocational training in order that their numbers may equitably distributed at all levels of available wage employment in the North.

There is evidence that Inuit would like to participate in vocational training (Exhibit 4.9) particularly if it leads to a job (Exhibit 4.10). From these two Exhibits it can be seen that 49% of those adults survey in Nunavut in 1991 were willing to participate in vocational training, and 39% in part-time training and only 11% indicated that they were not willing to participate at all. When asked if they were willing to take a vocational training program before accepting a job, 90% indicated that they would.

EXHIBIT 4.9 PERSONS (15-64) WILLING TO TAKE A VOCATIONAL TRAINING PROGRAM ON A FULL OR PART-TIME BASIS IN NUNAVIK, 1991

Full-time	Part-Time	Not at all
1,347 (49.5%)	1,071 (39.4%)	302 (11.1%)

Source: Schooling, Vocational Training and Economic Activity in Nunavik, 1991

EXHIBIT 4.10 PERSONS (15 - 64) WILLING TO TAKE A VOCATIONAL TRAINING PROGRAM BEFORE ACCEPTING A JOB IN NUNAVIK, 1991

Yes	No	Total
2,442 (89.6%)	281 (10.4%)	2,703

Source: Schooling, Vocational Training and Economic Activity in Nunavik, 1991

The unacceptably low numbers of Inuit participating in post-secondary education can be understood by considering the few potential students feeding into the system as secondary school graduates. Before participation can be significantly increased, the number of Inuit secondary school graduates must be increased in all regions of the North. However, several additional barriers to Inuit participation in post-secondary

education and vocational training were identified from the limited number of reports published on this issue. They will now be considered.

4.4.1 Lack of Student and Trainee Support

The Atii report *Maximising Employment in the Nunavut Government* (1992) defines the major barrier affecting Inuit's pursuit of training and education programs as the current low level of support at a variety of levels provided to Inuit who enter post secondary and vocational and professional development programs. This concern is strongly echoed by the Labrador Inuit Association and was emphasized by many participants in the community forums.

The Atii (1992) study provides a comprehensive summary of issues relating to improving access to post-secondary education and training in the NWT. The points include the need to provide the following:

1. More counselling to deal with individual, family, and social problems of students and trainees.
2. A more systematic approach to career counselling and planning focused on available jobs.
3. More programs available outside the regional centres in the smaller communities where natural support systems are stronger.
4. Increased levels of student financial support, and a more coordinated and standardized approach to financial support, to replace the variety of programs now in place.
5. Easier access to day-care and increased financial support for day care services.
6. A preparatory course for Inuit planning to attend post-secondary education in the North and in the South.

These issues were found in most part to equally apply to Northern Labrador. The question of inadequate funding per se was not raised in Nunavik. It was reported that post-secondary students in Nunavik were provided with sufficient resources, including return trips to Nunavik during the year.

A major barrier noted in community forums in the NWT and Nunavik is the inadequate level of financial support available to students and trainees. In recognition of the financial barrier, the Inuit Sivuniksavut program (described in Section 3 of this report) that has helped prepare Inuit for further post-secondary studies, supplements students' allowances with an additional salary of \$500 a month to make it possible for them to live in Ottawa.

The Labrador Inuit Association provides an interesting case study of what happens when control of student support is controlled directly by Inuit. In 1987, when the Federal post-secondary funding was being administered by the province to post-secondary students, there were 15 participants in the program and a budget of \$150,000. Since LIA took over administration of the program, there has been an increase in participation to the level of 152 participants in the program and a budget of \$1.6 million. While it is true that access to G12 education has improved since 1987, it seems clear that the promotion program undertaken by the LIA and the increased sense of accessibility Inuit feel in dealing with their own association have provided a significant increase in post-secondary enrolments.

The experience of the Inuit Sivunksavut shows that asking Inuit to leave their home community and go alone to a big-city university or college is a very large hurdle to overcome. In some regions a start has been made in the provision of Inuit orientation programs. For example, an orientation program has now been established for Nunavik students participating in post-secondary education in the Montreal region. Students arrive three weeks prior to the start of the semester, have access to a counsellor for the semester, and participate in the orientation program for credit. A counsellor is also available to assist Inuit in post-secondary education in the Edmonton area.

That some Inuit have not felt comfortable in the social climate of Labrador Community College has been recognized by the College administration. A one time orientation meeting is now organized for Inuit entering the Labrador Community College, and they have access through the term to the regular student counselling services. A Cultural training workshop has been provided to some staff at the campus, and a cultural sensitivity course is currently being developed to pilot in the College in June 1994.

Sensitive and effective orientation to the dramatically new environment experienced by an Inuk upon transfer to a Southern institution is a definite requirement, as is ongoing support. However, these are but pieces of the solution. As stated to us by a previous Director of Student Services in the North, "No amount of orientation can make up for students' feeling academically unprepared and/or lacking in the study skills necessary to participate effectively in their new environment."

4.4.2 Access

Physical access to participation in post-secondary and vocational programming remains a barrier in many regions of the North for Inuit. For example, Inuit in the Nunavut region cannot complete requirements for certification as journeymen in carpentry, or for their certification as Heavy Equipment Operators, without finishing their training at Fort Smith. This represents not only a geographically significant barrier to participation, but also a cultural one, as Fort Smith is not in an Inuit region. Other significant issues relating to the completion of apprenticeships by

Inuit were raised very strongly in the community forums, but are out of the immediate control of the education and training system *per se*. These include what was described as discriminatory behaviour on the part of employers in the North related to hiring Inuit on building projects, or if they were hired, in forwarding their qualifying hours to the appropriate union. The end result of these factors was noted equally strongly in each community forum: Inuit are not being hired to carry out the jobs that are available in their home communities, and this in some regions where small building booms are in progress.

As noted in Section 3 of this report, access to post-secondary education is absent in Nunavik and Northern Labrador. All students have to leave their communities to enter into post-secondary studies from these regions. Physical access for Inuit in the NWT, whilst having improved through the establishment of Arctic College, remains a barrier to participation for many Inuit, the majority of whom live in the smaller communities of the Territory.

Current initiatives in distance learning, whilst generally at a pilot project level, offer some promising opportunities for extending access to training and even eventually post-secondary education to even the remotest community. The establishment of a northern television network, Television Northern Canada (TVNC) shows indications of positive developments in this direction. The most recent example of efforts in this regard has been the delivery this year of two week management training courses by Atii to multiple sites across the NWT, Nunavik and Northern Labrador. Broadcast in English and Inuktitut and mounted through the cooperation of several partners in each region and TVNC, the pilot project stands as an example of how innovative approaches can be brought to bear on the issues challenging Northern educational and training systems.

4.4.3 Cultural Issues

Abele (1989) notes differences between traditional aboriginal approaches to training which are useful to contrast with current practices in Northern training. Aboriginal approaches include:

1. The lack of separation between different areas of learning. There is not much separation between the teaching of vocational skills (skills for earning a living) and moral values or scientific and religious ideas about human relations and the relations of human beings to the rest of the natural world. All are seen 'of a piece.'
2. There is no distinct separation between teacher and learner.

In training programs designed by non-natives, Abele points out that the skills to be taught must first be specifiable (capable of being analytically isolated and

described). They must also be described in such a way that the students' mastery of them can be tested. Abele continues:

"This requirement leads to a conception of the training process focusing on separated items of 'bits' of skill or knowledge, which sometimes underestimates the interrelationship of knowledge and skill and does not take into account the extent to which developing knowledge and skill affects other aspects of the learner's personality. For example, it is often not seen to be appropriate for trainers to be concerned with 'personal lives' of trainees, while employers expect to be concerned only with whether the trainee 'can do the job.' The contrast between this approach to training and the integrated or holistic Native approach could hardly be greater." (p. 37)

In addition, Abele's research found that for Inuit, the opportunity to work and train in Inuktitut was important. A more subtle but important cultural consideration is that of the power relationship that unavoidably exists between the trainer and trainee; the trainer, to varying degrees, controlling most of the training process. Under current conditions in the North most trainers are non-aboriginal and most trainees are aboriginal. Some Northern organizations such as the Inuit Broadcasting Corporation, and to some extent Arctic College and the GNWT have made commitments to hiring Native trainers.

Statements of commitment to provide culturally appropriate training are a necessary but not sufficient condition to resolve this issue. Organizational effort must also be made to implement the goal. Given just the examples described above of how training programs could be designed and delivered to reflect Inuit cultural values, we learned of few institutionally offered training or post-secondary education courses that did so. Exceptions at various levels to this finding might include certain vocational courses which have an Inuktitut speaking co-trainer/interpreter and the teacher training courses across the North and the interpreter training at Arctic College.

One good model of appropriate training for Inuit noted by Abele in her research on Northern training was that carried out by the Inuit Broadcasting Corporation. Several important features of this training program are reported. There is an organizational commitment to train and employ Inuit people in all phases of the organization's work. The training is carried out in Inuit communities. Training is undertaken in a realistic work environment and the use of training coordinators freed from production duties ensured sufficient time for instruction and learning. Skills found most often among Inuit were valued highly and consistently, in trainees and in employees alike. Importantly, regular and frequent evaluations of various aspects of the trainees' performance provides useful information to both the trainees and the training coordinators. The evaluations were carried out in such a way as to reduce

trainee anxiety about performance by providing detailed and concrete feedback frequently.

Shaw (1990) identifies a range of issues within the adult education and training sector in Nunavik. While there has been some notable success in training, for example in the training of Inuit pilots and nurses, problems include the limited Inuit influence in adult education (decisions being made by Southern administrators), the limited presence of Inuit personnel and Inuktitut in all areas of adult education, teaching methods and programs based on Southern models, and problems related to new, non-Inuit teachers' lack of understanding of Inuit culture.

4.4.4 On the Job Training

Several important factors have been identified that relate to Inuit participation in on-the-job training in the NWT. They have been learned as a result of Inuit participation in them to date and are summarized in the report, *Maximizing Inuit Employment in the Nunavut Government* (1992). The factors are outlined below:

1. The need to avoid the placement of candidates too quickly into management positions which they are not capable of handling, and recognizing the importance of experience at the officer level and lower management positions as a critical part of management training.
2. The need for good systems of planning, monitoring, and follow-up as integral elements of any training program.
3. A need for train-the-trainer programs for supervisors of trainees.
4. The need for the development of a more cross-cultural working environment that is supportive of Inuit employees.

