



REPORT
OF THE
COMMITTEE ON EDUCATION
FOR THE
YUKON TERRITORY

1972

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R E P O R T

of the

C O M M I T T E E O N E D U C A T I O N

for the

Y U K O N T E R R I T O R Y

1972

Letter of Transmittal

Whitehorse, Yukon Territory
September 22, 1972

Mr. James Smith
Commissioner of the Yukon Territory

Dear Sir:

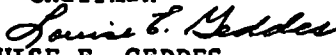
We, the members of the Committee on Education appointed on July 4, 1972, by Commissioner's Order 1972/248 under the Financial Administration Ordinance, have the honour to submit our unanimous report.

In addition to the Report proper, an additional complete file of all briefs received, is attached.

Yours respectfully,



FRANKLIN P. LEVIRS
Chairman



LOUISE E. GEDES



ROY A. REBER

Acknowledgments

The Committee on Education wish to acknowledge with gratitude the assistance of the many citizens who helped them in their work. Among those who must be nameless because they are so numerous are those who showed their interest in education by preparing briefs, by supporting those briefs in public hearings, and who participated actively or passively at the hearings themselves. To them must be added those who so graciously extended the hospitality of their homes and the facilities under their charge to Committee members.

To the Executive Member in Charge of Education, Mrs. Hilda Watson, and to the Department of Education officials, especially Mr. Cowan, Mr. Cunningham, Mr. Ferbey, Mr. Ferguson, go particular thanks. Without their courteous assistance in supplying information and facilitating the work of the Committee, this report could not have been completed.

Thanks must go, too, to other officials of the Territorial Government who gave freely of their time and expert advice: Mr. Mervyn Miller, Mr. Walter Bilawich, Mr. John McPhail, and Mr. R. Raganathan, among others.

Finally the Committee is most grateful to Mr. Ed Sveinson who piloted it through good roads and bad and to Miss Susan Tubby who single-handedly managed the office and efficiently completed the prodigious amount of secretarial work required.

Preface

The Committee on Education of 1972 was asked by Commissioner James Smith of the Yukon Territory to meet the following terms of reference.

Regulations

(1972/247)

Committee on Education

1. There shall be a Committee called the Committee on Education, consisting of a Chairman and two members appointed by the Commissioner.

2. The Committee shall:

Receive written briefs from interested individuals or organizations on proposals designed to improve the educational facilities at the elementary and secondary level of the Yukon Territory. Such briefs to be received by the Committee before July 21, 1972.

3. The Committee shall:

Hold open hearings at all communities where schools are situated, and in such other places as may be deemed appropriate by the Committee, for the purpose of hearing all presentations of the submitted briefs and of eliciting answers to questions by the Committee members. Such hearings to be completed by August 22nd, 1972.

4. The Committee shall:

Prepare a report for the Commissioner of the Yukon Territory to be presented to him by September 22nd, 1972. This report to be based on the representations made to the Committee and on the Committee's assessment of public consensus, and to contain specific recommendations on any or all of the following:

(a) The School Ordinance, with special reference to its revision;

(b) Public participation in school administration and school affairs at the local level;

(c) The financing of education, with special reference to the Territorial tax structure presently required to maintain the level of educational service now provided in the Yukon Territory and special reference to any changes which would be required in the Territorial tax structure to accommodate expansion or enrichment of the present educational service;

(d) The administration of the school system, including the role of the Department of Education;

- (e) The curriculum of the elementary and secondary schools;
 - (f) Special needs of Yukon Indians in the Yukon school system;
 - (g) The special education of handicapped children in the schools;
 - (h) Vocational education;
 - (i) Adult education;
 - (j) The future of post-secondary education;
 - (k) The employment and supervision of the teaching staff; and
- any other matters directly concerned with education in the Territory that the Committee may deem to be of importance.

The Committee did not receive all written briefs before July 21st but considered all materials that reached it before August 30th. This enabled a more complete statement of public opinion than if the deadline had been adhered to rigidly.

Similarly, difficulties with the arrangement of public hearings meant that these were continued as late as August 29th.

Nevertheless the Committee was able to complete its report and submit it according to schedule by September 22nd.

This report does not go beyond the terms of reference. In the short term of sixty days, over half of which was taken up with visiting the schools and communities of the Yukon, it was impossible to make a complete survey of the school system as was done in 1960.

In order that the position of all portions of the public presenting briefs could be made clear, the first part of each chapter contains relevant quotations from the briefs on the topics covered. Each quotation is keyed by number to the brief from which it came. The full briefs have been submitted to the Commissioner for further study, so that reference can be made to the context of the quotation.

The second half of each chapter includes the comments or interpretation

of the question by the Committee and its recommendations, if any were made by it on the particular topic.

The last chapter is a brief summary of all topics.

The appendices provide some limited statistical information that might be of value to those deeply interested in the Yukon situation.

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I: The School Ordinance

Introduction

This chapter will not deal with all changes necessary in the School Ordinance. Throughout the remaining chapters of the Report there will be many suggestions calling for changes in the Ordinance. Here the Committee is dealing with matters that seem to fall only under this heading.

Although this matter was not brought up in any of the briefs, the Committee on Education would itself like to suggest that when the Ordinance is rewritten it deal more particularly with general powers and less with specifics. It has become common practice elsewhere to publish regulations separate from the legislation. These may be printed and bound separately or, alternatively, printed in the same volume for ease in distribution to interested persons. The regulations must be in conformity with the provisions of the legislation and cannot go beyond powers authorized in the legislation but act as a working guide for everyone concerned with the administration of the legislation. Regulations can obviously be changed much more easily as they require only the Commissioner's approval. It is suggested that here in the Yukon Territory the regulations of the Department of Education be issued under either the authority of the Executive Committee of the Territorial Government or that of the Commissioner, whichever is the proper legal form. All regulations dealing with schools should be in the same booklet and should each be accompanied by a direct reference to the section of the School Ordinance which makes it possible. Both the School Ordinance and the regulations should be printed and a copy of each should be in the hands of every member of the Territorial Council, every official of the Department of Education, every member of a Citizens' School Committee and every principal and teacher in the Territory. Responsibility for this distribution should rest with the

Superintendent of Education.

A: What the Briefs have Requested

1. General

The two recommendations below are in accord with the Committee on Education comments given above.

"The present School Ordinance states precisely and specifically the duties of certain personnel and generalizes duties of others. This Association believes that, since the Ordinance is an overall policy, the duties and responsibilities of all classifications of personnel should be stated in general terms." (Y 1)

"The Commissioner and Council must provide some latitude for the Executive Committee Member responsible for Education in consultation with the senior Department officials to develop new approaches to chronic problems without requiring legislative amendments." (Y 9)

2. Absenteeism and Truancy

Some of the briefs suggested stricter handling of absenteeism and truancy.

"The existing School Ordinance deals with absenteeism and truancy adequately. However, these regulations should be enforced more rigidly. The suggestion is, that if there is no intention to enforce such regulations then they should not be legislated. Consideration should be given to the cause of truancy, and every effort made to treat this rather than the symptom." (Y 1)

"More stringent regulations should be wrote into the school ordinance to bring more pressure on parents to see their children attend school as absenteeism is a major problem in our school. At present the Principals have very little authority or methods at his discretion to overcome this problem." (WL 3)

"That meaningful alternatives to the academic school organization should be established for young people not capable of attending or unwilling to attend academic institutions.

Supporting Statement

Many young persons to-day find no real purpose in attending school and, as a result, are wasting their time, their teachers' time and, in many instances, become discipline cases and thereby lower the entire learning situation in that particular classroom. There is also a tendency in the Yukon, at least in the Whitehorse area, for the judiciary to make school attendance mandatory for juveniles with suspended and probationary sentences. It is often felt by both student and teacher that since the school performs poorly in this custodial function, a better program should be found.

By providing these young persons with an opportunity to do something that is useful and constructive and by paying them a fair wage for their

services, we can help them achieve a sense of worth and also enable them to find out first-hand what the world of work is like. It is to be hoped that, after a period, these people would be willing to come back to school for further academic or vocational training. The type of work these people could do would be as varied as possible: reforestation, child care, house-cleaning, dishwashing, litter cleanup, etc. What is envisioned is not a job-training program, but an opportunity to gain some maturity. Perhaps the Department of Manpower could be involved in such a program." (Y 1)

3. Age of School Entrance and School Leaving

The following suggestions on school entrance and school leaving ages were discussed at some length during public hearings.

"The Yukon Teachers' Association believes that the rigid entrance age should be modified by the use of readiness tests for younger children who seem ready for formal schooling.

The leaving age could remain as it is, if a provision is made for early leaving upon request of parent and consent of superintendent and principal or upon the recommendation of the principal and superintendent." (Y 1)

"One way to destroy the students' sense of responsibility is to have a system known to "keep them in school" at any cost until they reach a legal school-leaving age. Reaching it becomes for them, the only goal, and the crowning of "their education" is their release from its legal bondage. This is often translated into "bench-warming" at best, or acts of vandalism at worst. This is why we do not inscribe a formal "School Leaving Age" among the provisions we propose.

However, we feel that this "solution by default", which is only the legal aspect of the problem, must be reinforced and validated by a series of measures which have no expression in an actual Ordinance, but which we feel should be researched and implemented. We understand that other briefs, dealing with general policies, will elaborate on such means. We must strongly emphasize that their vigorous implementation would be a necessary condition of doing away with a minimum school leaving age fixed by law.

The importance of "early education" - "the formative years" - finds expression in our proposals for integration of Kindergarten in the regular school system and flexibility in the school entrance age." (W 9)

"It is recommended that the Education Committee suggest that the Territorial Government abolish fixed school entrance and school leaving ages." (Y 9)

"A second question that must be raised in relation to school beginnings is that of the School Entrance Age. It is set according to the calendar age in the present Ordinance. If our first request above is granted, it would seem simple enough to lower this age by one year and make it the rule for entering Kindergarten. However we feel there have been too many valid reservations presented against an arbitrary calendar rule. We would like to see total flexibility introduced above the age of four. It is certainly much easier to apply it to entrance into Kindergarten than to Grade 1. We do not favour strict, "measurement-tests" of school readiness, although it is probably advantageous to make use of them with some discretion. We propose that the first step be an application by the parents to the local principal, Kindergarten teacher and Kindergarten Committee; then consultation between those, in groups for average cases, privately for special cases. The final decision should be a consensus

between them.

One related possibility we would like to present for earnest evaluation is that of two or three entrance dates during the traditional school year." (Y 10)

"The school leaving age should be maintained at 15 years." (F 1)

"Interpretation of age children can leave school is very vague. Should be re-wrote to clarify this matter clear and concise." (WL 3)

"Registration regulations need to be modified." (WL 3)

4. Length of the School Year

Recommendations that the school-year be shortened were relatively common and were frequently endorsed at the public hearings:

"Suggest that teacher and student Christmas and Easter holidays be cut down and applied to summer holidays for obvious reasons; such as: Cold weather during winter, short summers etc." (WL 3)

"On the basis of returns received from teachers throughout the Territory, the Association feels that serious consideration should be given to changing the structure of the school year and day.

The quality of education need not suffer if the school year and/or day were changed to free the month of June. Our experience is that little is accomplished during the latter part of June at present as many students leave for summer employment or holidays." (Y 1)

"We would finally suggest, that the school term be adjusted to make greater use of the winter months for classes and to provide longer summer vacations. This is demanded by the climactic conditions in the Yukon as well as by the nature of employment of the majority of the people." (Y 4)

"We are in favour of ending classes earlier in June and doing away with Easter week holiday (except Good Friday and Easter Monday), and maybe the last week in August in compensation." (Y 10)

"In our small community we would like to have the Christmas and Easter holidays shortened. Three or four days is all the children really need for a holiday. Then the school could close the middle of June and still put in the required amount of school days.

The School year should be at least 196-198 days.

The school day could be lengthened from 9 AM - 4 PM. with 1 hour for lunch.

Recess should have a set time limit. (About 15 - 20 minutes should be enough for a break)." (BC 2)

"It is strongly advised by popular demand that the school year end no later than June 15-- preferably the first week in June. There are many reasons for this demand, the Yukon weather conditions are a main factor, then too most teachers are finished with the curriculum by the end of May. If school were to end early there would be a higher incidence of Yukon Students employment, and it would enable parents, students and teachers to take full advantage of the short Yukon summer, (i.e. holiday programming.)" (D 3)

5. Part Two of School Ordinance 1962

This will be discussed in Chapter II.

It is of significance that there was one suggestion that this Part II be deleted from the Ordinance, while four other briefs suggested it should be retained. Two of the latter recommended further study of the type suggested in Brief W 9.

B: What the Committee on Education Recommends

1. General

The Committee on Education agrees with the recommendations stated under this section in Part A of this chapter. If the suggestions made by the Committee are followed, the intent of these recommendations will be attained.

I.1 The Committee on Education recommends:

- a. That the revised School Ordinance establish the general powers and duties of all officers concerned in the school system, as well as the general policies under which the system is to be operated;
- b. That, in addition to the revised Ordinance, a set of regulations keyed to the Ordinance be produced at the same time.

It is suggested that the Superintendent of Education be responsible for distributing a copy of the current School Ordinance and of the current regulations to every member of a Citizens' School Committee, every official of the Department of Education and to every principal and teacher in the schools of the Yukon Territory.

It is also suggested that whereas the Ordinance is the work of the legislative body, in this case the Territorial Council, the regulations be those of the executive group, either of the Commissioner or of the Executive Committee. The regulations must not go beyond the powers in the Ordinance and must be in complete conformance with the Ordinance. That is why it is suggested they be keyed to sections of the Ordinance. For example, the Ordinance might give the power of suspending a pupil to the principal acting in conjunction with the local Citizens' School Committee. The details of how this power is to be exercised would be spelled out in the regulations. The regulations would have the same force as the law but could be more easily adjusted as situations changed. They would not have to wait for a session of the Territorial Council.

In addition, this would enable the Ordinance to be more concise and less prone to become involved in details of administration. There would be no regulations issued other than the official regulations. This would not prohibit the Executive Committee Member or the Superintendent issuing informational directives but would prevent the confusion bound to arise when regulations are issued in a temporary form.

2. Absenteeism and Truancy

The Committee would agree that absenteeism and truancy regulations must be enforced as long as they exist. However, the concept of truant officers and of punitive action for school absence is pretty well out-moded. This was said in the report of the Committee on Education in 1960. Effective programming in the schools and an established rapport between teachers and students are more effective in maintaining good attendance than any type of punishment.

The original principle behind compulsory attendance was to prevent exploitation or neglect of children by parents who would deny them the right to attend school. Nevertheless there are still cases of truancy and these do require the cooperative action of schools and parents. If the latter do not cooperate, legal action may then be necessary. It is one of the duties of the school and its administrative staff to make sure that parents are aware of the attendance and absence of pupils and to assume that normal parents are willing to cooperate in seeing that the child is in school. If truancy becomes a chronic problem then the counsellors within the school or the principal should attempt to find the real cause of it. There may be cases where forcing an older child to attend school against his will brings no good results. Considered judgment of each individual case is necessary.

3. Age of School Entrance and School Leaving

The suggestion that, instead of having an arbitrary entrance age, children be admitted to school upon some form of readiness test appeals to many people and is repeated quite often in the briefs. The arbitrary entrance age is not so arbitrary as appears at first sight because it does involve the span of one full year. It is the same as has been adopted in most jurisdictions on the North American continent, largely because it avoids harmful comparisons between very young children when they are based on inadequate evidence. When two children well known to each other apply for early entrance and one is accepted and the other is rejected, an immediate psychological problem arises. Attempts at setting entrance requirements on a basis of testing have been tried out and then abandoned in many other jurisdictions. However, if the Department of Education feels that it can set up a workable scheme, it should have the opportunity to do so. Similarly, schools with more than one Grade 1 class might experiment with more than one entrance date during the school year. If continuous progress methods are followed, there is no reason why pupils should all enter school in September.

Certainly the existing section on school leaving age is ambiguous and needs to be rewritten. Experience across Canada shows that compulsory school leaving age has little to do with the actual age at which children leave school. The anomaly is that some provinces which legally permit school leaving at a relatively early age also have very high retention rates. It appears that retention is based on other factors than legal school leaving ages. There is therefore some argument in favour of abolishing the compulsory age at the upper level. However there are few people that would argue that a child who has not reached the age of fifteen is not better off in school. Labour laws do not permit him to work, so that he is liable to face a life of undesirable idleness. The

leaving age provision is a protection against exploitation of the child by parents or employers of cheap labour.

I.2 The Committee on Education recommends:

That the Department of Education study the matter of age of school entrance in cooperation with the principals of elementary schools and determine whether or not it might be preferable in the Yukon to establish some form of readiness test.

It is suggested that in this way the people who are closest to the problem will be able to reach a reasonable conclusion.

It is also suggested that even should a readiness test be established, it be used only in the case of children younger than those now admitted by the arbitrary age provision.

I.3 The Committee on Education recommends:

That consideration also be given in schools where more than one Grade 1 class exists to admitting children to Grade 1 at more than one date in the school year.

It is suggested that schools that are working on a continuous progress system or even on a level system of promotion might find this more satisfactory than the present method and should be encouraged to try it out.

4. Length of the School Year

It is evident that most people although not all would prefer to have school close at an earlier date in the summer than at present. As long as Yukon students are writing British Columbia examinations, pupils in Grade 12 will have to abide by the dates set up for these examinations. Apart from Grade 12 students, some adjustment is possible.

The Committee on Education does not consider it reasonable to lengthen the school day. With transportation problems in outlying areas many children must leave home early and return late, therefore the Committee does not want to see the present school day lengthened. The

suggestion made that there be complete local autonomy did not seem practical in the minds of very many of the people who attended public hearings. Most people felt that regulations should be consistent throughout the Territory. The only sound argument for the June break is not a question of employment but the possibility that more opportunity should be given in a country where winter is of excessive length to enjoy good summer weather.

The Committee gave consideration to cutting down the traditional holidays at Christmas and Easter but did not consider that this was practical. It felt that the traditional family holiday at Christmas is of importance to many parents, children, and teachers. That a rather lengthy spring break is necessary is recognized in most provinces in Canada. In some of these provinces the Easter holidays have been abandoned but have been replaced by a set week of holidays late in March or early in April. Some suggestions, by the way, would have freed the month of June completely but discussion at public hearings seemed to be in favour of a measure of compromise.

I.4 The Committee on Education recommends:

That the last day of the school year for all students not writing external examinations in Grade 12 be the Friday ending the second full school week in June.

This would mean that school might close at the earliest on the twelfth of June and at the latest on the eighteenth of June. This would still enable the school year to run between 190 and 200 days.

It is suggested however that the Department of Education or other authority be very careful, because of this early closure, in approving any additional holidays for special events. If there is any danger that the granting of such holidays would bring the school year below 190 days then consideration might be given in that particular year to reducing the Easter holidays by one or two days.

The Department might wish to consider the substitution for the Easter vacation (other than Good Friday) of a set school holiday early in April as has become the practice in Ontario and other jurisdictions.

It is also suggested that the present scheduling on school days of extra curricular activities involving the absence of students from school could be avoided by scheduling them on weekends and school holidays.

5. Part Two of the School Ordinance

In the brief W 9 the suggestion is made that there be a provision in the School Ordinance for the formation of a Citizens' Investigation Committee that would carry out a feasibility study when it was proposed to establish a school district in any given area. The remaining portion of the suggestions will be found in Chapter II on the second page.

The Yukon Social Service Society brief of January 26, 1972 (Y 2) has a further suggestion that the Executive Committee Member responsible for Education form a committee with the official assignment of making a general study of the matter of school boards.

As stated on page thirty-four of Chapter II the Committee on Education feels there is good sense in setting up a study committee.

The Committee on Education recommends:

- I.5 That the Executive Committee Member in Charge of Education undertake a review of Part II of the existing School Ordinance and that meanwhile it be retained with whatever minor revisions are warranted.

It is suggested that the group submitting brief W 9 is correct in assuming that the present basis for establishing a school district in Part II is too flimsy.

The Committee on Education suggests in Chapter II that the Whitehorse "Citizens' School Committees might well set up their own cooperative study group to investigate this matter and report its findings to the Executive Member". This group together with Department of Education

representatives might well be given official sanction by the Executive Committee Member in Charge of Education.

A general study of Part II as a whole would be a fairly technical matter and therefore needs first to be organized by officials of the Departments of Education, Local Government, and the Legal Advisor before any conclusions are reached. In the process of study there should be regular consultation with municipalities and with local Citizens' School Committees, so that their suggestions and opinions may be considered. Part II must stay in the Ordinance under the provisions of the Yukon Act.

6. Minor Matters in the School Ordinance

The Committee on Education is not prepared to rewrite the School Ordinance and is not charged with that duty. The following should be treated merely as suggestions to be considered when the Ordinance is rewritten.

a. The section on Interpretation requires more definitions than are in it at present. Some of these have been suggested in the brief W 9; such as, the inclusion of a definition of Executive Committee Member in Charge of Education, Citizens' School Committee, etc. Certainly the title, "Superintendent of Schools", should be changed to "Superintendent of Education".

b. Consideration should be given to the existing provision in the Ordinance which has not been put into effect, namely that the Commissioner shall appoint a Deputy Superintendent of Schools. It is suggested that at this time there is no need for a Deputy Superintendent of Education. In the case of the absence of the Superintendent of Education a temporary appointment can be made from within the administrative staff or alternatively, one of the Assistant Superintendents could be designated as Deputy Superintendent.

c. As suggested in the body of the Report, the position

of the Executive Committee Member in Charge of Education should be clarified within the Ordinance and his powers and duties outlined.

d. The powers and duties of the Superintendent of Education also need to be revised and brought up to date. Some of the existing duties are out of date. Some duties should be restated; for example, "to cause to have visited" rather than "to visit". There should be some statement in regard to the control of the Departmental budget in the Superintendent's duties. Some duties can be very much generalized; for example, one of the stated existing duties is to see that the laws in regard to compulsory education and truancy are upheld. Surely all that is necessary is to say "to ensure that the schools are conducted in accordance with the provisions of this Ordinance and the Regulations of the Department and to see that the provisions of the Ordinance and the Regulations are enforced". There is then no need to reiterate each and every provision of the Ordinance and Regulations. Discussion with the Superintendent of Education would clarify much of this. Among one of the more important duties of the Superintendent of Education that should be listed is the authority to act in an administrative capacity as the Deputy of the Executive Committee Member.

e. It has come to the Committee's attention through the public hearings that many of the petty but more annoying criticisms of the Department have been caused by factors not within the Department's control. At the present time the Department faces certain restrictions placed on it by general regulations. These regulations cover the handling of correspondence, the ordering of repairs to schools, the control of purchasing supplies to schools and other such items. The fundamental difficulty lies in the fact that these regulations which are meant to control a Civil Service Operation simply do not work when applied to the practical features of operating

schools. The Committee feels that the Department of Education must have a free hand within normal budget limitations in seeing that schools are properly serviced. Consideration should be given therefore to placing under direct Departmental control such needs as maintenance of schools and the ordering of supplies for schools. If this is not possible, then the Department should at least be able to set its own priorities on what is to be done.