4.4.5 Adult Basic Education

Given the low level of educational attainment in the Inuit adult population in all regions of the North considered in this report, the need for Inuit participation in Adult Basic Education (ABE) cannot be overemphasized. For example, in Nunavik, 45 % of the population (15 -64 years old) had less than a Grade 9 education in 1991 (*Schooling, vocational Training and Economic Activity in Nunavik*, 1991). In the NWT in 1989, 61% of Inuit adults had less than a Grade 9 education.

Upgrading may be an even deeper problem than it first appears. As discussed earlier in this section and noted in the report *Maximising Inuit Employment in the Nunavut Government* (1992), some students whose school record show completion of Grade 10 may in fact be at a Grade 6 or 7 level. Upgrading for someone with skills at a level below Grade 8 requires a far more intensive approach than for those at a Grade 8 level and above.

Clearly, success in reducing the number of Inuit early school leavers will be critical to stop the escalation of resources required to correct the earlier inadequacies and failures of the school system. However, census data shown in Exhibit 4.11 demonstrates another dimension of this issue during times of increasing Inuit birthrates as is currently being experienced. Exhibit 4.11 illustrates that although there may be a decline in the proportion of Inuit in percentage terms gaining only a Grade 8 education or less, the decline does not necessarily translate into fewer numbers.

EXHIBIT 4.11 PERCENTAGES AND NUMBERS OF INUIT WITH LESS THAN A GRADE 9 LEVEL OF EDUCATION

YEAR	%WITH G8 OR LESS	ACTUAL #s WITH G8 OR LESS
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

Source: Literacy: A profile and analysis of the Importance of Literacy to Development in the NWT, 1991

Quantitative data on current participation in ABE by Inuit could not be identified. However, reports from community forums and key respondents indicated that the major issue encountered in this sector is that the need for Adult Basic Education (ABE) outstrips the resources allocated to supply it, and that financial support systems that might allow Inuit to participate are inadequate. For example, funding for adult basic education in the NWT has not increased over the past five years (*Towards a Strategy to 2010*, 1993) and it was reported at the Iqaluit forum and noted in the report *Maximizing Employment in the Nunavut Government* (1992) that current training allowances are causing students to drop out of programs.

Other required improvements noted in the latter report, and supported by comments for the Community Forums, to overcome barriers to Inuit participation in ABE in the NWT include: More student housing for on campus programs, increased counselling services for social and family problems and for alcohol and drug problems, and better access to day care facilities and increased financial support in this area.

Also recommended both in the report and the community forums is that more emphasis is required on delivering ABE programs in the NWT communities because

of the natural and effective systems of support for people in these communities. However, this, in turn, requires more consecutive programming in the communities so that students can follow a continuous learning path.

Finally, the report also states a concern over the lack of cultural relevance for Inuit of the upgrading materials used. The report notes the need to "put culture back into ABE learning, and to look at the need for literacy programs in Inuktitut." (p. 43)

In Northern Labrador the ABE situation has recently changed. Until the introduction of a an upgrading program introduced to the province in response to the crisis in the fishing industry, there were only 10 funded seats for upgrading available on the coast, and these were all in Nain, and provided by the Labrador Community College. Recently, due to the bidding process for delivery of the fishery-related upgrading program, a private educational institution is now going to deliver upgrading programs in several of the communities (15 seats each), and the College will provide a further 12 in Rigolet. However, Labrador Community College reports that more persons are applying for the funded upgrading seats in Nain than are available. The program in other communities are not yet underway.

4.5 Linking Training With Economic Development

The need to link planning of economic development planning with that of education and training has been recognized in several reports concerning Northern economic development and education and training for some time now, e.g. Abele 1989, Fogwill 1989, and the Scone Report 1989. However, research carried out for this study could identify very little linkage between economic development planning in the North at the macro level and strategic planning for education and training.

That such linkages are not being made in any significant manner was reported to us in interviews and community forums as well as being referred to in the reports reviewed. For example, the Nunavik Educational Task Force Report notes that:

"Programs and projects are dictated more by government funding policies than the development needs of the communities or the programs already in existence, so there is often not rational or orderly development of programs. Job training programs are frequently not linked to real opportunities and needs." (p. 55)

The GNWT's 1990 document *Preparing People for Employment in the 1990's* concludes by noting that Arctic College, as the primary delivery system for adult education and training in the NWT, will develop and deliver its longer term programs in keeping with priorities established for the NWT Economic Development Strategy and the Employment Development Strategy. Nonetheless, the Department

of Education, Culture and Employment discussion paper *Towards a Strategy to 2010* (1993) finds it necessary to state that:

"Given the increasing demand for programs and services in all areas of education and training for adults, there is an urgent need to develop a comprehensive plan that links all education and training programs for adults; that assesses the need for programs and services; and that co-ordinates their delivery." (p. 81)

Poor communication between organizations, i.e. poor coordination between economic development and training, was perceived as the second biggest problem (after the general problems experienced by a society in transition) by those interviewed for the Shaw Report on adult education in Nunavik (1990). A committee that groups together organizations involved in adult education and training has been in existence for several years in Nunavik, but opinions expressed at the Nunavik community forum indicated that until recently, it had not been very effective.

A new optimism was expressed in the community forum for the revitalization of the committee as a result of the Katavik Regional Government's having recently taken over the CEIC's role in Nunavik. The Strategic Economic Development Plan (1991) developed by Makivik Corporation identifies the importance of linking training needs to economic development planning. However, while the development plan does exist, it was reported to us by Makivik that key consultations around implementation of the plan with the KSB, KRG, and Community Futures Secretariat are still ongoing.

In Northern Labrador, the Labrador Inuit Development Corporation is active in the development of individual projects and organizes associated training for them such as that under way at the new Ten Mile Bay quarry. However, as noted by Brice-Bennett (1986), there has been much government activity in the economy of Northern Labrador but little in the way of a coordinated regional economic development strategy. From the research carried out for this project, this still appears to be the case: we could identify no macro-level economic development plan for the region.

The Provincial Government has outlined its position in the document *Change and Challenge: A strategic Economic Plan for Newfoundland and Labrador* (1992). The only section that relates directly to the unique and direct concerns of the Inuit population is an indication that the provincial government will work with the "aboriginal people of Labrador to ensure their input into government policy decisions that particularly affect them; to support aboriginal peoples in formulating their own economic development strategies; and to continue to with aboriginal peoples and the Federal Government to accelerate the settlement of Land Claims and the establishment of agreed level of self-government." (p. 18)

A start has been made in each region to gather data on the supply of labour. In the NWT the Labour Force Survey has been carried out, most recently in 1989 and is due to be repeated in 1994. The GNWT has established the ENTER system (Education's Northern Training and Employment Register, an automated system containing information on residents who are interested in employment and or training. No evaluations or reference to the use of the system were identified to date for this study. The Kativik Regional Government has also carried out two in depth Human Resource Surveys of the region that identify the characteristics of the labour force. However, from interviews carried out for this project, it appears that the analysis of demand for labour in the region is in its preliminary stages. A training needs assessments has been carried out for all the coastal communities of Northern Labrador, but no breakdown is available from it on the specific needs of the Inuit community of that region. However, the data gathered in these reports fulfils one requirement in establishing sustainable human resource development plan for Inuit and the Northern regions in general.

4.6. Conclusion

This report has provided a broad review of Northern education and training systems as they relate to Inuit. It has endeavoured not only to describe the systems and identify the strategic issues within them, but also to place them in their social, economic and historic context.

The contextual review noted that formal public education systems have only been recently established for Inuit compared to other regions of Canada. Thus, physical access to schools for most Inuit was a severe barrier to thier participation in the education system until very recently and, although now considerably improved in the K-12 sector, remains an issue for some in that sector, and for many in the the vocational training and post-secondary educational sectors. The exclusion of Inuit from much of the recent economic development in the North, and the lack of Inuit participation in the educational systems have combined to create a situation in which Inuit and other Northern aboriginal peoples are effectively shut out of most of the wage employment that is available in the North, particularly the better paying jobs. Thus, in spite of the improved physical access to education and training systems for Inuit, the harsh economic and social conditions under which the majority of Inuit live, added to the cultural alienation many feel in respect to the processes and purposes of the education systems, create several other very real barriers to successful Inuit participation in school and further education.

Education, training and labour market development systems may by assessed against a variety of criteria. This study was particulary requested to assess Northern education, training and labour market development systems in terms of their adequacy in preparing Inuit for their participation in the outcomes of land claim and self-government agreements. Considered from this perspective, the authors can only

conclude from the data gathered for this report that the systems in questions have not provided adequate preparation to date for the Inuit community in any of the regions considered. The low educational levels attained by Inuit in general have precluded the development of a significant cadre of Inuit in management systems within current Northern administrative structures and, as referred to above, have prohibited them from participating in the wage economy in large numbers. As a result, the Northern economy remains dependent on a labour supply with higher educational qualifications consisting mainly of persons not native to the North.

The nature of the systems' inadequacies have been detailed in this Section, the broad points of which are outlined below:

1. Lack of access to pre-school programs for Inuit.
2. Lack of school success in graduating Inuit from high school and in preventing Inuit from early school leaving, leaving Inuit without the skills necessary to participate effectively in either the wage or traditional economies of the North.
3. Failure to date to adequately reflect Inuit cultural values in the administration and delivery of education to the Inuit community
4. Lack of access to, and insufficient fostering of Inuit participation in, post-secondary education, vocational and professional training and Adult Basic Education Programs
5. Failure to effectively link economic development planning at a macro level to that of strategic planning for vocational and professional education and training.