f. If the position of Deputy Superintendent is not to be retained, it is suggested that there be provision in the Ordinance for the appointment of a deputy in an emergency situation.

g. If the suggestion made later in this report that the Assistant Superintendents be given regional duties is implemented, these duties should be specified in the Ordinance.

h. It is felt that the duties of the School Advisory Committees should be deleted and replaced by the more specific duties of the Citizen's School Committee.

i. Powers to appoint principals, teachers, and instructors and to specify their duties should be changed to conform to the suggestions made later in this report.

j. If suggestions later in this report are followed the sections dealing with school year, school hours etc. should be revised.

k. The section that permits a primary course to be taught in the French language should also include the provision for a primary course to be taught in the local Native Indian language.

l. It is suggested that the section on kindergartens, adult education and mentally retarded children be broken down into separate sections.

m. The section on compulsory attendance needs rewriting as it is not at all clear.

n. The section on discipline should be rewritten. There

is a confusion of words and meanings: discipline and punishment, for example, are not the same thing.

o. The section in regard to expulsion and suspension of pupils is discussed at length in this Report.

p. Many of the duties of teachers should be in the Regulations rather than in the School Ordinance.

q. If later suggestions concerning the dismissal of teachers are accepted there must be a section dealing with appeal procedures.

r. There should be a provision in the School Ordinance for recognition of the Yukon Teachers' Association, if the Committee's suggestions are to be followed.

s. Many of the powers of the Commissioner should be brought either under the powers of the Executive Committee Member in Charge of Education or within the powers of the Superintendent of Education or within the powers of the Executive Committee. Decisions are needed after consideration of recommendations that follow in the Report.

t. When the School Ordinance is rewritten it is suggested that it be brought into line with public school acts or similar legislation in the provinces. The writing is a very technical job, even after principles are established. It needs to be done in its first draft by persons knowledgeable of the school system. Legal drafting is the next step.

At present it is somewhat disorganized in that provisions have been added without much consideration for their relation to other subject matter of a similar type. The Public School Act in British Columbia for example, is divided into the following main parts:

Part I	Interpretation and Division of Acts
Part II	General Administration
Part III	Election and Appointment of School Trustees
Part IV	Boards of School Trustees
Part V	School Health
Part VI	Pupils

Part VII	Teachers
Part VIII	School Accommodation and Tuition
Part IX	School Property
Part X	Finance
Part XI	Colleges

There is nothing sacrosanct about the above list, which is given purely in illustration. The suggestion here is simply that, when the School Ordinance is revised, it be divided into parts, each part dealing with a specific topic.

II. Public Participation in School Administration and School Affairs

A. What the Briefs Have Requested

1. Local School Advisory Committees

The 1960 Committee on Education recommended the setting up of advisory committees at the local school level as a transition stage towards more complete participation. The 1962 School Ordinance made provision for these advisory committees in Section 13, making their functions purely advisory to a degree which the 1960 Committee had not anticipated. It set the number of members for each committee at three but did not specify procedures for election or regular meetings and made no provision for consultation unless the initiative came from the local advisory committee itself.

It became evident throughout the public hearings that many committees had ceased to function in any meaningful manner. Rightly or wrongly, committee members felt that their advice had been neglected by the Department of Education and that the only function they had been able to fill satisfactorily was the improvement of relations between local staff, parents and pupils. In some cases the complaint was made that the Department of Education had not only rejected their advice and left them uninformed, but had also failed even to acknowledge that recommendations had been received.

There seemed no general desire to set up local school districts and elect local boards. School boards were advocated in two briefs only:

"This organization should be discontinued entirely as, I feel, they serve no other function than a wailing wall for local parents. My suggestion is to allot X number of dollars to each area and let the local area elect School Board Trustees as is done in British Columbia." (WL 2)

"We would further suggest that the education department should establish a reasonable number of school units which would fall under its jurisdiction. The school units should comprise such geographic areas as would be reasonable judging from the population affected and the reasonable relationship amongst the population. The school units should be the responsibility of a board elected by the people in its jurisdiction." (Y 4)

"The school units should construct and maintain such educational facilities as would provide the optimum education and training of all young people in their jurisdiction. In this, due consideration should be given both to the optimum number of students and to what distances would be reasonable to transport the children to educational facilities." (Y 4)

Specifically the formation of school boards was rejected in a number of briefs.

"After a short review and discussion on Part Two of the School Ordinance it was the general feeling of all members of this group that the Ordinance not be changed at this time but rather be left as it is at present rather than to attempt to have local governing by local boards." (WL 1)

"Referring to Part II of the Ordinance, we feel that a Board of Trustees should not be implemented at this time because of the economic situation peculiar to the Yukon, and should for this reason be deleted from the Ordinance." (W 2)

"There is no place in the Yukon for school boards" (added orally) (W 8)

Some briefs suggested that no boards be established until there had been thorough investigation of the need for them and of their powers and duties in relation to other local bodies.

"The present conditions in the Yukon make "Territorial Schools" the most practical and workable legal pattern. The Yukon Act, however, demands that provisions for "District Schools" be included in the Yukon School Ordinance. We do not think that the terms of such provisions should be left too vague, or worse, actually impracticable, out of excessive regard for their remoteness or undesirability. An Ordinance must provide a workable framework, even if it makes its activation contingent upon certain conditions and safeguards. Moreover, as time goes, the possibility of a School District in one of the more developed sections of the Territory is not as remote as it was in 1962. The main problem is to ensure a reasonable guarantee that the establishment of a School District would take place only when the exact conditions under which it would operate were clearly defined and well-known, and consequently could lead to a well-considered decision by a majority of the residents capable to assume the responsibilities incumbent to the future District. In this light, we present the following suggestions:

1. That the Ordinance set up provisions for the formation of a Citizens Investigating Committee that would carry out a feasibility study on the establishment and operation of a School District in their area. In the present Ordinance, a petition of only three taxpayers can activate the establishment of a School District. This, we feel is too flimsy a

base for such an important step. Instead, we propose that the Ordinance make provision for a petition to set up an Investigating Committee.

2. That this Investigating Committee be empowered to conduct negotiations with the Department of Education and the Government of the Yukon Territory to define the exact terms (financial and administrative) under which the proposed District would operate.

3. That these terms be put to a referendum of the residents.

4. That the favourable results of this referendum make it binding on the Commissioner to establish the School District and to execute the agreement reached in negotiations with the Investigating Committee, after the trustees of the School District have been elected.

5. That the trustees of the new District take over the responsibilities carried out by the Citizens School Committee up till that time, as well as the relevant duties thereto discharged by the Executive Member and the Superintendent of Education for the schools of that District. We feel the sections covering these basic proposals and those defining the actual operation of School Districts could only be detailed after a much prolonged and intensive study in cooperation between Government representatives and the citizens." (W 9)

"It is recommended that the Education Committee delete the option of school district formation that currently exists in the Schools Ordinance unless the Territorial Government is prepared to specify the extent to which it will subsidize education for students in a school district." (Y 9)

The means of increasing local participation, almost overwhelmingly endorsed both in written briefs and in oral representations, was to strengthen the local advisory committees, giving them a meaningful place in the structure of school administration.

"The other question - Part 1 - Section 13, we feel, as an advisory board, we would like two things. First, a clearer definition of our authority, where to apply for assistance if a problem arises that cannot be settled between the Principal of the school, and ourselves. Second - Some ideas of areas in which we can help the system to become better, and information about how other advisory committees are operating, and the progress they are making." (CC 1)

"School Advisory Boards feel they are of little value to the community due to their limited powers. The following are suggestions to help revitalize a group which could serve their community well.

1. School Advisory Boards should have a minimum of five (5) members to give best representation. They should be an elected body, with powers granted to them, all their duties should be outlined in the new School Ordinance.

2. There should be a definite policy to follow and procedures regarding the handling of grievances, school policy, parent involvement, etc. At the present time those who have served on the Advisory Board feel that they could accomplish little." (D 3)

"The School Advisory Committee should be advised re composition of school staff, hiring and firing of teachers.

The Advisory Committee and the community it represents should periodically try to define their views on the goals of the education system and what they expect of their schools." (F 1)

"In past years, the School Advisory Committee in Mayo has been disappointing and disappointed in its endeavours; this fact results from the fact that the Advisory Committees have no authority and are advisory only. It would appear that the political climate in the Yukon determines whether or not their advice is considered.

It was recommended that the Advisory Committees be given some powers other than to advise and that their authority in the school which they represent be gradually increased as they become more capable to commanding it." (M 1)

"Suggestions by this committee are as follows.

(a) Broadening of the school advisory committee's powers.

(eg) Advance notice of proposed projects by the Department to allow for some input in the form of suggestions by local Committees." (WL 1)

"In any area served by a Territorial school the resident adults shall elect an Advisory Committee composed of a minimum of three and a maximum of one per 200 students, or portion thereof. These Committees so elected shall include, for the sake of continuity, at least one member of the Committee of the previous year.

The duties of the Advisory Committees shall be as follows:

(a) With the school Principal and the Department of Education, they shall participate in the programming, the preparation and administration of the annual budget for their respective schools. It is our contention that the school Principal, with the assistance of the Advisory Committee, should prepare and administer the budget of his school.

(b) They shall participate in all planning of changes and provision of changes to school facilities and personnel (including teaching staff), and all phases of operation and administration of their school.

(c) They shall meet regularly with their respective Principals to help resolve immediate problems and render general assistance regarding scheduling, discipline, curriculum, individual student, teacher or parent problems, extra curricular activities and similar matters as they arise.

(d) At an annual general meeting of their electors they will submit a summary of their activities.

(e) They shall endeavour to promote harmonious relations between parents and teachers, and students and teachers in their respective schools; to develop community understanding and support for education objectives; to articulate citizen expectation for schools; to supplement efforts of school staff members in pursuit of educational objectives.

The Advisory Committees should be authorized to utilize supplies and facilities of their respective schools. (The existing Ordinance makes no provision for such needs or expenses)." (W 1)

"At the present time, we would recommend for further study that the aims and objectives of the Advisory Committee be closely examined as to their effectiveness in implementing policy." (W 2)

"In any area served by a Territorial school, the resident adults may elect three (3) of their number to constitute an advisory committee whose

function shall be to make recommendations to the Superintendent and to the Territorial Counsellor(s) (executive member in charge of education) that are directly related to the operation of that particular school.

(b) that in all publicly supported schools, the Superintendent not dismiss, or transfer any teacher without consultation with the local advisory committees.

(c) that the local advisory committees make recommendations for the improvement or extension of the educational facilities or teacher residences of the community in which that school is located.

(d) that the local advisory committees assist in promoting harmonious relations between the parents and teachers and the children and teachers in that school.

(e) if necessary, the local advisory committees make recommendations with respect to the care, management, and supervision of the property of that school." (W 3)

"F. Citizen School Committee

I. Establishment

16. In any area served by a Territorial school, the resident adults may elect a Citizens School Committee.

17. The Citizens School Committee shall be composed of a minimum of three members, but shall increase to a maximum of nine members by the addition of one member for every two hundred students registered in that school over the first three hundred students in any one year.

18. If the school concerned contains students in Grades 10, 11 and 12, the students of those grades may elect a member to the Citizens School Committee for a term of one year.

19. Subject to Section 22, the members of the Citizens School Committees shall be elected for a term of two school years, except for the first election when a lesser term may be provided.

20. It shall be the responsibility of the Chairman of the Committee to provide for the annual election of members to the Citizens School Committee during the month of September.

21. In the event a member becomes ill or is otherwise unable to fulfill his term of office, his fellow members shall appoint a substitute member until the next ensuing annual election;

II. Duties

22. The Citizens School Committees, in addition to the other duties required by this Ordinance, shall:

(a) investigate any complaint made to them respecting the state of education or the conduct of the school for which they have been elected and report thereon to the Select Board, the Superintendent and the Executive Member, and the residents.