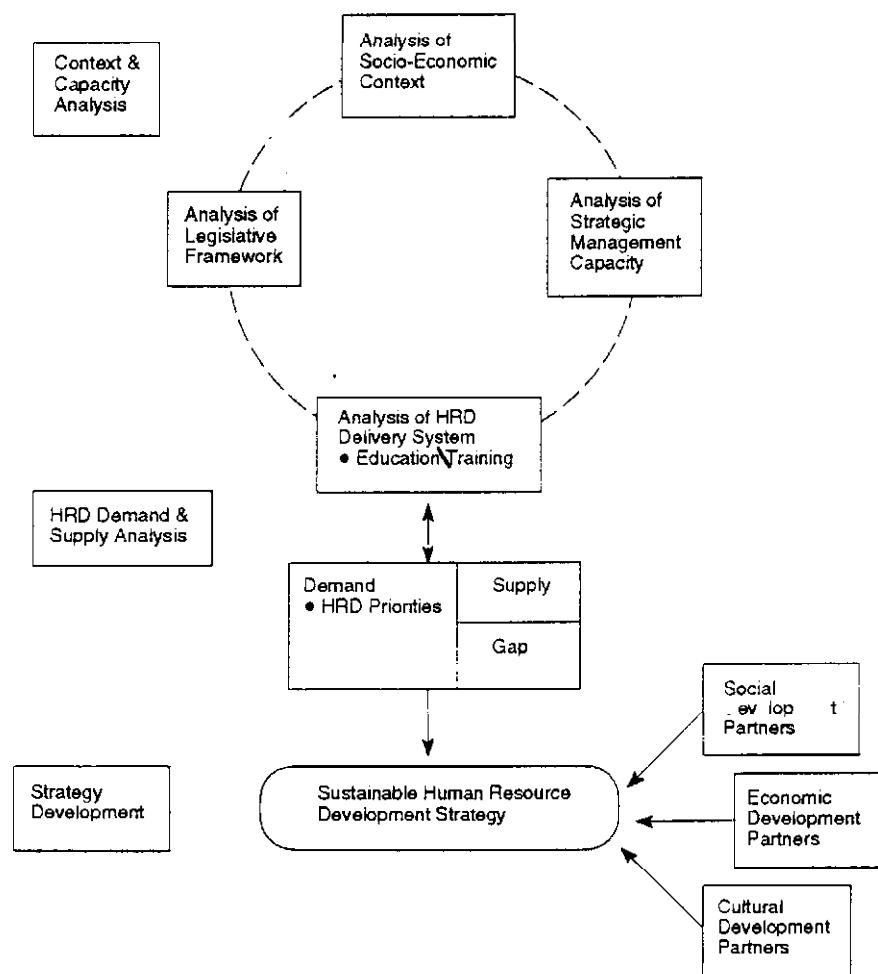
Partly as a result of the inadequacies noted here, not only do significant numbers of Inuit continue to face major barriers to their participation in the wage economy, but many young Inuit also lack the skills to effectively participate in the traditional economy. In addition, Inuit youth in many cases feel confused about their individual role in the world they face and the opportunities that exist in it for them.

Whilst Inuit face all the challenges inherent in being a community in rapid and deep transition, it appears from the evidence gathered that the educational and training systems have not been effective in assisting that community during this period. Indeed, until recently many would say that these systems have not been sensitive to, or even deeply cared about that community's needs, certainly not from an Inuit perspective.

In order to benefit from the outcomes of land claim and self-government agreements, the Northern education and training systems must link with other actors

in the economy and social services to develop a strategic approach to establishing sustainable human resource development in the North. By a strategic approach to sustainable human resource development, we mean one that is based on an analysis of the Socio-economic context, the regulatory environment, the strategic management capacity, the HRD delivery system and the supply and demand gap in the demand for human resources. From this analysis, a comprehensive and systematic plan must then be developed that links the HRD system to other players in the social, economic and cultural environments and implemented. This concept is illustrated in Exhibit 4.12. We see no hope of success in improving the education and training system in the alternative, 'piecemeal' approach to improvement which has proved its inadequacy in the past.

EXHIBIT 4.12 SUSTAINABLE HUMAN RESOURCE DEVELOPMENT PROCESS



In the course of this study we have encountered some systems that are at various stages on route to establishing a strategic approach. For example, the NWT's Department of Education, Culture and Employment exhibits several of the necessary elements of a strategic approach to planning for sustainable human resource

development, e.g. its willingness to analyze and address the regulatory environment. Similarly, both the GNWT and the KRG have made a good start in analyzing the supply side of the HRD 'gap'. However, all systems seem, from the reports we have been able to gather, weak, like many bureaucracies, in their strategic management capacity required to establish a sustainable human resource development process.

Although major challenges remain to be met within Northern education and training systems, there do exist some positive indicators from which potential progress may be made on a number of fronts. Progress has been made in, for example, in the plans to increase the number of Inuit educators within the systems, and in improving access to high school education. Further, pertinent questions raised by such reports as that of the Nunavik Educational Task Force and those outlined in the strategic planning exercise for education and training being undertaken by the GNWT are being discussed. However, our major concern is that the issues be addressed in a strategic manner, resulting from systematic analysis of the socio-economic context, regulatory environment, HRD demand/supply gap and delivery mechanisms. If the design of the institutions and programs to be offered by the new Nunavut Government and other governments yet to be agreed upon are to duly reflect Inuit culture by having equitable Inuit participation in their development at all levels, and if the citizens of the regions falling under self-government are to be equipped for effective participation in the wage and/or traditional economy, then Northern education and training systems have much to make up in a very short space of time.

APPENDIX I

REFERENCE COMMITTEE MEMBERS

REFERENCE COMMITTEE MEMBERS

Gloria Allan - Inuvik

Helen Balanoff - Yellowknife

Simona Barnes - Ottawa

Debbie Brisboise (Chairperson, Project Director) - Ottawa

Mark Cleveland - Yellowknife

Leena Evic-Twerdin - Iqaluit

Darky Gagné - Kuujuaq

Pauline Gordon - Inuvik

Bill Logan - Ottawa

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Beatrice Watts - Northern Labrador

APPENDIX II
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APPENDIX III
REGIONAL RESEARCHERS

REGIONAL RESEARCHERS

Dr. Boyse Fradsham, Memorial University, Newfoundland

Ms. Maureen O'Hagen, Yellowknife

Ms. Barbara Papigatuk, Salluit

APPENDIX IV

COMMUNITY FORUM PARTICIPANTS

COMMUNITY FORUM PARTICIPANTS

1. Iqaluit - November 8, 1993

Kem MacRury	GNWT, Dept. of Executive
T. Bert Ross	Arctic College, Iqaluit
Pitse Pfeifer	Iqaluit
Tom Demcheson	Education, Culture & Employment GNWT
Ian Rose	Arctic College, Iqaluit
Lena Autut	Mental Health Wesher, Iqaluit
Retu Kutaqlilut	K.D.B.E. Chairman, Arviat
Cathy McGregor	Director BDBE, Iqaluit
Naullage Arnaquq	Educator BDBE, Iqaluit
Catherine Moore	Nunatta Campus, Arctic Colelge

2. Kuujuaq - November 10, 1993

Minnie Grey	General Manager, Ungava Hospital
Maggie Shea	KRG Assist. Dep. Head - Emp. & Training
Jim Delaurier	Director, Adult Ed., K.S.B.
Adel Yassa	Coordinator, Kativik Regional Development Council
Mark T. Gordon	3rd V. President, Makivik Corp.
Sandy N. Saunders	Executive member T.N.I.
Sheila Pontridge	Student Counsellor Jaaninmanik School
Jessie Arrarack	Student
Tagralik Partridge	Student
Julie-Ann G. Berthe	Student
Ben Watt	Student - Vice-President of Student Council
George Berthe	Secondary Graduate
Lusa Mesher	Secondary 5 student
Louise Gordon	Education Committee member
Charlie EKomiak	Sport Training
Darky Gagne	Dept. Head KRG
Seag St. George	Executive Director T.N.I.
Suzanne Beaubien	Office Manager, Avataq
Teddy L. Shulman	Head of training - Makivik

3. Nain

Jessie Wyatt	Teacher, Nain
Sue Webb	Vice-principal
Abel Leo	Community Member
Louisa Flowers	Community Member
K. Naerne Fuglairna	Community Member
Julius Saimat	Community Member
David Hani	Community Member
Johanne Lampe	Community Member
Rosina Golwell	Inuk parent
Wilson Belbin	Principal
Frances Williams	Executive Director - Okalakatiget Society

APPENDIX V

DISCUSSION PAPERS

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በፍጥነት ለሚሰሩ ሰራተኞች፡

4000

△ ۴۲۷۵۷۹ :

2086 Tupper, Montreal, Quebec
Canada H3H 1N8

D%LDC: (514) 935-9502

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27. ንጹሕ ድለጋጥላ፣ የገረጌር ለጥራዊነታቸው ልዩነቶችን በመጥቀስ፣
ልዩነቶችን ማሳየት ምን ዓይነት ምሳሌዎች ሊሰጡ ሊገቡላቸዋል ? (24)
28. የገረጌ ልዩነቶችን ለማሳየት ምን ዓይነት ምሳሌዎች ሊሰጡ ሊገቡላቸዋል ?
(24)
29. የገረጌ ልዩነቶች ለጥራዊነታቸው ምን ዓይነት ምሳሌዎች ሊሰጡ ሊገቡላቸዋል ? (24)
30. ንጹሕ ድለጋጥላ፣ የገረጌር ለጥራዊነታቸው ልዩነቶችን በመጥቀስ፣
ልዩነቶችን ማሳየት ምን ዓይነት ምሳሌዎች ሊሰጡ ሊገቡላቸዋል ? (25)
31. የገረጌ ልዩነቶችን ለማሳየት ምን ዓይነት ምሳሌዎች ሊሰጡ ሊገቡላቸዋል ?
(25)
32. የገረጌ ልዩነቶች ለጥራዊነታቸው ምን ዓይነት ምሳሌዎች ሊሰጡ ሊገቡላቸዋል ? (25)

ሊጠቀሙበት ይችላሉ፡፡ ለዕድሜያዊ ምርጫ ስርዓት ለግልላይነትና ለሰላም ማረጋገጥ ይረዳል፡፡

ሕገመንግሥትና ሕግ ስርዓት ለግልላይነትና ለሰላም ማረጋገጥ ይረዳል፡፡ ሕገመንግሥትና ሕግ ስርዓት ለግልላይነትና ለሰላም ማረጋገጥ ይረዳል፡፡

(1) ዕድሜያዊ ምርጫ ስርዓት ለግልላይነትና ለሰላም ማረጋገጥ ይረዳል፡፡ ዕድሜያዊ ምርጫ ስርዓት ለግልላይነትና ለሰላም ማረጋገጥ ይረዳል፡፡

- ሕገመንግሥትና ሕግ ስርዓት ለግልላይነትና ለሰላም ማረጋገጥ ይረዳል፡፡

- ሕገመንግሥትና ሕግ ስርዓት ለግልላይነትና ለሰላም ማረጋገጥ ይረዳል፡፡

(2) ሕገመንግሥትና ሕግ ስርዓት ለግልላይነትና ለሰላም ማረጋገጥ ይረዳል፡፡ ሕገመንግሥትና ሕግ ስርዓት ለግልላይነትና ለሰላም ማረጋገጥ ይረዳል፡፡

ሕገመንግሥትና ሕግ ስርዓት ለግልላይነትና ለሰላም ማረጋገጥ ይረዳል፡፡ ሕገመንግሥትና ሕግ ስርዓት ለግልላይነትና ለሰላም ማረጋገጥ ይረዳል፡፡

- ሕገመንግሥትና ሕግ ስርዓት ለግልላይነትና ለሰላም ማረጋገጥ ይረዳል፡፡
- ሕገመንግሥትና ሕግ ስርዓት ለግልላይነትና ለሰላም ማረጋገጥ ይረዳል፡፡

- ንግድ ለመጀመሪያ ጊዜ ለጥገና ለሚያስፈልግ የሚገኝ ለውጥ ማድረግ
- ለጥገናው የሚያስፈልጉ የጥገና ሰነዶች ለማግኘት ማስፈጸም
- ለጥገናው የሚያስፈልጉ የጥገና ሰነዶች ለማግኘት ማስፈጸም
- ለጥገናው የሚያስፈልጉ የጥገና ሰነዶች ለማግኘት ማስፈጸም
- ለጥገናው የሚያስፈልጉ የጥገና ሰነዶች ለማግኘት ማስፈጸም

ግልጽ ሆኖ ለጥገናው የሚያስፈልጉ የጥገና ሰነዶች ለማግኘት ማስፈጸም

ለጥገናው የሚያስፈልጉ የጥገና ሰነዶች

ለጥገናው የሚያስፈልጉ የጥገና ሰነዶች ለማግኘት ማስፈጸም

- ለጥገናው የሚያስፈልጉ የጥገና ሰነዶች ለማግኘት ማስፈጸም
- ለጥገናው የሚያስፈልጉ የጥገና ሰነዶች ለማግኘት ማስፈጸም
- ለጥገናው የሚያስፈልጉ የጥገና ሰነዶች ለማግኘት ማስፈጸም

4ለ'ህበር: ለገዢነት፣ ልጅ ልሳንነት፣ ለገዢነት ርዕሰ ልጅ፣
ላጋጥሞ ልሳንነት ለሰጠው ገዢነት ልሳንነት ልጅ
ልሳንነት ልሳንነት?

ከልሳንነት ላይ ለሰጠው ልሳንነት ልሳንነት ልሳንነት ልሳንነት
'ላጋጥሞ ልሳንነት' ልሳንነት ልሳንነት ልሳንነት?

ከልሳንነት ላይ ለሰጠው ልሳንነት ልሳንነት ልሳንነት ልሳንነት
ልሳንነት ልሳንነት ልሳንነት ልሳንነት ልሳንነት ልሳንነት?

ዕለታዊ ልሳንነት ልሳንነት ልሳንነት ልሳንነት ልሳንነት ልሳንነት
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ርዕሰ ልሳንነት፣ ለገዢነት ልሳንነት ልሳንነት ልሳንነት ልሳንነት?

ከልሳንነት ላይ ለሰጠው ልሳንነት ልሳንነት ልሳንነት ልሳንነት ልሳንነት
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3. ልሳንነት ልሳንነት

ዕለታዊ ልሳንነት ልሳንነት ልሳንነት ልሳንነት ልሳንነት ልሳንነት ልሳንነት
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- ለገዢነት ልሳንነት ልሳንነት ልሳንነት ልሳንነት ልሳንነት ልሳንነት
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- ከልሳንነት ልሳንነት ልሳንነት ልሳንነት ልሳንነት ልሳንነት ልሳንነት
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ልሳንነት ልሳንነት ልሳንነት ልሳንነት ልሳንነት ልሳንነት ልሳንነት ልሳንነት
ፍርድ ለገዢነት ልሳንነት ልሳንነት ልሳንነት ልሳንነት ልሳንነት ልሳንነት 1990-ዓ.ም.

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**DISCUSSION PAPER
NORTHERN EDUCATION AND TRAINING SYSTEMS:**

**ARE THEY PREPARING INUIT FOR FUTURE OPPORTUNITIES
RESULTING FROM LAND CLAIMS
AND SELF-GOVERNMENT NEGOTIATIONS?**

Commissioned by: Atil Training Inc.

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SUMMARY

Atii Training Inc. has been contracted by the Royal Commission on Aboriginal Peoples to prepare a report on the adequacy of northern education systems to prepare Inuit for the results of the land claims and self-government negotiations. This discussion paper is part of that process, serving as a background document to raise issues for discussion in a series of community forums that will be held to discuss the issues contained in the report. The education systems of concern are those located in Northern Labrador, Northern Quebec, and the North West Territories. The sectors addressed within those systems are Pre-school, K-12, and Post-secondary, Adult Education and Vocational Training.

Major issues outlined in the report that northern education and training systems must address include: the preparation of enough Inuit to build the necessary institutions and organizations to administer the land claims and institutions of self-government, linking the educational and training systems to economic development plans, ensuring the integration of Inuit cultural values within those systems, and preparing all northern citizens with the necessary skills to participate in the wage and traditional economy as they so choose.

The paper outlines the social and economic context in which the northern education and training systems operate. It also reviews the Inuit labour market for which the education and training systems are preparing their graduates. A range of issues are outlined within each sector of the education and training systems.

Those addressed in the Pre-school sector are: the lack of available spaces, subsidy cut off levels, the training of day care workers, and the financing of a community day care centres.

A complex set of issues are identified within the K-12 sector, all related to the key issue of the early drop out rate found amongst Inuit in the northern education system. The result of the early drop out rate is, for example, that in 1989 only 5% of the aboriginal students who started high school graduated from Grade 12 in the Northwest Territories. The paper goes on to raise related issues including: the lack of educational and training evaluations, the degree to which Inuit cultural values are integrated within the education system, the relevancy of the curriculum to Inuit life-styles, the degree of control Inuit have over the system at the community level, the number of Inuit teachers being trained, the quality of teacher training, the retention of teachers within the system, and access to high school grades.

The section on Post-secondary education highlights the need for improved student support particularly in the form of more counselling to deal with individual, family and social problems, increased levels of student financial support and improved orientation and support programs for Inuit studying in southern

institutions. The second issue raised regarding this sector is whether or not sufficient levels of financing are available now, or will be in the future, to support higher numbers of Inuit to participate in post secondary programs.

A wide range of issues are raised in relation to adult education and vocational training, starting with the need to develop strategic policies regarding Inuit participation in training for the primary employment centres that reflect the economic and social development goals of Inuit society and are geared to northern job creation. The need to link adult education and training programs with regional economic development plans is emphasized and to introduce more flexibility in the criteria of national training programs that recognize the unique context of northern training and Inuit needs.

Questions that are intended to stimulate reflection on these issues during the community forums are included at the end of each section of the paper. A list of the questions and the pages to which they refer can be found below.

LIST OF QUESTIONS POSED IN DISCUSSION PAPER

Please refer to the page number in brackets after each question to locate that question in the text.

LAND CLAIMS

1. What important issues resulting from the land claims and self-government processes do you think have direct implications for the Northern education and training systems? (5)

LABOUR FORCE TRENDS

2. What general trends are you aware of in your region that will affect the Inuit labour force over the coming decade? (9)
3. Are you aware of any reports or studies that estimate the projected demand for employment in your region? (9)

EDUCATION SYSTEM

4. Which goals of Northern education and training systems do you believe are the most important in preparing Inuit to manage the results of the land claims and self-government? (11)

PRE-SCHOOL

5. What do you think should, could, or is being done to address day-care problems in your region? (12)

K - 12 SYSTEM

7. In your view, is Inuit culture, considered in all its aspects, being effectively integrated into the curriculum in Inuit schools? (16)
8. To what degree can/should schools take responsibility for being the 'transmitters' of aboriginal culture? (16)
9. What role should the elders have, both in and out of schools, in the transmission of Inuit culture? (16)
10. Do you believe that Inuit have adequate control over their education systems? Can the community make the necessary decisions to ensure that Inuit culture is promoted

- appropriately within those systems? If not, what are the blocks to obtaining this control? (16)
11. How important is it to have well qualified Inuit teachers in the classroom as role models for Inuit youth? What is a reasonable goal for the proportion of aboriginal teaching staff? (16)
 12. Are obtaining and keeping well-qualified teachers major problems in your region? If so, what do you believe are the biggest factors contributing to these problems? What could or is being done to resolve them? (17)
 13. Do you believe that the quality of the present curriculum significantly contributes to Inuit students dropping out from school? If so, why? (18)
 14. Do you believe that the present curriculum adequately prepares young Inuit to play the roles that will be required of them to achieve self-determination? If not, why not? (18)
 15. How significant a problem in your view is access to education, particularly in the senior grades? (19)
 16. How do you see the role and impact of distance education evolving in the Northern education system over the next decade? (19)
 17. What are the issues regarding student support that are of concern of your region? (20)

ADULT EDUCATION AND TRAINING

18. What do you think are appropriate goals for Northern adult education and training systems? (21)
19. How do you think the goals for northern adult education and training systems should be prioritized? (21)
20. Do you believe it is necessary to develop a vision for the role of Northern adult education and training programs? If so, do you believe that such a vision currently exists in your region? (21)
21. What do you believe are the major issues in the policy renewal and implementation challenge regarding Inuit adult education and training? (22)
22. What strategies are in place in your region that respond to these issues (22)?
23. What strategies need to be developed? (22)
24. What do you believe are the major issues in the area of adult basic education for Inuit?