(b) participate in the programming, preparation and submission of the annual budget for their respective schools;

(c) investigate all phases of operation, management and administration of their respective schools and to this end meet regularly with the Principals of their respective schools;

(d) generally to endeavour to promote harmonious relations between parents and teachers in their respective schools; to develop community understanding and support for education objectives to articulate citizen expectation for schools;

(e) report annually on their activities to the Select Board, the Executive Member and the residents;

(f) advise, from time to time, the Executive Member and/or the Select Board, as they see fit, of matters affecting their respective schools;

(g) advise the Executive Member on the appointment of properly qualified persons as teachers for the school concerned." (W 9)

"In any area served by a Territorial school the resident adults may elect not less than three to a maximum of nine, the number to be determined by the enrolment in each school.

Whose function shall be to make known to the Minister of Education, the Principal, the Department of Education and to the Territorial Councillor or Councillors directly concerned in the operation of that school.

(a) with respect to the care, management and supervision of the property of that school;

(b) for promoting harmonious relations between parents and teachers.

(c) for the improvement or extension of the education facilities for residents of the community in which that school is located.

(d) that ways and means be provided for in the Ordinance to ensure that advisory boards are being kept informed by the minister and/or the Department of Education so as to provide a meaningful flow of communication and to ensure implementation of recommendations when requested. (ex. to ensure if recommendations were made, if rejected we would know the reason why, if accepted, we would know when we may expect action on the recommendation).

(e) an instructional work shop will be held at the beginning of each school term, called by the minister, to include a representative of the Department of Education and the Advisory Boards.

(f) to make recommendations regarding school policy and curriculum.

(g) members are to serve on a rotating basis.

(h) attendance mandatory at meetings, proxy accepted.

(i) annual written report to be submitted.

(j) the chairman shall call the meetings, not less than three a school year.

(k) that monies be allotted in accordance with pupil ratio, equal opportunity to be given to all schools." (W 11)

"Advisory Committees are a mockery of the aim of the current Ordinance. Their role is merely one of consultation when convenient, and it is very seldom convenient that they be consulted." (W 12)

"An Indian person should be on the School Board or Education Committee."

(D 1)

"That: This Advisory Committee feels that Section 13 of Part I of the School Ordinance 1962 (1st) with amendments, 1966 through 1967, should be retained with the addition or a provision for a meeting between each individual advisory committee and the Superintendent and the Councillor in charge of education at least once per year." (HJ 1)

"School Advisory Committees have a valuable role to play, and it is recognized in the present School Ordinance in principle. However, it is now necessary to expand this principle into more specific terms of efficient involvement. To this end, provisions must be introduced:

(a) to make the size of the Committee variable in relation to the size of the school it serves;

(b) to define the responsibility for forming the Committee for the first time. The initiative could be taken either by the Principal or by a community group. Neither should, however, take control of the election

proceedings, but merely be responsible to call a community meeting in the school where a Nominations Committee would be formed.

(c) to set the responsibility for establishing the operational bylaws of each Committee on its newly elected members.

(d) to define precisely the relationship of the Principal of the school to the Committee and vice-versa.

(e) to empower the Committee to make recommendations in all areas of school operation and school life.

(f) to specify in particular the role of the School Advisory Committees with regard to the programme of religious instruction and other programmes concerning health or social attitudes which may be implemented through the school.

(g) to list duties of the Executive Member responsible for education, and of the Superintendent of Schools, with regard to School Advisory Committees. They should, in particular, be obligated to send to each Committee regular reports on specific problems arising for their school, and for which plans have to be made, as well as on matters of educational policy which affect all schools. (We feel that School Advisory Committees should not come upon this information through hearsay, or general public announcements. With regard to major decisions affecting a particular school, the Ordinance should make it mandatory for the Department to seek the advice of the Committee before plans are finalized).

(h) In particular, to define the right of each Committee to be consulted in the matter of budget allocations for their own school, and to make recommendations pertinent to them." (Y 2)

"We ask for more Community Involvement through a strengthening of the role of Advisory Committees." (Y 10)

"We would recommend the establishment of an Education Committee in each village with delegation of authority to assist in local curriculum planning, selection of teachers, problems of discipline, attendance, provision of school facilities, and other general problems. We would further add that if the new School Ordinance makes provision for the establishment of School Boards, that there be ample Indian representation on each School Board in proportion to the number of pupils attending the school or schools of each area. Requirements to qualify as candidates for such School Boards should be as simple as possible so that Indian persons may qualify without having to be a landowner, a proprietor, etc. Where such School Board comes into existence the Indian School Committee should share in the responsibility of the education provided by the School District and should work very closely with the Board." (Y 13)

2. Community Involvement with Schools

Several briefs have recommended complete public participation in school affairs. This goes beyond the purely administrative aspects of the school advisory committee and would suggest that community resources, both physical and personal, be used in the schools. This implies that principals and teaching staff must be alert at every opportunity not only to utilize community personnel but to make the school a living part of

the community and the community a part of the school. It involves a very close relationship between teachers, pupils and citizens generally.

"Parents in the Dawson City area are deeply concerned about the ever widening gap between home and school. Education Instructors are no longer answerable to the community they serve. Policies are set and abandoned without approval or the disapproval of those whom they serve, and parents are becoming increasingly more disturbed over the present lack of communication between parent and the Board of Education. In small communities there are many resource people who could be assimilated into the local educational structure. Art, music, shop and home economics can be taught with great effectiveness by people in the community. Remedial work with slower students can often be effective by local volunteers." (D 3)

"We should promote the full autonomy of the local school area. Parents, teachers and students should become more involved in the operation of the schools (i.e. the curriculum should meet community needs). There should be more active involvement of both males and females in schools and male roles. Women in their own communities in addition to men, will, thereby, fill a much more active, vital role in determining this extremely important aspect of their environment. The growing female child will also thus have multiple examples of women who are fulfilled, outreaching human beings. With more people, particularly active women, in the schools, then children's creativity and curiosity will be encouraged; whereas now, with the high pupil-teacher ratio, conformity, quietness and passivity is encouraged in both boys and girls since the teacher cannot cope emotionally or individually with such numbers." (W 6)

"Teachers should also seek guidelines from parents and the community at large. To broaden the sources of input to the teachers, individual parents (whose past input has largely been restricted to complaints) could contribute to aspects of curriculum application and evaluation in the Department of Education in training service sessions. The results would encourage teacher attendance at in-service training sessions and would accomplish some grass roots understanding in the community. Well informed people who are knowledgeable about the Department of Education problems could contribute their knowledge in their home region and provide a more informed feed back to the Department of Education also. To include advisory committee members and community workers (Girl Guide Leaders, Boy Scout Leaders, Youth Camp Counsellors, etc.) in Outdoor Education in-service training sessions would be of very little additional cost but would build rapport and possibly lead to suggestions for improvement in the programmes." (W 10)

"It is entirely possible that citizens' participation would result in actual dollar savings, a more efficient physical operation, better utilization of budgeted funds and provide better communications and relations throughout the educational system of this Territory. The most valuable and untapped resource in this Territory is its people. It is too often forgotten. Their labour, their money and their votes are accepted. It is time their wisdom, and their willingness to participate be recognized." (W 12)

"Even if public participation costs the same as present costs, isn't that the better way? Isn't that the democratic way?"

The very fact that recommendations are asked for on the subject of public participation seems tantamount to a denial of our democratic system. Is that not one of the basic, and accepted tenets of democracy? Are Yukoners different from other Canadians?" (W 12)

3. Select Advisory Board

A number of briefs suggested that, in addition to local school advisory committees, there be a Territorial-wide advisory board. Various names were suggested for it.

The proposal was discussed at many of the hearings and was not received as enthusiastically outside of Whitehorse as within it. Various memberships and methods of election were suggested, although it was agreed that the membership should be representative on a constituency system over the whole Territory.

Duties to be assigned varied in the various briefs, but in general tended to suggest advising the Executive Member, acting as a coordinating body for local committees, and participating in the formation of Territorial-wide educational policy. All would require Executive Member and the Superintendent of Education to report to it regularly. One brief only suggested that a stipend be paid to its members.

"A Territorial Board of Education composed of elected representatives, (one member from the Advisory Board of each community) to present to the Administration the views and recommendations of their community. Strong recommendation should be accepted by the Board of Education and acted on. In the past, recommendations have been swept aside despite annual pleas from the Advisory Boards. (i.e., length of the school year) (D 3)

"This group is in favour of the "Territorial Board of Education" concept as proposed by the Social Service Society of the Yukon." (F 1)

"A Select Advisory Board shall be established in the Yukon Territory to provide a representative voice of the adult residents of the Territory in matters affecting the educational system as a whole. This Board should be elected by a method that insures representation of all schools. We suggest the following procedure:

A Select Advisory Board be elected by Advisory Committees of the Yukon in the following manner:

(a) Four members from Metropolitan Whitehorse (including at least one from F.H. Collins Advisory Committee, as this large student body includes

many from all parts of the Territory).

(b) One from points north on the Alaska Highway (between Whitehorse and the Alaska border at Mile 1221).

(c) One from points south on the Alaska Highway including Carcross.

(d) One from the Klondike Highway north of Whitehorse to Pelly Crossing and including Carmacks, Ross River and Faro.

(e) One from the remaining northern portion of the Yukon, beginning at Stewart and including Dawson, Clinton, Elsa, Keno, Mayo and Old Crow.

The duties of the Board shall be:

1. To meet at least annually with the Executive Member for Education, the Superintendent of Education, Department of Education Advisory Committee and at least one representative of the Yukon Teachers Association.

2. To participate in the formulation of the overall educational policy, financing and planning within the Yukon Territory. The Department of Education shall keep the Board informed of any proposed changes and/or amendments to the school system.

3. To report regularly to their respective Advisory Committees.

4. To review annually the feasibility of establishing School Boards and to submit recommendations accordingly.

5. Any recommendations made unanimously by the Select Board shall be instituted by the Department of Education.

We recommend that at this time no stipend be paid to the Committee or Board members. However, when Board members are required to travel from their areas in order to fulfill their duties, they should be reimbursed for expenses. These recommendations, if acted upon, would be the start of establishing School Boards in the Metropolitan Whitehorse area and perhaps in the remaining schools of the Yukon. The implementation of the foregoing would bring greater participation by and involvement of the parents and taxpayers of the Yukon and help ensure maintenance of a high standard of Yukon Education." (W 1)

"D Select Board

I. Establishment

10. There shall be in the Yukon Territory six Select Board electoral districts as follows:

(a) Whitehorse District comprising Whitehorse, Riverdale, Takhini, Valleyview, Porter Creek, Crestview, McRae;

(b) South East District comprising Carcross, Teslin, Swift River, Watson Lake, Upper Liard;

(c) South West District comprising Haines Junction, Destruction Bay, Beaver Creek;

(d) Central South District comprising Carmacks, Pelly, Ross River, Faro;

(e) Central North District comprising Stewart, Mayo, Elsa, Keno;

(f) North West District comprising Dawson, Clinton Creek, Old Crow.

11. Whitehorse Electoral District shall elect four representatives to the Select Board and the remaining 5 Electoral Districts shall each elect one representative to the Select Board.

12. Representatives of the Select Board shall be elected by the Citizens School Committees of the Select Board Electoral District, from the residents of the particular Select Board Electoral District.

13. The representatives of the Select Board shall be elected for a term of two years.

II. Duties

14. The Select Board, in addition to the other duties as provided by the Ordinance, shall:

- (a) meet at least 3 times in each school year with the Executive Member and report annually to him respecting its activities.
- (b) participate in the formulation of the overall educational policy, financing and planning of the Department of Education;
- (c) report regularly to the Citizens School Committees;
- (d) consider matters referred to it by the Citizens School Committees and report back to them on matters referred;
- (e) assist in the establishment of Citizens School Committees." (W 9)

"2. Territorial Board of Education:

To complement and strengthen the work of School Advisory Committees, the Y.S.S.S. would like again to recommend the establishment of a Territorial Board of Education.

To illustrate our proposal, we again present details on the membership and areas of competence of such a Board. We want to make it very clear that some of these details do not represent necessarily our final concept of this Board, but rather a start for discussion by other groups and with officials of the Government of the Yukon Territory, to arrive jointly at the best possible definition for this Board. We include here some revised extracts of our original brief, submitted in July, 1970.

It is not the intention of the Yukon Social Service Society to create a Board of Trustees (School Board) as that term is commonly understood. It is, however, the Society's desire, that the public be aware of educational plans and policies before they are introduced as such by the Department. We feel this is a legitimate desire, held by a very large majority of the Yukon citizens. And we feel it would take all its meaning and value at the time when an elected member of the Yukon Territorial Council has received executive responsibilities in the field of education, similar to those of a provincial Minister of Education.

1. Membership

Members of the Board of Education would be elected by Yukon residents. All persons who have been in the Territory for at least six months would qualify to vote and would be eligible. Elections would be conducted on a simple pattern similar to that used for plebiscite, under the control and direction of the Territorial Secretary. It is felt that School Advisory Committees could gather nominations of candidates.

One representative would be elected from each Yukon electoral district, but it is our recommendation that, for elections to the Board of Education, the school areas of Ross River, Faro and Carmacks be grouped together into an eighth district. There would thus be eight members on this Board.

We recommend that the services of a secretary be made available to the Board by the Administration. This secretary would not be a member of the Board.

2. Areas of Competence

As indicated above, the program is basically one of creating a line of communication between the Department of Education and the public with the hope and the expectation that plans and policies of the Department would not be implemented until some discussion had been made available to the general public. This is seen as something beneficial to both the Department and the public as the public will have information of proposed plans before they are implemented and the Department as well will be able to convey to the public its reasons for certain plans and policies which will, hopefully, prevent backlash when the policy has been implemented and it is not fully understood by the public. It is realized that education is both time-consuming and expensive in the Yukon Territory. We realize as well that there are professional people engaged in the field of education in the

Territory, and there is no attempt to infringe upon their professional knowledge or competence, but we do request the opportunity of asking questions of such people so that we can be satisfied in our own mind that the policies proposed will be of benefit to the people of the Yukon Territory, both at the present and in the future. At the same time, it is reasonable to expect that the Board would be able to offer recommendations arising from their knowledge of Yukon communities, from the discussion of their particular educational needs, and the special conditions which may affect the value or the results of certain educational programmes. The Board would be concerned with the policies of the Department as they relate to education from the field of curriculum to the area of teacher hiring and working conditions, budgetary allocations and the expansion of physical facilities.

The Board would not be a substitute for Advisory Committees as they presently exist, but rather we would hope that the Advisory Committees would continue to operate and be of assistance to the individual school within a certain frame of reference. Each Advisory Committee is confined to the problems of a particular school, whereas the Board would be concerned with policies and programmes for the whole Territory. We would also expect that any Advisory Committee encountering difficulties with the Department could seek the assistance of the Board Member in that particular area for additional support.

Similarly, it has been mentioned that Territorial Councillors are already in a position to fulfill the functions we envisage for this Board. This opinion appears to arise from the same mistake as was pointed out by officials of the Legal Division of the Department of Northern Affairs in 1961-62, with regard to several recommendations of the Yukon Committee on Education. These recommendations would have entrusted areas of administration and policy making for education to the "Commissioner-in-Council" rather than the "Commissioner". This was abandoned when representations were made to Council that it conflicted with section 16 of the Yukon Act, outlining the powers of the "Commissioner-in-Council" as legislative and ran counter to a fundamental principle in our system of government under which administration is the responsibility of a body other than the elected legislative body. We want to emphasize at this point that we consider our proposed "Territorial Board of Education" to be a necessary support to the Executive member responsible for Education in her administration of the Yukon education system, and particularly in her negotiations with the Federal Government to obtain the funds for it.

To further the proposed plan, it will be necessary for regular reports to be received from the Department of Education. It is now envisaged that quarterly reports could be submitted to the Board members two or three weeks prior to their meeting. These reports would then be discussed at the meeting with the Minister of Education and/or the Superintendent of Schools. Between meetings each member would be available to the various school areas and School Advisory Committees of his district to discuss salient points of educational policy with them, and to gather their views and wishes. These could then be carried to future meetings of the Board. These regular quarterly meetings should be timed to coincide with major planning conferences of the Administration's annual schedule, and to precede by a wide margin the decision making deadlines, so that proposed policies would be given enough time for serious consideration and discussion, resulting in meaningful recommendations from the Board to the Minister or Superintendent of Schools.

Apart from these regular quarterly meetings, there should be provision for special Board meetings to consider any problems or matters arising on short notice, and which will be deemed to require immediate attention.

Finally, the Board would be required to submit to the Commissioner and/or the Minister of Education a report summarizing its deliberations and setting forth its recommendations. It is felt this should probably be done after each quarterly meeting. These reports would be made available to the public through the Queen's Printer.

3. Financial Aspects

If the program is to operate effectively it will be necessary that some inducement be offered to capable members of the public in the form of financial return so that they will be prepared to take the time necessary to carry out the duties and responsibilities which will befall them as members of the Board. We recommend a stipendium ranging from five hundred to one thousand dollars per year. In addition, it will be necessary to provide for travel and living expenses where members are attending meetings in areas other than their own district or place of residence (for meetings of the Board and local meetings in their district. A maximum of two meetings per local school area per year could be imposed)." (Y 2)

4. Metro Board in Whitehorse

One brief suggested that members from each of the School Advisory Committees in the Whitehorse area meet to form a Metropolitan Advisory Board.

"We would further recommend that one Advisory Board be created, consisting of two members of each Advisory Committee from each school in the metro area, so that parallel problems can be dealt with on a coordinated level." (W 2)

B: What the Committee on Education Recommends**1. Local School Advisory Committees**

It seems very clear that, if local responsibility and authority are to be developed, local school advisory committees should be strengthened. There are certain functions that these committees could discharge more effectively than can be done by the central office of the Department of Education. These duties should be specified and placed in the Ordinance. What is more, if there is ever to be a time when the schools are operated by the local people the latter must get some experience in exercising responsibility. Once the school advisory committee is assigned duties in the Ordinance it ceases to be an advisory committee and as such should be renamed.

It is obvious that the people of the Yukon do not themselves think they are ready to take on full responsibility of school boards, therefore boards of school trustees are not recommended at this time. The Committee felt, however, that the time must come in the not too distant future when fully responsible boards of school trustees will be established. In due course consideration should be given to dividing the Yukon Territory into local school districts each with its own board of trustees. The first and most obvious centre for such consideration would be Metropolitan Whitehorse. Perhaps at that time consideration might also be given to the feasibility of establishing large school districts covering the whole Territory, each containing a school enrolling pupils through the Grade 12 level.

Suggestions have been made that certain special interest groups such as teachers, students or native Indians be given representation as a matter of right on local advisory committees. It is felt by the Committee on Education that the local advisory committee should be representative of

the citizens as a whole, elected as citizens and not as representatives of special groups. Special groups are always in the position that they may make representation to the elected committee through their organizations; for example, teachers' associations, student councils, and Indian Band Councils. If each individual adult has the same right to a vote, the advisory committee will in fact be representative. It is up to the community itself to see that no portion of its population is unrepresented.

Because there are a number of communities in the Yukon that have large Native Indian populations and because to date there has been little evidence except in one that these populations have taken an active part in educational affairs we would commend the suggestion of the Yukon Native Brotherhood that an Indian Education Committee be formed in each such community. The purpose of this Indian committee would be to stimulate interest in educational affairs by encouraging active and democratic participation by Indians and by making representations to the school advisory committee on matters of peculiar significance to the Indians.

II.1 The Committee on Education recommends:

That the present local School Advisory Committees be reconstituted as Citizens' School Committees with definite powers and duties under the School Ordinance.

It is suggested that procedures for the election of Citizens' School Committees be set out in the School Ordinance. The electorate should consist of all members of the community eighteen years of age and older and any eligible elector should be eligible for office. The election should take place at an annual meeting in each school on a fixed date in June, say the second Monday. Responsibility for calling the meeting should rest on the Chairman of the present School Advisory Committee in the first instance or on someone delegated by the Superintendent of Education. After the first election responsibility should rest on the out-going Citizens'

School Committee. Term of office of an elected member should be normally two years, except at the first annual meeting when a bare majority of the members should be elected for one year only. This will give continuity to the Committee, assuring that there be a carry-over from year to year.

It is suggested that the size of the Committee be from three to seven members with three for each school where the enrollment is under 251; five for each school with an enrollment of 251 - 500; and seven for a school with an enrollment over 500. The procedures for conducting the Committee meetings such as election of chairman, conduct of meetings, size of a quorum, etc., should be set out clearly in the School Ordinance. One member of the Committee should be designated as secretary and should keep minutes of the meetings. A copy of the minutes should be sent to the Department of Education within three days of the date of the meetings. It is suggested that the Committee have specific powers and duties under the Ordinance. These duties should include meeting regularly not less than once per month, conferring with the principal on local school problems, advising the Department of Education on matters of local import, and any other specific duties that may from time to time be assigned to it under the Ordinance. Absence from three consecutive meetings should constitute automatic resignation by a member. When a vacancy occurs in the Citizens' School Committee it should be filled through appointment by the Executive Committee Member in Charge of Education, acting on the recommendation of the remaining members of that Committee. A member so appointed should fill out the remainder of the vacant term. Should electors at an annual meeting fail to elect one or more Committee members the vacant places should be filled by Executive Committee Member appointment.

It is suggested that the following powers might be assigned to the Citizens' School Committee: all powers of recommendation at present

in the School Ordinance; the determination of local educational policies as long as these are in accordance with the existing School Ordinance and with general policies issued by the Department of Education; any specific powers that may be given to them from time to time by legislation.

At the present time it is felt that these powers might well include: prior consultation on the appointment of non-instructional staff; general supervision of the administration of the school with power to recommend to the principal and the Department of Education; consultation wherever possible on the appointment of a school principal; the management and accounting for any monies specifically allotted to the school by the Department. In another portion of the Report the matter of monies specifically allotted to the schools will be discussed further.

In the opinion of the Committee on Education it is simply not feasible at this time for the Department to consult with local Citizens' School Committees on the employment of new teachers. Delays in making appointments are already of significance and further delays would undoubtedly occur. The Committee, however, could and should be consulted before any transfer or dismissal of a teacher takes place. The Citizens' School Committee should also be given specified powers in connection with the suspension or expulsion of pupils from a school. These will be mentioned elsewhere.

II.2 The Committee on Education recommends:

That each Indian village form an Education Committee of its own for purposes of encouraging an active interest and participation of Band members in school affairs.

It is suggested that where there are one or more Native Indians on the Citizens' School Committee that this Indian Education Committee could assist in advising on educational needs of the Indian Band and that, where there are no such members, the Indian Education Committee could make

direct representation to the Citizens' School Committee.

II.3 The Committee on Education recommends:

That no school boards be established at this time, but that studies be made with reference to the revision of Part II of the School Ordinance and specifically with the problems existing in the Metropolitan Whitehorse area.