(23)

25. What strategies are in place in your region that respond to these issues? (23)
26. What strategies need to be developed? (23)
27. What do you believe are the major issues in the training, work, and employment area for Inuit? What others would you consider important? (24)
28. What strategies are in place in your region that address these issues? (24)
29. What strategies need to be developed? (24)
30. What do you believe are the major issues in the delivery of adult education and training area for Inuit? What others would you consider important? (25)
31. What strategies are in place in your region that address these issues? (25)
32. What strategies need to be developed? (25)

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1. INTRODUCTION

Purpose of This Paper

This discussion paper is part of a comprehensive process currently being undertaken to examine the status of Northern education and training systems. Specifically under investigation is whether these systems are adequate to prepare Inuit either for the positions in the North that will be created as a result of land claims and self-government negotiations, or to participate fully in the northern wage or traditional economy as they may choose. To date three Inuit Land Claims (the Inuvialuit Settlement, the James Bay Cree and Northern Quebec Inuit Settlements, and the Nunavut Land Claim) have been signed and the first two implemented. Other claims, such as those of the Northern Labrador Inuit, remain outstanding. Lessons learned from the land claims already implemented show that the education and training systems have a key role to play if Inuit are to benefit in the long term from these claims and the establishment of self-government in Nunavut, which will come into effect at the end of this century.

The regions covered by this report are: The Northwest Territories (with particular reference to Nunavut and the McKenzie Delta), Nunavik, and Northern Labrador. The investigation is being conducted by Atii Training Inc. on behalf of the Royal Commission on Aboriginal Peoples, to whom a final report will be submitted in the Fall, 1993.

Data for the report to the Royal Commission will be gathered through four methods:

1. Northern researchers have been in direct contact with territorial, provincial, and federal government offices and Inuit organizations to identify and collect documents containing information about Northern education and training systems. These documents are being reviewed.
2. A series of community forums are being conducted by Atii Training Inc. in Northern Labrador, Nunavik, and the North West Territories in October 1993. These forums will provide opportunities for local people to express their views.
3. Interviews with selected aboriginal and non-aboriginal people knowledgeable about Northern education and training systems are being carried out.
4. Northern community radio stations will be invited to make the issues of the report the subject of radio phone-in programs.

This paper was developed to give individuals living in the North background information so they can participate in the discussion in their community forum. The overriding concern is whether the Northern education and training systems, as

presently structured, can successfully provide the Inuit people with the skills they will need to take full advantage of opportunities presented by land claim settlements and eventual self-government

Outlined in this paper are some of the main issues and concerns related to Northern education and training systems. We have chosen these particular issues because, from our reading of the available documents, they appear to reflect concerns common to all the regions covered by this report. These topics will be the starting point for discussions in the community forums.

You are asked to read through this paper before you arrive at the forum. It is organized as follows:

- (1) Background information and, where possible, current statistics are given for each of the areas considered vital to Inuit education and training. To date we have been able to locate the most documents from the NWT, followed by Nunavik with the least identified for Northern Labrador. This is reflected in the report by the relative number of examples given for each region. This in no way indicates any less concern for one region over that of another but merely a reflection of the availability of data. Judgments about the adequacy of the Northern education and training systems will be based on two key criteria:
 - ☛ The degree to which the systems prepare Inuit to participate in both the Northern wage economy and the traditional economy: Are the systems producing adequate numbers of persons qualified to fulfil the currently available professional, technical, and other jobs? Do the systems have the capacity to produce enough qualified people to meet future demand?
 - ☛ The degree to which the education and training processes take into account and reflect Inuit cultural values.
- (2) Questions are posed at the conclusion of most sections for the reader to consider. These questions will be discussed at the three community forums.

The forums will be an important way of gathering the views of regional inhabitants for the report to the Royal Commission. They will allow participants to put a regional face on these general concerns and to bring attention to other concerns specific to their regions. It will help us to know:

- ☛ What you agree or disagree with in this paper
- ☛ Examples or stories you may wish to relate about these or other important issues

Any points not brought out in the paper that you would like to see raised

We hope that you will present your views on these critical issues at your community forum. The final report to the Royal Commission will be written only when we have received and reviewed all opinions expressed at the forums and in radio show phone-ins. Your participation will help ensure that Atii's final report on the adequacy of Northern education and training systems to prepare Inuit for the future will reflect the situation in the North as accurately as possible.

Organization of This Paper

Section 2: The Northern Social and Economic Situation

Education and training systems are but sub-systems of the larger social and economic systems of societies. They both influence and are influenced by these larger systems. A brief outline of relevant issues relating to Northern social and economic situations is included in Section 2 of this paper.

Section 3: The Inuit Labour Market

Effective education and training systems must have direct links to the labour market for which graduates are prepared. Section 3 of this discussion paper outlines major Inuit labour market issues.

Section 4: Land Claims, Self-government, and Educational and Training Issues

The last section of this paper reviews the critical challenges faced by Northern education and training systems. These issues are grouped according to the following sectors:

- Pre-school Education
- Kindergarten to Grade 12 Education
- Post-Secondary and Adult Education

Appendix 1: Human Resources: Demand and Supply

An important aspect of assessing the adequacy of education and training systems is understanding the demand for and supply of human resources: how many jobs are currently available and what is the projected demand for labour over a future time period? Characteristics of the Inuit labour market and labour force are detailed in Appendix 1.

THE LINK BETWEEN LAND CLAIMS AND EDUCATION AND TRAINING

Experience gained from previous land claim settlements has shown that education and training systems play a vital role in ensuring that aboriginal people gain long-term, sustained benefits from these settlements. Education and training are equally important to establishing aboriginal self-government.

The education and training systems are important for several reasons:

- **Achieving true self-determination.** Failing to produce an adequate number of persons with the cultural knowledge and professional, political, and technical skills needed to build and control the organizations required for self-government (administrative, financial, and entrepreneurial) can mean a lost opportunity to realize true self-determination.
- **Developing Inuit human resources.** To maintain long-term benefit from land claim settlements for the maximum number of aboriginal people requires strong links between all segments of the education and training system and importantly, between the education and training systems and the regional economic planning system. The outcome of such linkages will be the sustainable development of the region's human resources.
- **Building a strong local economy.** Failing to educate and train aboriginal people so they can participate fully in the local wage economy has serious economic implications for Inuit self-determination. If significant numbers of Inuit cannot participate in the local wage and/or traditional economies, economic pressure will be placed on the territorial or regional government in the form of increased demand for government social support programs. The regional tax base is unlikely to support increased demand.
- **Preparing for self-government.** The adult education sector, particularly non-formal adult education, has an important role to play in helping the beneficiaries of land claims to develop realistic expectations of what can be achieved as a result of the settlement. Further, adult educators must help prepare the general population to assume the responsibilities of self-government by developing the 'social tools' necessary to make it work.

Conclusion

The primary intent of this discussion paper and of the community forums is to clarify important issues related to land claims and self-government that face the education and

training systems. In outlining the challenges that lie ahead, Atii Training Inc. does not mean to imply that Northern governments and institutions are unaware of these issues or that no progress has been made in addressing them.

On the contrary, a number of the areas have undertaken new and positive initiatives. For example, the G.N.W.T's Department of Education, Culture and Employment has recently introduced several new programs (such as Community Based Teacher Training, a School-Community Counsellors' program) and is about to introduce Inuuqatigiit, a new Inuktitut curriculum, in an attempt to address some of the issues we will raise below.

It is also important to acknowledge the hard work contributed by numerous individuals in establishing many of the current Northern educational and training systems. But these systems however, are relatively new, and many people feel that progress has been slow. Unfortunately, from an educational point of view, time is not on the side of the Inuit people.

Question: *What important issues resulting from the land claims and self-government processes do you think have direct implications for the Northern education and training systems?*

2. THE NORTHERN SOCIAL AND ECONOMIC SITUATION

As noted in Section 1, education and training systems are components of the social and economic systems in which they function. Education and training both are influenced by and influence social and economic conditions. Thus, in trying to assess educational and training systems, it is important to take into account the social and economic conditions in which they operate. Conditions as they currently exist in the North are outlined below.

Social Conditions

The 1991 Aboriginal Peoples Survey indicates that there are 32,775 Inuit living in the North West Territories, Northern Quebec, and Labrador out of a total of 36,215 Inuit living in Canada. Of these, 4,710 live in Labrador, 7,030 in Northern Quebec and 21,035 in the N.W.T.

The majority of Inuit live in small or medium-sized communities in these regions. In Labrador, the Inuit population is principally located in 5 isolated northeastern coastal communities; in Quebec, they live in approximately 15 Northern communities; and in the NWT, they reside in 60 communities across the Territory.

Inuit society currently faces considerable pressure from a range of social problems. At the same time, the community must face the additional concerns and uncertainties that will accompany the rapid and sustained growth in the population predicted for the immediate future.

Statistics from the 1991 Aboriginal Peoples Survey relate the extent of the pressing social problems all too clearly. When asked their views about social conditions in their communities, 20,800 Inuit over the age of 15 responded as follows:

- ☐ 75% reported that unemployment is a problem
- ☐ 58% reported that alcohol abuse is a problem
- ☐ 49% reported that drug abuse is a problem
- ☐ 44% reported that family violence is a problem
- ☐ 41% reported that suicide is a problem
- ☐ 35% reported that sexual abuse is a problem

Economic Conditions

The Northern economy continues to be characterized by two factors: the permanent aboriginal population has the highest unemployment rate in the country, while the largely transient non-aboriginal population has possibly the lowest unemployment rate. This situation is mainly due to the significantly lower levels of education attained by aboriginal peoples, in contrast with non-aboriginal peoples. Also, most wage jobs are found in the larger Northern communities, while the majority of aboriginal peoples, as noted above, live in medium-sized and small communities.

The economy for aboriginal peoples is divided into two sectors: the traditional economy (hunting, fishing, trapping, crafts etc.) and the wage economy. The traditional economy plays a significant role in the lives of aboriginal people. For example, in 1989 in the NWT it was valued at \$50 million annually. Sixty-five per cent of aboriginal households there obtained at least half of their meat and fish through hunting and fishing. The sale of furs and hides, crafts, etc. put more than \$5 million directly into the harvesters' households. However, 96% of the sales from trapping come from the Fort Smith and Delta areas; the central and eastern regions of the NWT have not yet recovered from the collapse of the European seal market.

In 1980, a study of five Inuit/Settler communities in Northern Labrador found that only 33% of the total income was derived from full-time, casual, or seasonal (fish-plant) employment, as compared to the Canadian average of nearly 80% for this source of income.

The Northern economies are also characterized by an imbalance between private and public sectors. The main actor in the Northern economies is government at various levels. For example, in 1987 government employed about 8,700 people in the NWT accounting for 46% of all wage employment; in the rest of Canada, the percentage of government workers is about 21%. Although showing signs of increasing, the private sector in Nunavik in 1991 still only accounted for 10% of all wage jobs, while the public sector provided 68.3% of the available jobs.