Although there has been no demand for a school district in the Whitehorse area and the Whitehorse City Planning Board has expressed opposition to the idea, it would seem that a city of over 11,000 people must sooner or later take over a larger measure of responsibility for its educational facilities. It is suggested that the local Citizens' School Committees might well set up their own co-operative group to investigate this matter and report its findings later to the Executive Committee Member.

II.4 The Committee on Education recommends:

That the Superintendent of Education have specific duties stated in the School Ordinance with respect to Citizens' School Committees.

It is suggested that he give advance notice to the Citizens' School Committees of any projects in connection with specific changes to schools so that these changes may be discussed by the Citizens' School Committee and the Department informed of its advice. It is suggested also that any directives issued in relation to school procedures or general educational policy be sent as a matter of routine to the Citizens' School Committees as well as to the principals of the schools. Where possible the advice of the Citizens' School Committee should be sought before any major change is made in a local school matter, such as changing grades, adding to accommodations, etc. It goes without saying that any communication from the local Citizens' School Committee should be promptly acknowledged in as full a fashion as necessary. Representatives of the Department of Education should make a point of meeting with the Citizens' School Committee

when visiting the community and therefore time their visits to coincide with regular meetings of the Committee. The Committee should also be able to consult with a Departmental representative on request when there is some matter of concern on which it requires advice.

As a matter of routine, the school facilities and school office equipment should be at the disposition of the Citizens' School Committee for its legitimate use. These expenses can be met out of the normal administrative expenses of the school.

2. Community Involvement with Schools

The Committee on Education is not prepared to make any firm recommendation with respect to complete public participation in school affairs as suggested in several of the briefs. It does, however, suggest to principals and staff that they must assume the responsibility of maintaining the schools as community schools by inviting participation of parents in almost all phases of school activity. A ready way to do this is the utilization of community resources, particularly voluntary personal resources, in providing to pupils a direct contact with the community in which they live. Voluntary teacher aides, particularly parent aides, should be a feature of many parts of school activities. The school teacher and school administrative staff should become acquainted with parents in all sections of their community and should make it clear that they are pleased to visit pupils' homes on invitation. School activities should be examined closely to see that they are truly open to all students and therefore representative of the community as a whole. Any activity which fails to meet this criterion should be examined very carefully indeed to see that it does not take an undue portion of the school resources. A determined effort should be made to enlist participation in school activities of those pupils who may be excluded because of their social or economic

status. The existing efforts of both teaching staff and parent groups along these lines are very much to be commended. They are real and they are producing results.

3. Select Advisory Board

Although there were a number of proposals made for a Territorial Board of Education or Select Advisory Board the Committee on Education does not favour such a body. It feels that the purposes advanced for it can best be served by other means. Such a Board, in the proposals advanced, had definite administrative and legislative authority and could, therefore, not help but conflict with the existing powers of the Territorial Council and the Commissioner. Rather than speeding up action or increasing participation of the public, it is the opinion of the Committee that it would just make one more body to be concerned in the operation of schools, adding to bureaucracy by itself becoming a part of it. The amount of paper work involved would necessarily increase and the responsibility for exercising the administrative function would be dissipated over a larger number of individuals or groups. It would undoubtedly make the lines of authority less clear and therefore detract from the direct responsibility of individuals charged with administrative functions.

The only legitimate function of such a body, in the opinion of the Committee, would be that of advising government authorities and others by providing a liaison with the public. The Committee on Education feels that this could best be done by strengthening the role of the local Citizens' School Committees as is outlined above and by providing a simple process of obtaining a consensus from the Committee.

II.5 The Committee on Education recommends:

That a meeting of representatives from all local Citizens' School Committees be convened once each year by the Executive Committee Member either at the beginning or at the end of each school year.

It is suggested that at this meeting the Citizens' School Committees should be able to discuss school affairs and present their collective advice on educational policies in the Territory. The Executive Committee Member and senior officers of the Department of Education would attend this meeting and report on any plans or proposals that may be under consideration. Provision for these meetings should be written into the School Ordinance.

4. Metropolitan Board in Whitehorse

The suggestion that a Metropolitan Advisory Board be formed in Whitehorse city probably makes for too formal an organization. It is nevertheless a good idea for the various Citizens' School Committees in the Metro area to meet occasionally to discuss matters of mutual concern.

II.6 The Committee on Education recommends:

That each of the Citizens' School Committees in the Whitehorse area play host in turn to the other Committees at a meeting where matters of mutual concern can be discussed.

It is further suggested that, if the school committees so desired, the Executive Committee Member and the Superintendent could be invited to attend one or more of these meetings during a school year.

III: The Financing of Education

A. What the Briefs Have Requested

1. Territorial School Tax Structure

In all of the briefs received by the Committee on Education there were none that dealt with the means by which money for additional services could be raised; nor was there one that suggested any changes in the Territorial tax structure. There were many complaints that the Territorial Government and the Department of Education were too concerned with financial matters, that budgetary considerations were purported to be the ruling influence in educational decisions. Although it might be a mistake to assume that the framers of these briefs did not realize that services must be paid for in one way or another by citizens, if not of the Yukon, then of Canada, there was no consideration given to the latter point.

This attitude was summed up in one brief by the following paragraphs:

"It is with complete awareness and deliberate intent that we have not yet mentioned anything about money, among the principles and components on which to base the legal structure of our education system. Our approach is: regardless of where the money comes from, the four groups mentioned above have to play their respective parts and exercise their respective share of executive control in the operation of the system.+ Given funds available at any one time for a particular education system, these four groups still have rights and responsibilities, in varying degrees, to determine HOW these funds are going to be spent. Simply: we reject the fallacy that the distributing source of money alone controls everything in the education system. We ask that it be repudiated as the governing principle of school legislation in the Yukon. However, we want to make it clear that this applies mostly to HOW the money is spent. For HOW much, even if we accept that indications and recommendations should come from the public at large and the teachers, we do not dispute the right of the providers of money, be they the local taxpayers or the Federal sources of Yukon deficit grant, to keep the last word. Still,

+ The four groups referred to are: "The Government administrators (at various levels), the teachers, the citizens, the students."

much better ways can be found of deciding the HOW, other than at the top of the Government administration. This is what we have tried to devise in a more democratic and effective manner than has been possible under the 1962 Ordinance." (W 9)

Unfortunately, money for education must be raised, and the "How Much" is directly related to the "HOW". The limit of financial resources available forces priorities on spending and makes it impossible to satisfy the desire of all sections of the public. Money must be spent to the best advantage, as far as this is possible to determine, and every proposal for additional service must be weighed in relation to its relative educational value within the system.

At the present time, except for those funds that are available from Consolidated Revenue, or by grant from the Federal government, the local contribution to education costs is limited to a 16 mill tax on real property over the whole Territory. This tax raises less than one-sixth of the money needed for operating and maintaining public education. One mill raises somewhere between sixty-six and sixty-seven thousand dollars over the whole Territory.

If extra services are to be provided there are only two alternatives. One is to reduce existing services by such means as employing fewer teachers or eliminating some existing specifics; the other is to raise more money to pay for the new services. There has been little or no suggestion that any of the present services be curtailed; the demands are for additional new services. It would, therefore, appear that only the second alternative be considered.

Within the Territory money could be raised either by increasing the existing school tax on real property or by initiating a new tax such as sales tax. Neither of these suggestions would be very popular with residents. Although it is true that the existing tax on real property is not at a

high rate as compared with "outside" jurisdictions, taxes on real property are nevertheless the chief source of income for the municipal governments and for the provision of local services other than schools. Any raising of the school tax rate would automatically reduce the potential revenue available for other forms of local government. It is also true that taxes on real property are probably not equitable in their distribution over the population. In many jurisdictions, the whole concept of them as a source of school revenue is under question.

To some extent, the argument of unfair distribution also holds for sales tax or other direct local tax unless it is restricted to what may be regarded as luxury goods or provides for exemption of lower income expenditures.

The third alternative is to have the Government of Canada make a greater contribution towards education costs. This would be done automatically, of course, if Federal authorities approved of higher budgets. They are, however, paying a very high proportion of these costs now, meeting roughly one-third of the Territory's operating and maintenance expenditures apart from any special grants such as Canada Manpower contributions towards vocational education. They also underwrite the capital expenditures of the Territory.

If there were some way of arranging for a portion of income tax to be raised for educational purposes, this might offer a solution; but the difficulties inherent in this course are probably so great as to render the solution impracticable.

At least one of the earliest briefs received argued that any Federal budgetary control is wrong, that all decisions should be made locally and not subject to Federal review. However, this is a little unrealistic. The Government of Canada cannot advance money without approving the purpose for which the money is spent. As long as the Territorial Government operates on a deficit budget it will require Federal guarantees.

2. Special Financing for Indian Education

Another suggestion has been made that certain financing for special projects for Indians be done through Federal-Territorial agreement. This suggestion was specifically made in regard to financing camps for Indians in outdoor education and also for financing ancillary services such as Indian counselling, teacher training for Indians, etc.

"that Federal funds be provided under a Federal-Territorial agreement as in New Brunswick for outdoor education whereby Indian pupils of certain areas can spend two or three months of the school year in a local camp planned and organized by the Indian Band Council and employing Indian trappers, craftsmen or skilled "outdoorsman" as resource people to train their children for life, leadership, self-responsibility and survival in their own community. The teacher can correlate this outdoor education program with Science and Social Studies pertaining to animal life, plant life, conservation, geology, art as painting, carving, basketry, modelling, recreation as canoeing, hiking, snowshoeing, camping, horse care, etc., and also use the outdoor environment for experiences in creative writing." "that the Territorial government enter into an agreement with the Federal government as was done in New Brunswick whereby Federal funds on a per capita basis are provided to the Territorial government for the provision of ancillary services and programs to preserve the identity and culture of Indians residing in the province. The Government of Canada has the sole legal responsibility in all matters relating to Indians and since this educational responsibility has been transferred to the Yukon Department of Education, Federal funds spent in Federal schools to attempt to equate the Indian children economic state by provision of books and other materials and for the provision of special educational programs and school construction, cannot reach Indian pupils in Territorial schools without this agreement. We, therefore, urge the Department of Education to enter into this kind of contract as soon as feasible so that the Federal government could provide money needed for school construction or addition, tuition fees, in-services training, special courses for teachers of Indian children, employment of teacher aides, resource material, hiring of resource Indian people, and school books for Indian pupils whose parents cannot afford it (as is provided in Federal schools for Indian pupils all across Canada)." (Y13)

There is probably some misunderstanding here, the assumed parallel being with Federal-Provincial agreements. In the Yukon, which is still a Territory of Canada, the Department of Indian Affairs and Northern Development is the Department under which all funds are provided to augment the Territory's financial resources. It would, therefore, follow that if that Department approved of an additional expenditure in the Budget, it would automatically

supply additional funds for it.

3. Local School Taxes

A further suggestion was that if ratepayers in a certain area wished a specific service for its school beyond those services normally supplied by the Territorial Government, they might levy a special tax on themselves for that purpose.

"It is recommended that the Education Committee make provision in a revised School Ordinance for the procurement of additional educational services in a particular school services area through an increased tax levy voted by the ratepayers in that school services area." (Y 9)

This suggestion does not seem too practical. The only tax levy other than a direct type of head tax, would be a levy on real property. Head taxes, poll taxes or special direct taxes collected at the local level have never been very successful. The costs of collection are usually abnormally large. As pointed out, the one-mill tax levy raises only about \$66,000. In any single district the amount raised would be almost insignificant; for example, in Destruction Bay it would raise about R54.00; in the city of Whitehorse, about \$24,000.

4. Budgeting for Individual Schools

A number of briefs suggested that the system of budgeting for the schools controlled by the Department of Education be changed. At present the system does not budget for individual schools but masses all estimates under major headings such as: administration, classroom supplies and salaries, custodial supplies and salaries, etc. In a number of briefs it was recommended that budgets be set up for each school.