Resource extraction has been a source of job creation in the past, but aboriginal participation in this sector has been problematic for a variety of reasons. These include location of the Inuit workforce, educational levels, and provision of training opportunities that did not take into account Inuit needs and values.

Aboriginal persons comprise a majority in many of these regions but do not earn a proportional amount of available wage income. For example, the GNWT 1989 Labour Force study indicates that while the aboriginal population is over 60% of the total population in that region, these individuals earn less than 35% of its wage income.

3. THE INUIT LABOUR MARKET

As outlined in the introduction, an education and training system that develops Inuit capacity to participate effectively in the local Northern labour market is a critical component in achieving Inuit self-determination. Thus an important aspect of assessing the adequacy of the education and training systems is understanding the Northern labour market as it relates to Inuit.

The following is a summary of important information about the Northern labour market and its implications for Inuit. A more detailed overview of the demand and supply of Inuit labour in the North appears in Appendix 1.

- A significant mismatch exists between the education levels, skills, and location of the available Northern labour force, on the one hand, and the available Northern job opportunities in the wage sector. This mismatch is demonstrated by the fact that two-thirds of the 20,000 wage jobs available in the NWT in 1989 were filled by people not born in the NWT, while the unemployment rate for aboriginal people at that time ranged from 27 to 38 per cent.
- Aboriginal persons bear the brunt of Northern unemployment due to their exceedingly low levels of education and training and because they live in small to medium-sized communities, away from the main source of employment. For example, aboriginal persons in the NWT experienced six times the rate of unemployment of non-aboriginal persons in 1989.
- If current levels of Inuit education and training persist, Inuit will be unable to fill the majority of the estimated 2,300 job opportunities that will be created by the establishment of the Nunavut government.

Moving the Inuit labour force to larger centres where more jobs are available has been suggested as a partial solution to the aboriginal employment problem. Several factors argue against this:

- Because large numbers of unemployed aboriginal people have exceedingly low levels of education, unemployment would continue to be a problem for them even if they moved to larger centres. Wage-paying jobs available there require higher levels of education.
- Northern aboriginal persons have continually expressed and demonstrated their desire to stay in their home communities.

- Removing skilled people from a community generally reduces the community's ability to resolve ongoing community issues.

Experience to date indicates that the surest way to improve the employment levels and general economic well-being of Inuit is to increase the level of education and training that they achieve. Results from the GNWT 19898 Labour Force Survey show that for every increase in grade level obtained by Inuit there is a corresponding decrease in the unemployment level for people having attained that grade.

The general economic impact of increasing Inuit educational levels is shown in the following example:

Teaching is one of the primary occupations in the North. It is the largest occupational group in most communities now, and the number of teaching positions will continue to grow as high birth rates continue. Professional teaching positions exist in every community, small and large, but at present only 23% of these positions in the NWT are held by aboriginal people. If aboriginal people were trained to take over 5% of the available teaching jobs each year in the NWT (approximately 50 positions per year) then aboriginal income would increase by \$3 million each year. If this growth is sustained over many years, a significant infusion of income would result in small communities.

Questions: *What general trends are you aware of in your region that will affect the Inuit labour force over the coming decade?*

Are you aware of any reports or studies that estimate the projected demand for employment in your region?

4. LAND CLAIMS, SELF-GOVERNMENT, AND EDUCATION AND TRAINING ISSUES

From the information about aboriginal peoples' participation in the Northern labour market presented in Section 3 (plus that contained in Appendix 1), it is clear that the current Northern education and training systems are not producing sufficient numbers of aboriginal graduates qualified to secure available jobs within the Northern wage economy. As a result of land claims and self-government negotiations, greater numbers of even more highly educated and trained Inuit will be required in the near future.

The general level of education within the Inuit community must be raised so that (1) the new aboriginal governments will not inherit a set of intractable social problems related to unemployment, and (2) the beneficiaries of the land claims will be able to provide wise stewardship of the land claim settlements, and 3) all Inuit may participate in the northern wage or traditional economy as they so choose. The question must then be asked:

What issues and challenges within Northern education and training systems must be addressed so that the educational levels of Inuit can be raised in a manner congruent with Inuit culture and life-style?

As referred to earlier, education and training systems are influenced by and, in turn, influence the social and economic contexts in which they exist. Even so, a number of concerns have been raised in different regions of the North which illustrate that more can be done within these systems to improve their performance. Before turning to the specific issues, it would help to reflect on the goals of Northern education and training systems and on the expectations people have of these systems.

Goals and Expectations

In recent years, a range of goals for Northern education and training systems have been expressed by various governments and institutions. They include the following:

- ☛ to enable the survival of the Inuit individual, family, and community
- ☛ to provide each person with the opportunity to develop to the limits of his desires and abilities
- ☛ to provide the necessary training to earn a living in the North
- ☛ to learn to work with people

- ☛ to understand the local and larger society
- ☛ to provide ways for everyone to achieve at least a Grade 10 level of education
- ☛ to teach people to assume responsibility in community affairs and how to carry out that responsibility
- ☛ to develop pride in Inuit culture
- ☛ to maintain and promote the Inuit culture and language

Question: *Which goals of Northern education and training systems do you believe are the most important in preparing Inuit to manage the results of the land claims and self-government?*

Pre-school education

Pre-school education is lacking in many of the medium and small Northern communities at a time when more women would like to enter the work-force, teenage-mothers are dropping out of school because of child-rearing responsibilities, older children are taken out of school to look after their siblings, and the youth population is expanding significantly. All of these activities either contribute to the school drop-out rate or prevent Inuit from entering the work-force; both of these consequences are bound to hinder Inuit self-determination. Some of the problem areas include:

- ☛ **Not enough spaces available.** It is reported that there are currently 901 child care spaces in the NWT, with most located in larger centres.
- ☛ **Limited access to day care.** The day care subsidy is cut off once an applicant is earning more than \$21,000. This means that individuals may be entitled to subsidized day care while they are training but not when they later obtain a job.
- ☛ **Difficulty of training day care workers.** It is extremely difficult to obtain the necessary diploma for day care work, given that a trainee must spend the second year of training in southern Canada. Furthermore, it is hard to attract the required number and quality of individual to the day care field when the same person can often earn

more money at a local restaurant or grocery store.

- **Financing community day care.** Currently, whether a community can finance a day care program depends on the number of wage jobs in the community to support it. A reduction in the number of wage paying jobs and the resulting withdrawal of children from the day care centre has resulted in the closure of day care centres in some Northern communities.

Some schools are responding to the day care problem by opening child-care facilities in the schools to enable teenage mothers to finish their education. Home based day care is also increasingly being used.

Question: *What do you think should, could, or is being done to address day-care problems in your region?*

K -12 Educational systems

1. Quality and Performance

The single most notable characteristic of the K-12 system in Northern educational systems is the low educational level attained by aboriginal peoples.

For example, in 1989 even though aboriginal people made up 58% of the NWT population and 72% of the school enrolment, only 5% of aboriginal students who started school graduated from Grade 12. In a 1991 manpower survey carried out in Nunavik, 48% of respondents had less than nine years of schooling, and only 6.9% of those that began secondary school studies actually obtained their diploma.

This issue probably represents one of the greatest barriers to Inuit self-determination outside of the claims and self-government negotiations themselves.

A gradual decline in the NWT drop-out rate is expected as more young people are able to attend school in their home communities. (For example, in 1984, there were 8 schools in the NWT that offered schooling above Grade 9. In 1991 there were 18.) New programs (such as the School-Community Counsellor Program) are also expected to have a positive effect. However, the declining drop-out rate is accompanied by a growing aboriginal birth rate. The outcome has been and will continue to be an increase in the number of young people who obtain a Grade 9

education or less. This trend is shown in the table below:

Level of Education: Census data 1951 to 1986 (NWT population 15 years and over*).

Year	% obtaining < G9	#s obtaining <G9
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

*Includes aboriginal and non-aboriginal population.

The drop-out rate is not considered the problem, per se. Rather, it is the symptom of a range of social and economic problems in many Northern communities of the types referred to in Section 2, namely unemployment, alcohol and drug abuse, family violence, sexual abuse, and suicide. We do not suggest that the symptom, i.e. the high drop-out rate, will disappear without paying attention to a whole range of social and economic challenges faced by many Northern aboriginal communities.

Even so, a number of specific problems which detract from the quality of education received by aboriginal people have been outlined in several reports over recent years. Many feel that these educational problems are directly linked to the number of aboriginal students that drop out of the education and training systems. They problems are considered in the sections that follow. In addition, two other issues are noted in regard to the quality and performance of the K -12 systems:

- **Lack of grade level equivalence.** Several reports note that grade levels of many of the students in the Northern educational systems are, in fact, two or more levels below those of the Southern system. For some, a Northern Grade 9 is equivalent to a Southern Grade 7. The 1992 Nunavik Educational Task Force reported that many students are promoted each year regardless of their performance. Despite repeated requests from community educational leaders in Nunavik for action on this issue, nothing has been done to rectify it. The equivalence issue has serious implications, particularly for those people trying to obtain further education in other programs. It is often only upon their application to, or participation in, these programs that many of these

individuals discover their true grade level.

- **No evaluation of programs.** The educational systems have, up until now, lacked regular evaluations of curriculum and programs. The 1989 NWT Legislative Assembly's Scone Report: Building Our Economic Future that provided an in-depth review of the NWT economy notes there is practically no serious evaluation for most education and training programs in the NWT, and the 1992 Nunavik Educational Task Force reports a similar lack in that region. The NWT has instituted a cyclical review of curriculum, but the first subjects in the cycle are only now approaching the evaluation stage.

2. Integration of Inuit Cultural Values

If Inuit self-determination is to be achieved, then Inuit themselves must possess a clear understanding of their culture and feel and express a pride in it. Without such an understanding, Inuit youth lack the self-esteem required to function effectively in a modern world. An important part of the process by which an understanding of Inuit culture is brought about is through the full integration of Inuit cultural values in the educational system. Integration of cultural values occurs at a variety of levels within the system. These include curriculum content, teaching methods, the number of qualified Inuit teachers available as suitable role models for students, the number of Inuit administrators within the school system, and who actually sets school policy. Issues within these levels are briefly considered below.