"that monies be allotted in accordance with pupil ration, equal opportunity to be given to all schools." (W 11)

"Budgeting is controlled at far too high a level in the Department of Education. The delegation of control of his school budget should be in

the hands of the principal and his board of citizens, call them School Boards, committees, or whatever.

- 1) Each individual unit should prepare and administer its own budget, and this should include local purchase and requisitioning authorities which are immune from reductions or changes without consultation.
- 2) Implied in the budgeting process is involvement in a) the planning process; b) budget preparations; c) budget control and administration; d) budget accountability and responsibility to the Department and the committee of responsible citizens.
- 3) There appears to be no contingency fund. For example, F.H. Collins School was unable to get \$3,000 for minor remodelling that would have provided relief from crowded facilities and given better science facilities desperately needed. Financial support of driver training was denied for the same reason. We feel there should be a contingency fund." (W 12)

"It was recommended that the principal of the school have available a budget at the beginning of each school year to cover immediate expenses for things needed at the school." (M 1)

"Each S.A.C. should have a budget (formula based on school population) to pay for repairs, supplies, and equipment which are urgently required for a school. At present requests of this nature, which are processed through government channels, are either ignored or are extremely slow in being met."

In verbal discussions at public hearings it became clear that some persons were thinking of the whole school budget, while others were concerned only with a budget that would cover incidental expenses, including such matters as emergency repairs, school activities, etc.

B: What the Committee on Education Recommends**1. Territorial School Tax Structure**

As there has been no input from the briefs on this matter the Committee is somewhat at a loss in making recommendations. Not being experts in the field of finance, the members are not competent to say what sources of increased revenue are available for an increase of services in the field of Education. All the Committee can say is what has been put forward in the first part of this chapter.

III.1 The Committee on Education recommends:

That, before any additional educational services are authorized, the source of money for them be determined.

It is suggested that this be done first by examining the existing budget to see if there are any areas from which money can be diverted. The Department of Education must be sure that the new service proposed is of greater value than some other service already supplied if it is necessary to delete the latter. This means that the services of the Department must be viewed in order of priority.

It is also suggested that, if the Department of Education considers the newly proposed service as being either essential or highly desirable, and there is no existing service which it feels should be eliminated, it marshal the arguments for its inclusion in the estimates and its approval by the reviewing authorities. This will obviously raise the total of the Department's budget above its former relative position. In other words, the proposed new service is considered to be of such desirability that the total budget for education be increased.

All of the recommendations made by the Committee on Education for increased services are to be viewed in the manner suggested above.

2. Special Financing for Indian Education

It would appear that this is a less difficult matter. If a service is being provided to Indian communities by Indian schools under Federal jurisdiction and if the same service is also supplied in Provincial schools with the approval and financial assistance of the Federal Government, it would appear likely that such services would also be approved in Territorial schools. In such a case it would be normal for the Federal authorities to provide such an amount in the budget to provide special services for Indian education.

III.2 The Committee on Education recommends:

That such special services for Indian education as are recommended later in this Report be provided for in the budget to be submitted for approval to the Federal authorities.

3. Levying Local Taxes

The Committee on Education does not recommend that any provision be made for local tax levies or for any formula calling for local financial support of education services not provided normally by the Territorial Government. Although such formulae are essential in provinces with organized school districts they need not be considered at this time. Neither do they seem practical in view of the small amounts of money that could be raised by local levies, nor the high cost of collecting them.

4. Budgeting for Individual Schools

The Committee feels that it would be premature to change the present system of budgeting school costs to that of individual school budgeting. Until such time as there are school districts with their individual budgets, the present system seems more reasonable. In effect, it is treating the whole Territory as if it were one school district which is exactly the way schools are treated in large school districts on the "outside". The present system, with the modifications established in

Chapter II of this Report, would seem to be more practical in ensuring that the needs of individual schools are met.

It is also true that the Territorial budget, including that of the Department of Education, is subject to procedures which are time-consuming and over which the Department has no control. Because of checks made by both Territorial and Federal authorities, budget construction takes place over a period of years. The Departmental budget goes through a series of steps before it is finally approved by the Territorial Council. If individual school budgets were introduced by the Citizens' School Committee a very lengthy procedure would have to precede the construction of the Department's budget.

The Committee on Education believes it reasonable, however, that certain monies should be allotted to an individual school and be handled by the Citizens' School Committee. To begin with these amounts may be small and limited to very specific items, but as the system progresses there are more items which could be delegated to control by the Citizens' School Committee. In other words, the gross amounts for the schools could be set but the responsibility for expending them might rest with the Citizens' School Committee.

III.3 The Committee on Education recommends:

That, within the Department of Education budget, certain sums be under the control of the principal acting under the authority of the local Citizens' School Committee.

It is suggested that at present these sums could very well include the following items: petty cash sums for minor expenditures limited in amount for each expenditure by regulation; amounts for minor repairs which can be done locally and are within specified financial limits; miscellaneous supplies in special fields, not covered in bulk orders; supplies in fields of activity peculiar to the school, for example, music

supplies where bands exist, laboratory supplies, physical education supplies; funds for transporting children for school activities or to provide contributions for school activities.

In these latter cases it would be up to the Department to determine on some form of pro-rated basis the amount of money available to each school in the Territory, possibly on a per pupil basis. The actual spending of the money would rest with the school principal and the Citizens' School Committee. For example, the amount allotted for pupils' supplies in music at the secondary level might be "x" dollars per pupil. A school with 100 secondary pupils would then be allowed to spend up to 100x dollars on music supplies. The Department would not tell the school how to spend the money but once that amount was spent, no more would be provided that year. Similarly, allotments for school activities might also be made on a per pupil basis. The "y" dollars-per-pupil allotment would then be spent as was desired by the school but no further requests for funds would be entertained that year.

It is suggested that the Department of Education could readily establish reasonable amounts by studying those provided in similar areas outside the Yukon.

IV: The Administration of the School System

A. What the Briefs Have Requested

1. Department of Education

There were few positive suggestions as to the reorganization of the Department of Education, other than those already discussed in Chapter II. The recommendations made were chiefly concerned with the roles of the Executive Member and of the Superintendent of Education and were not agreed on the nature of the roles. One brief suggested that there should be provision for a Deputy to the Executive Member. Another felt that Department officials should maintain closer contact with communities outside Whitehorse.

"We would suggest that the Territorial government establish immediately an education department which would have full jurisdiction in the field of education and that this department be the responsibility of one of the elected members of the Territorial Council in cooperation with an independently elected board of advisors." (Y 4)

"We want to keep a certain unity in our education system. Modern life and its mobility demand this, if we accept that most Yukon students will have to live and even to "compete" with those in other provinces for some part of their lives or even the whole rest of it. In this perspective, only unity of approach on a Territorial level will ensure the maintenance of a reasonable core of standards and necessary skills (for pupils and for teachers). Hence, the need for some degree of centralization in programming and supervision. This is translated by our definitions of the roles of the Executive Member and the Superintendent of Education." (W 9)

"3. There shall continue to be a Department of Civil Service of the Territory, to be called the "Department of Education", over which the Executive Member of the Executive Committee of the Yukon Territory elected by the Territorial Council to discharge the functions of the Executive Member for Education for the time being shall continue to preside; and the Executive Member shall hold office during pleasure and shall have the management and direction of the Department.

"4. A Deputy Minister, Superintendent of Education, Assistant Superintendents of Education, District or Regional Superintendents of Schools and other officers, clerks, and servants as are required for the proper conduct of the business of the Department may be appointed in accordance with the Public Service Ordinance.

"5. The school system of the Yukon Territory shall consist of: (a) Territorial schools and (b) district schools.

6. The Executive Member, subject to the provisions of the Ordinance; a) has charge of the administration of this Ordinance; b) has charge of the maintenance and management of all Territorial schools established under this Ordinance; c) shall advise the Commissioner, the Territorial Council, Y.T.A. and the Select Board on all matters relating to education in the Territory; d) may designate a member of the Civil Service to act on his behalf; e) may make such rules and orders as are considered necessary or advisable to effectively administer this Ordinance.

7. The Executive Member shall: (a) supervise all schools operated under this Ordinance; (b) cause copies of this Ordinance and of the regulations to be published and furnished gratuitously to school trustees, teachers, Select Board representatives, Citizen School Committee members and Y.T.A. (c) appoint a Superintendent of Education for the Yukon Territory; (d) on the recommendation of the Superintendent and the advice of the Select Board and the Y.T.A., prescribe the curriculum of studies to be followed in all schools in the Territory; (e) arrange from time to time in respect of the schools established under this Ordinance for the examination and investigation of: (i) the progress of pupils in learning; (ii) the order and discipline observed; (iii) the system of instruction pursued and with respect to these matters offer such guidance and direction as he may consider proper; (f) make annually a report of the actual state of schools throughout the Territory, showing: 1) the number of pupils taught in each school; 2) the average attendance in each school; 3) the number of his official visits to each school; 4) the salaries of the teachers; 5) the qualifications of each teacher; 6) the number of teachers, together with such other information and such suggestions for improving the schools and school laws and promoting education generally as he may consider useful and expedient and shall cause the report to be distributed to the school trustees, teachers, Select Board representatives and Citizen School Committee members; and Y.T.A. members. (g) meet at least three times during any school year with the Select Board and in any event, meet with the Select Board if requested to do so by a majority of $\frac{2}{3}$ of its representatives, for the purpose of reporting generally on the state of education in the Territory; (h) ensure that the Select Board and the Citizen School Committees are allowed the use of school facilities and supplies throughout the Territory for the better functioning of their respective duties; (i) consider reports from the Select Board and/or Citizen School Committees; and Yukon Teachers' Association (j) institute any unanimous recommendations of the Select Board; (k) as required from time to time, after considering the recommendations of the Superintendent, Citizen School Committees and principals, appoint or authorize the appointment of properly qualified persons as teachers for the various Territorial schools.

7A. The Executive Member may, in respect of Territorial Schools; (a) authorize any pupil, notwithstanding anything in this Ordinance to take courses of study by correspondence on such terms and conditions as the Superintendent or principal deems proper and pay expenses involved in such courses; (b) provide such dormitory accommodation and food, clothing, medical and dental care for pupils as he deems necessary; (c) provide residences for teachers and furnish and maintain such residences; (d) pay to the parent, guardian or other person having the care or control of a child who, in order to attend school, is compelled to board away from his home, such amount as is agreed upon from time to time with the Select Board; (e) contribute to the cost of transporting pupils to and from their homes or other residence approved by the Commissioner for the purpose of this clause and the school they attend in such amounts as is agreed upon from time to time with the Select Board.

8. The Superintendent of Education shall; (a) assist in making effective the provisions of this Ordinance, in carrying out the regulations and in carrying out a system of education in conformity with this Ordinance and the regulations; (b) ensure that each school is visited as frequently as feasible and at least once in each school year; ensure that school registers and other school records are properly kept; and generally ascertain whether or not the provisions of this Ordinance and the regulations are being carried out; (c) furnish a report annually to the Commissioner, the Executive Member, Y.T.A., School Trustees, the Select Board and the Citizens School Committees on the schools in the Territory; (d) perform such other duties as are assigned to him by the Executive Member, (e) advise the Executive Member on all aspects of education in the Territory.