Inuit values and curriculum

Concern has been raised at various times about whether the educational systems are adequately integrating Inuit cultural values within the K-12 curriculum, and about what effect this is having on Inuit students.

- For example, the 1992 Nunavik Educational Task Force found Inuit children to be confused about what their culture is. They did not know why Inuit culture is important and they had not developed a sense of pride in it. The Task Force found that schools had in some cases reduced 'culture' to the level of teaching handicrafts.

Educators have pointed out that culture may be approached within the curriculum at several different levels. For example, it may be included at the basic level of learning about the objects and skills that are important to a people's way of life. It can also go to deeper levels that consider the patterns of personal interaction, communication, kinship, organization, and other relationships within the community. Culture can be thought of as influencing the characteristic way in which a people view the world, both

as individuals and collectively. Finally, there is the vital role of language: how it is used and how it maintains individual and group identity, transmitting much of the culture from one generation to the next.

Governance

An important issue related to Inuit culture in the education system, as well as to self-determination, is who decides how the school system is managed and what is taught in the schools. These have long been issues within Northern education and training. The need for local control of schools by the community, particularly over decisions concerning cultural matters (such as language of instruction) was a central conclusion of the NWT's Special Committee on Education's 1982 report, *Learning: Tradition and Change* and was endorsed again within recent GNWT government publications.

A 1992 study on drop-outs in the NWT has indicated community dissatisfaction with the extent of local input and control of the education system. It states there is confusion and/or uncertainty about the various roles and responsibilities of the partners in the education process. Public participation in local education authorities was found to be poor due to a lack of skills, limited understanding about educational philosophies and instructional methods, and the strangeness and relative newness of the whole concept of formal education.

The issue of control is also an important focus of the Nunavik Educational Task Force's 1992 report, which calls attention to the significant difference between operating and actually controlling an educational system.

Educators

The number Inuit educators and the quality of their work, be they teachers or administrators, plays a significant role in both the students' perception of their culture and in what way that culture is transmitted within the school system.

- The proportion of Inuit teachers within Northern educational systems is not representative of the proportion of Inuit with the Northern population. For example, currently aboriginal people represent approximately 25% of the NWT teaching staff, and yet they are 62% of the population. (Note: a stated goal of GNWT's Department of Education, Culture and Employment is to raise the number of aboriginal teaching staff to 50% by the year 2000).

Looking at culture in these different ways raises several possible questions for

reflection.

Questions: *In your view, is Inuit culture, considered in all its aspects, being effectively integrated into the curriculum in Inuit schools?*

To what degree can/should schools take responsibility for being the 'transmitters' of aboriginal culture?

What role should the elders have, both in and out of schools, in the transmission of Inuit culture?

Do you believe that Inuit have adequate control over their education systems? Can the community make the necessary decisions to ensure that Inuit culture is promoted appropriately within those systems?

If not, what are the blocks to obtaining this control?

How important is it to have well qualified Inuit teachers in the classroom as role models for Inuit youth? What is a reasonable goal for the proportion of aboriginal teaching staff?

3. Teachers

A number of concerns exist about teachers in the Northern educational and training systems. They include the following:

- The issue of teacher training, which may be considered at two different levels:
 - The quality of teacher training.
 - How to train more Northern teachers in general and more aboriginal people in particular. Demand for teachers in the North is predicted to increase by 4% a year for the next several years. This is due to the increase in population and

the prediction of significant teacher shortages in Canada starting in the mid- to late 1990's.

- Southern teacher retention rates are notoriously low within the Northern education systems. For example, the Nunavik Educational Task Force reports that the average stay of a non-aboriginal teacher in the North is between one and two years. This forces many segments of the system to operate with inexperienced teachers who typically possess lower skill levels and are dependant upon much direction and support. Several factors contribute to the high turnover rate, including housing shortages and poor orientation programs for teachers migrating from the South.

Question: *Are obtaining and keeping well-qualified teachers major problems in your region? If so, what do you believe are the biggest factors contributing to these problems? What could or is being done to resolve them?*

4. Curriculum

As noted above, there has been a singular lack of curriculum review within the Northern education systems to date. A 1992 study of drop-outs in the NWT and the Nunavik Education Task Force Report noted several concerns about the curriculum, including the following:

- the perceived irrelevancy of the curriculum to their way of life expressed by Inuit students
- the passive role required of the student
- the lack of Northern and Inuit perspective within the curriculum. For example, the Nunavik Educational Task Force reported that students have questioned why they are not being taught about the land claims and self-government negotiations and other recent political developments relevant to Northern life.
- the lack of appropriate emphasis on Northern health and life-styles issues
- the lack of emphasis on teaching skills required to function within the

traditional economy

Questions: *Do you believe that the quality of the present curriculum significantly contributes to Inuit students dropping out from school? If so, why?*

Do you believe that the present curriculum adequately prepares young Inuit to play the roles that will be required of them to achieve self-determination? If not, why not?

5. Access to education in the K - 12 system

Access to education, particularly in the senior grades, has always been a major concern within northern educational systems. So all too often have been the responses to those concerns, the tragic results of some such as the Residential School system, have now been well documented. Efforts are being made in some jurisdictions to significantly increase access within local communities to all high school grades, but this goal, even in those jurisdictions remains to be fully attained.

Recently, access to education in some communities has been improved by the successfully delivering it from a distance to several Northern communities. Some examples: Over the past two years, St. Patrick's school in Yellowknife has Delivered Calculus 35 to students in Rankin Inlet, Iqaluit, and Inuvik through teleconferencing. Students in Arviat have taken physics 30 delivered from Rainbow Lake School in Northern Alberta through teleconferencing. Support for teachers in remote schools in the NWT is being provided through an hour of programming every weekday broadcast by Television Northern Canada. Memorial University is providing teacher training in Labrador by distance education. It is reported that the school in Broughton Island has successfully delivered courses to students by distance education.

However, a recent report on distance education carried out at the High School level with Cree communities in Northern Ontario show very disappointing results, showing how, like other forms of educational delivery, attention to details at many levels is critical to success.

However, in general, little research appears to have been carried out that identifies which would be the most appropriate technologies, either culturally or technologically,

that would be suited to the delivery of Inuit education at a distance.

Question: *How significant a problem in your view is access to education, particularly in the senior grades?*

How do you see the role and impact of distance education evolving in the Northern education system over the next decade?

Post-Secondary and Adult Education

This section considers issues pertinent for those Inuit who wish to continue their education after graduating from high school, and those adults who wish to participate in some form of further education or training, be this vocational, professional, or upgrading or literacy programs.

Post Secondary Education

Current opportunities to participate in post-secondary education differ significantly for Inuit individuals, depending on their location. For example, those living in the NWT benefit from the presence of Arctic College; those living in Nunavik have to travel South to enrol at a post-secondary institution; those on the Labrador coast can attend the regional community college.

Independent of these location issues, there also appears to be a series of other problems related to Inuit participation in post-secondary institutions. These problems have been noted in such reports as the 1990 Shaw Report to the Nunavik Educational Task Force, Current Situation of Adult Education in Nunavik and Fogwill's 1989 report on Adult Education and Training in the NWT for the Scone Report: Building Our Economic Future. They include:

- The need for improved student support:
 - more counselling to deal with individual, family, and social problems
 - a more systematic approach to career counselling
 - more programs available in smaller communities where natural support systems are stronger

- increased levels of student financial support
- significantly improved orientation and support programs for Inuit students studying in Southern institutions

☛ Concern over the level of financial resources available for post-secondary programs:

- whether the necessary resources are now available and will be in the future to finance the improvements needed in student support and the potential growth in demand for post-secondary education in the North.

Questions: *What are the issues regarding student support that are of concern of your region?*

Adult Education and Training

Adult education and training have, without doubt, critical roles to play in the development of Inuit society. Several strategic issues have been identified in relation to these sectors. However, before referring to these issues, let us reflect on the goals of Northern adult education systems. Several reports have proposed goals such as the following:

- ☛ To provide effective training to ensure that Northern jobs stay with Northern people. This training includes providing adult basic upgrading programs, programs to improve entrepreneurial skills related to Northern economies, and programs providing skills needed for the central and local management of government programs.
- ☛ To provide training to address Northern social, personal, and community issues.
- ☛ To improve aboriginal peoples' capacity to manage to their benefit the claims implementation process following settlements.
- ☛ To improve aboriginal peoples' capacity to participate in the wage economy, particularly with regard to jobs created through the establishment of self-government.

Questions: *What do you think are appropriate goals for Northern adult education and training systems?*

How do you think the goals for northern adult education and training systems should be prioritized?

Fogwill's 1989 Report on Adult Education and Training in the NWT concluded it is absolutely essential that a vision of the role and scope of Northern adult education and training programs be established. Without such a vision, defining and implementing long-term and short-term goals and objectives for training programs in specific economic sectors is impossible, as is any significant economic development.

Question: *Do you believe it is necessary to develop a vision for the role of Northern adult education and training programs? If so, do you believe that such a vision currently exists in your region?*

Fogwill's Report identified four areas of the NWT adult education and training systems with significant strategic implications. Although the study was made for the NWT, other reports such as the Shaw Report on Adult Education in Nunavik identify similar strategic issues facing the other Northern regions. The four areas identified are:

- ☛ policy renewal and implementation
- ☛ basic skill development
- ☛ training, work and employment
- ☛ delivery of adult training

A number of issues have been identified within this framework that relate to Inuit needs. They are outlined below:

1. Policy Renewal and Implementation

The issues identified by Fogwill in this area include:

- ☛ The need to develop strategic policies and goals regarding Inuit participation in training for the primary employment sectors. These

policies and goals must reflect the economic and social development goals of Inuit society and be geared to Northern job creation.

- ☛ The need for such training goals and strategies to be developed in consultation with industries, Inuit organizations, and related government departments.
- ☛ The need to link adult education and training programs with regional economic development plans.

Question: *What do you believe are the major issues in the policy renewal and implementation challenge regarding Inuit adult education and training?*

What strategies are in place in your region that respond to these issues?

What strategies need to be developed?

2. Basic Skill Development and Literacy Training

Adult basic skill development is a critical challenge facing the Inuit community and is the biggest barrier to accessing other training programs. Participation in further education and training programs is severely limited for those who have not achieved Grade 10 and above. In addition to the need to address the high drop-out rate referred to above, other needs identified in this area, mainly by Fogwill, include:

- ☛ The need for public awareness of the benefits of becoming involved in an upgrading program.
- ☛ The need for income support programs to permit adults to participate in upgrading programs.
- ☛ The need for improved access to programs in some regions; not all grade levels are available in each community each year, preventing some adults from upgrading their educational level.
- ☛ The need for sufficient funds to meet the demand for adult basic education programming.

- The need for the curriculum of adult basic education programs to be relevant to Northern life-styles in general and Inuit life-styles in particular; this involves promoting pride in Inuit culture and using culturally appropriate instructional techniques.
- The need for literacy training in both Inuktitut and English. If the UNESCO criterion of functional literacy is adopted (having attained a functioning Grade 9 level education), strategies must be developed to increase the number of literacy programs provided for the Inuit and to ensure their participation in them.

Question: *What do you believe are the major issues in the area of adult basic education for Inuit?*

What strategies are in place in your region that respond to these issues?

What strategies need to be developed?

3. Training, Work and Employment

The issues identified by Fogwill in this area focus on the North's requirement for more flexibility in their adult training systems. The systems must be responsive to changing economic conditions. Some of the issues related to this challenge include:

- The need to change the criteria for success in Northern training programs. Currently, the requirements for success for training programs at the national level are linked to preparing people for full-time employment. However, many Inuit are not employed on a full-time basis. They need training for part-time work as well as for full time employment. For example, a training program that equips an individual to be an effective tourist guide and allows him or her to work for three months of the year in a job that is closely related to the Inuit traditional way of life should be considered a success.
- The need for training programs that prepare people for both the local, traditional and the wage economies and that help prepare communities for economic self-reliance.
- The need for more labour market information, including monitoring reports of demand and supply in the labour force. This type of

information is required to help identify training needs and to guide employment counselling for individuals.

- The need for an increased number of training programs that will enable Inuit people to become skilled in the administration and management of Inuit organizations and public bodies associated with the implementation of land claims and self-government.
- The need for more coordination between all levels of government, Inuit organizations offering training, and the private sector in an effort to identify and offer training programs.
- Funding of training programs should provide the resources to carry out meaningful needs assessments and program development. Current funding mechanisms do not encourage these activities.

Question: *What do you believe are the major issues in the training, work, and employment area for Inuit? What others would you consider important?*

What strategies are in place in your region that address these issues?

What strategies need to be developed?

4. Delivery of Adult Training

A range of factors block access to adult education and training: physical distance, lack of financing, and the need to carry out multiple roles while receiving training, (e.g. worker and parent). Fogwill identifies several issues that arise in this area:

- The need for more emphasis on technologically appropriate distance education and training. There are already some concrete examples of how this approach may be used. For example, Atii is currently carrying out a pilot project in the delivery of management training courses for Inuit at a distance. Using this method of delivery Inuit in the NWT, Nunavik and Northern Labrador have been able to participate in the two week courses. This pilot project, that utilizes live television segments, locally organized group work with a trained facilitator, is currently undergoing formative evaluation. Organizational development courses, such as

Board Development for Arctic College Directors, are also reported to have been successfully undertaken recently.

- The need for training and educational course content to be divided into discrete modules that can be delivered in decentralized locations.
- Adult education and training which is competency based so that learners receive recognition for skills they already have as well as for the skills they acquire.

Question: *What do you believe are the major issues in the delivery of adult education and training area for Inuit? What others would you consider important?*

What strategies are in place in your region that address these issues?

What strategies need to be developed?

Appendix 1

HUMAN RESOURCES: DEMAND AND SUPPLY

An important aspect in assessing the adequacy of education and training systems is investigating the demand for and supply of human resources. In looking at the demand for human resources, the number of jobs currently available and the projected demand for labour over a future time period are essential statistics.

The characteristics of the labour force (the 'supply' side of human resources) are then analyzed. For instance, how many people are available for work? What is the level of their qualifications, both currently and projected?

A comparison between demand and supply can then be drawn and an assessment of the adequacy of the education and training system in this regard can be made.

Demand

Currently, there is a strong demand for labour in the wage economy of Northern Canada.

- For example, based on the 1989 GNWT's Labour Force Survey, there were approximately 20,000 filled jobs in the wage sector at the time of year when employment is lowest.

Of these 20,000 jobs, nearly two-thirds were filled by persons who were born outside of the NWT i.e. by those who migrated to the NWT to fill the jobs.

Demand for labour in the wage economy is strong in four larger urban centres, but weak in small and medium-sized communities in the NWT.

- For example, in 1989 small and medium-sized communities of the NWT had 47% of the labour force, but only 42% of the employment.

Demand for labour is further created by attrition of the labour force.

- For example, every year since 1985, more than 4,000 people leave the NWT to live in other parts of Canada. This is estimated to represent a probable 1,000 to 2,000 job openings per year.

Demand for labour is strongest for those with higher levels of education.

- For example, the unemployment rate in 1989 for those with a Grade 12 or 13 education was 4.8% and 89.6% of those with Grade 12 or 13 participated in the labour force. For those with Grade 7 to 9 education, the unemployment rate was 31.4%, with only 60.1% of people with those Grades participating in the labour force.

Looking to the future, the demand for labour will be influenced by several factors. These include:

- **Settlement of land claims and establishment of self-government.** It is estimated that the signing of the Nunavut Land Claims Agreement and the establishment of self-government in that region will create 2,300 jobs between 1992 and 2008. Nine hundred thirty of these will be with the new Nunavut government, and 85% of these jobs will require qualifications of from 2 years average to 4 years average post-secondary education. It is further estimated that 126 job openings will be created by the implementation of the Land Claim, and 200 jobs will be created in the private sector.
- **Projects such as the Beaufort/Delta oil and gas reserves.** Planned to commence in the late 1990's, these could lead to an annual rate of job creation in the West of from 550 to 600, especially during the three- to five-year construction phase. To be of use to current NWT residents, projects would have to offer extensive training, and residents would have to be prepared to relocate.
- **Expanded tourism, renewable resources, and arts and crafts sectors.** It is predicted that with support from government, co-ops, and land claims settlements, labour participation in all three sectors could increase substantially.

Estimates from DIAND, based on historic job creation rates for aboriginal peoples, indicate that in the year 2001 there will 18,010 jobs available for aboriginal people, and 28,510 jobs in 2016.

Supply

APPENDIX VI

KEY RESPONDENT INTERVIEWS

The most significant features of the of current Northern labour force are the low educational levels among the unemployed and the large number of immigrants from Southern Canada. In short, the skills and location of the available labour do not match the skills and location of the available jobs.

When analysing the available labour, the ethnic groups into which the unemployed fall are highly significant.

- ☛ For example, aboriginal persons in the NWT experience six times the rate of unemployment of non-aboriginal persons. In 1989, aboriginal unemployment ranged between 27% and 38%, while non-aboriginal unemployment ranged between 1% and 5%. In Labrador the unemployment rate of aboriginal peoples in 1986 was 33% compared to 25.6% for the provincial population as a whole.
- ☛ 1989 participation rates (those employed or those looking for a job) for aboriginal persons in the NWT was 56%, for non-aboriginal 88%, and for Canada nationally, 66%. In Newfoundland and Labrador in 1986, the participation rate for aboriginal peoples was 56.6% compared to a provincial average of 59.2%.
- ☛ In 1989 aboriginal peoples represented 62% of the population of the NWT but received only 31% of income. In Newfoundland and Labrador in 1986 aboriginal males earned only 65% (\$11,000) of the average salary for non-aboriginal males.

Three factors are particularly significant when looking at the differences between these two ethnic groups.

- ☛ level of education
- ☛ location
- ☛ migration of Southern workers

Aboriginal levels of education are dramatically lower than those of non-aboriginal residents.

- ☛ For example, in the NWT the percentage of the total working age population with a Grade 9 or less is 45%. However, this breaks down into 72% for aboriginal peoples and 7% for non-aboriginal. This means that basic literacy, numeracy, and educational preparation for occupational training are

lacking. In Nunavik 48% of the population had less than 9 years of schooling compared to the provincial average of 23.9%.

As noted above, the majority of jobs in the NWT are located in larger urban centres. However, the majority (82% in 1989) of aboriginal persons live in small to medium-sized communities. Thus it is harder for aboriginal people -- even those with the required level of education -- to have access to the available jobs.

Also as noted above, significant numbers of people migrate to the North from Southern Canada to fill the jobs for which residents are not qualified.

Looking to the future, another significant factor arises. The Northern aboriginal population will expand rapidly over the next few years. For example:

- The growth of working age (15-64) aboriginal individuals in the Central and Eastern Arctic is predicted to be 315 persons per year between 1986 and 2001, and 480 each year for the period from 2001 to 2016.
- The Inuit population of the NWT is predicted to increase by 125% between 1986 and 2016.

Estimates from DIAND indicate that in the year 2001 there will be 20,510 aboriginal persons either employed or seeking a wage job.

PERSONS INTERVIEWED FOR ATII ROYAL COMMISSION REPORT.

Mary Aitchison, Associate Director, Teacher Training KSB
Helen Balanoff, Coordinator, Strategic Planning, GNWT Department of Education, Culture and Employment
Sara Bennet, Associate Director, of Educational Services KSB
Gary Blakie, Torngat Cultural Centre, Nain
Shiela Cloutier, Education Officer, Makivik Corp
Peter Crass, Director Information Services GNWT
Jim Deslaurier, Director Adult Education KSB
Lizie Epoo York, KRG CRSSS
Lyn Fogwill, Director Literacy and Adult Education GNWT
Jack Hicks, Education Officer, Inuit Tapirisat of Canada
Peter Katchadorian, Director Student Services KSB
Gilbert Legault, Director General KSB
Don Macdonald, Program Director Distance Education Memorial University
Tim McNeil, Education Officer, Labrador Inuit Association
Brian Menton, Director School Curriculum, GNWT
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Wendy White Cerepy, Director, Equal Emplyment GNTW
David Wilman Strategic planner, teacher education Iqaluit
Helen Woodrow, Educational Planning & Design Assoc. Newfounland

APPENDIX VII
COMMUNITIES SERVED BY TELEVISION
NORTHERN CANADA

Facts:

- ## COMMUNITIES SERVED

BY

GREENLAND

ALASKA

YUKON

NORTHWEST TERRITORIES

LABRADOR

QUEBEC

CBC CHANNEL C

CBC CHANNEL 8