9. The Superintendent may: (a) suspend summarily and without notice any teacher in a Territorial School who is guilty of gross misconduct, (b) on the report of the principal and Citizens School Committee of the school concerned, dismiss for cause, subject to the terms of this Ordinance and the Teaching Profession Ordinance, any teacher employed in a Territorial School by giving him 30 days' notice thereof in writing, stating the reasons for the dismissal and the date on which the dismissal is to take effect." (W 9)

"It is recommended that the Education Committee suggest that the revised School Ordinance be written in more general terms in such a manner that the authority to make operational decisions rest at the same level as the responsibility for these decisions." (Y 9)

"Travelling educational department heads should make themselves available to the public when they travel to outlying communities." (D 3)

2. Authority of Principals

A number of briefs have suggested that the principal should have pre-eminence authority in discipline matters. One brief suggested that greater consideration should be given to leadership qualities and administrative ability when appointing principals. Other briefs suggest there should be better communication between the Department and the principals and the schools.

"The administration of the school should be left to the principal. This being the case, the principal must be equipped with the necessary authority to carry out that responsibility. Discipline matters are a concern for the principal and not for the Superintendent or Commissioner, who are seldom in the school building. If the school is not administered in a manner satisfactory to the Department of Education, then steps must be taken to rectify the situation even if it means dismissal of the principal subject to the appeal procedure as described above. Since the principal is responsible for the school, and thus for the staff of that school, he must play a vital part in the hiring of teachers. He works with the teachers and should know what teacher would best fill a vacancy." (Y 1)

"We would like to see in the new Ordinance adequate provision made for the principal of a school. (1) that the running of the school remain basically

the responsibility of the principal who in turn is responsible to the Department of Education. (2) A principal may suspend a student from the school and shall inform the Department of Education: (a) In the case of a student who may be expelled the decision shall be made in consultation with the Department of Education." (W 11)

"The principal should have his authority more clearly defined in the Ordinance. He must be given more responsibility for the teachers' methods and behavior, in his school. He should also be consulted more in the hiring of teachers for his school." (F 1)

"Principals should be chosen for leadership and administrative abilities as well as certification. The old adage that a school is as good as its principal has been proven to be true many times over." (D 3)

"Senior students (in a High School) may help determine the curriculum, but not school policy. This is the responsibility of the teachers, principals, who are responsible to the parents." (BC 2)

"It would appear communications between the Department of Education authorities and our school principals could be improved upon." (W1 3)

"1. On the whole, this is done in a slipshod manner. An Administrator should be a man with many years of experience. He should be one who is a leader. I have found Student Council under his guidance a total washout in the past five months. A Student Council should have various functions such as sock hops, talent contests, and other activities just to keep the ball rolling, especially in a small place like Watson Lake.

2. An Administrator should promote and establish an active P.T.A., especially in a community like this. A place as isolated as Watson Lake suffers because it lacks constructive activities and I know the various functions P.T.A. can perform.

3. The Board should stop hiring Administrators with wives who teach on staff." (WL 2)

B: What the Committee on Education Recommends

1. The Department of Education

The Department of Education in the Yukon has a dual role. First, it is a Department of Government carrying out the same functions as Departments of Education elsewhere in Canada. These functions include the administration of the School Ordinance, the general supervision of education, and establishment of the curriculum. Second, it actually operates the school system, carrying out the functions normally delegated to school boards in other jurisdictions. It is probably quite significant that it is this second function which evokes the most criticism from the public.

The dual nature of the Department is not, however, completely recognized. Many of the policies which can readily apply to a Department of Government become restrictive when applied to the actual operation of a system of schools.

Except for a few isolated instances the present School Ordinance leaves all authority with the Commissioner. It should be remembered that the 1960 Education Committee suggested that some of this authority be transferred to the Commissioner-in-Council, but the framers of the Ordinance were apparently told that this could not be done. It would seem as if the time has come to make legally possible what is desirable. In recent years an elected member of the Council has been appointed as an Executive Committee Member in Charge of Education. There should be legal recognition of this fact.

IV.1 The Committee on Education recommends:

That the Executive Committee Member in Charge of Education be legally recognized in the Ordinance as the Head of the Department of Education responsible to the Commissioner and to the Territorial Council for the Department.

If this is impossible under the present Yukon Act, then a

request should be made that the Yukon Act be amended to make it possible.

It is further felt that there should be no provision for a Deputy Superintendent of Education at this time. The organization is too small to make such a suggestion practical.

The Civil Service head of the Department should be the Superintendent of Education, whose title should be changed to that from the existing title of Superintendent of Schools. He should be given the delegated powers of the Executive Member as well as those normally allotted to the Superintendent.

The Ordinance should stipulate the powers and duties of the Executive Committee Member and of the Superintendent of Education. Other officers can readily be appointed by regulation as desired. The normal provision would be to give authority in the Ordinance to appoint a "Superintendent of Education and such other officers, clerks and servants as are required for the proper conduct of business of the Department."

Provisions suggested elsewhere in this report would reduce the amount of centralization. There is no question, in the opinion of the Committee, that centralization should be kept to a minimum if the school system is to be progressive. One way of doing this would be to change the present structure within the Department of Education. At present, although it is not provided for in the existing Ordinance, there are two Assistant Superintendents of schools. Both of these carry responsibilities within the schools as well as purely Departmental responsibilities. There are also three Supervisors of Instruction - at the primary, intermediate and secondary levels. It would seem as if, without increasing staff, a rearrangement of duties might be made. One of the Assistant Superintendents might have overall responsibility for the schools of Metropolitan Whitehorse, in every aspect of their operation. He would be available for consultation by the Citizens' School Committees and would be expected to attend their

meetings. The other Assistant Superintendent would be responsible for all schools outside Whitehorse. Although he could not be expected to attend all meetings of the Citizens' School Committees, he nevertheless would be available to assist them on request and would be expected to attend meetings when practical. A third person would replace one of the present Supervisors of Instruction and would undertake all of the heavy load at present concerned with curriculum, teacher employment, etc. His duties would cover much of the work normally undertaken by the Director of Administration and the Registrar in a Provincial Department of Education. He might be known as the Assistant to the Superintendent of Education.

IV.2 The Committee on Education recommends:

- a. That the administrative staff of the Department of Education be re-organized so as to place one Assistant Superintendent in complete charge of the Metropolitan Whitehorse schools and one in complete charge of the schools outside Whitehorse;
- b. That the position of Assistant to the Superintendent of Education be created to deal with those administrative matters outlined for the third person above.

It is suggested that the duties of an Assistant Superintendent be defined in the Schools Ordinance and that they include the following:

- a. To advise the Superintendent on all matters concerned with the operation of schools in the area placed under their charge;
- b. To advise on the employment of all teachers in schools within their jurisdiction;
- c. To advise on curriculum matters in all schools within his jurisdiction;
- d. To advise each Citizens' School Committee within his jurisdiction on educational matters;
- e. To meet with Citizens' School Committees as frequently as is possible;
- f. To ensure that all provisions of the School Ordinance

and regulations of the Department of Education are observed in schools under his charge.

It is felt that the above provisions would not only aid in de-centralization but would improve communications between the Department and the schools and make for a more effective and efficient school operation. It would satisfy the suggestion that Departmental officials have more frequent contact with school areas.

2. Authority of Principals

The suggestion that the principals should have greater authority in discipline matters is probably related largely to one question only - the suspension of pupils. The Committee would agree that the principal must have full authority in his school and the teacher in his classroom, but both of these must be subject to both the provisions of the School Ordinance and to some form of review. The suspended pupil is entitled to a statement of his case before an impartial tribunal if justice is to be done.

IV.3 The Committee on Education recommends:

That the specific powers and duties of school principals be set out in the regulations of the Department of Education and that, in these regulations, a *modus operandi* be set out for cases involving suspension or expulsion.

It is suggested that such a method should involve complete review of the principal's decision by the local Citizens' School Committee. The Citizens' School Committee should consider the report of the principal and, where possible, that of the appropriate Assistant Superintendent of Education. It should also give an opportunity to the pupil and his parents to present the pupil's side of the case. The Citizens' School Committee could then order that the student be suspended, expelled or allowed to return to school.

V: The Curriculum of the Secondary and Elementary Schools

A. What the Briefs Have Requested

1. General Considerations

Suggestions in the briefs included the following:

- a. that Yukon curriculum should be formulated locally;
- b. that the development or adaptation of local courses under the general supervision of the Department of Education be permitted;
- c. that there be modification of present curriculum in use to render it more suitable for the Yukon;
- d. that the curriculum be standardized for all schools in the Yukon;
- e. that there be latitude in prescribed curriculum for the teaching of racial minorities.

Quotations from the briefs follow:

"The Yukon Teachers' Association feels that it may be time for the Yukon to formulate its own curriculum." (Y 1)

"Teachers should be involved in any curriculum planning or research." (Y 1)

"Such involvement should be considered extra to regular teaching duties and therefore the teachers concerned should receive compensation in the form of a lighter teaching load or added remuneration." (Y 1)

"It is recommended that the Education Committee suggest to the Territorial Government that Department of Education policy should allow for locally developed or adapted courses on an experimental basis that deviate from the prescribed curriculum." (Y 9)

"We would suggest, as regards to the curriculum of the schools, that the curriculum and standards of achievement be set and controlled by the Education Department, this to ensure greater standardization in the Territory, and to overcome the existing achievement disparity apparent amongst some of the schools." (Y 4)

"It was recommended that the B.C. curriculum now being used in the Yukon be modified to fit the needs of the children in the Yukon and that slavish adherence to the B.C. curriculum contributed to the high rate of drop-outs in the school." (M 1)

"And why do we not develop a curriculum designed for the North?" (W 12)

"Teachers should have more say in determining curricula and policies in the school. At the present time they are rarely consulted on such matters, often because the principal himself is not." (F 1)

"The curriculum should be a standard one that would enable any student transferring from the Territory to fit into any classroom in Canada." (D 3)

2. Textbooks

Suggestions regarding textbooks included the following:

- (a) that textbooks were not available in adequate quantity;
- (b) that texts of a non-sexist nature should be produced, that sex role stereotypes should be eliminated and that there should be a revision of existing texts and provision of new texts stressing the role of women in society;
- (c) that inaccurate information on Indian history and culture be eliminated from existing texts;
- (d) that the power of the Superintendent to approve texts be removed.

Quotations from the briefs follow:

"I find it difficult to believe that the Department could not afford to buy more of these texts." (W1 2)

"We urge consumers to examine the sex role stereotypes perpetuated through textbooks, toys, toy packaging and TV programmes and other educational materials for children." (W 6)

"We recommend that Provincial and Federal governments be urged to appropriate sufficient funds to enable and encourage persons to specifically write revisions of history texts, to include a history of Canadian women and their contributions." (W 6)

"That the Canadian publishing firms which provide school texts be approached to commit themselves to take immediate steps to actively remove and positively replace prejudicial passages on the basis of sex as well as race, creed, religion and ethnicity." (W 6)

"All recorded material which depicts native cultures and history incorrectly must be removed from all Yukon schools." (D 1)

"That all textbooks or other teaching matter that are biased, negative, inaccurate in reference to Indian culture and history or offensive in any way to Indian pupils be removed from the curriculum." (Y 13)

"That the present regulations requiring the approval of the Superintendent of Education to approve all textbooks, reference books, and apparatus used in schools be changed to provide flexibility for the teacher to use texts and material suitable to the local, environmental, linguistic and cultural needs of her pupils." (Y 13).

3. Physical Education

Suggestions in the briefs included the following:

- (a) that Physical Education at the Grade 11 level be made non-compulsory;
- (b) that there be a Physical Education instructor on each school staff.

Quotations from the briefs follow:

"Evidently, B.C., (and consequently we in the Yukon, who have adopted the B.C. curriculum) is one of the few provinces which still insists on the P.E. Credit at the Grade XI level." (W 4).

"Clearly if this course is to be retained as a compulsory subject, then adequate facilities must be made available." (W 4)

"However, I would ask the Committee to seriously question the value of retaining this course as a compulsory subject." (W 4)

"It is strongly urged that a Physical Education Instructor be a part of each school staff. Many teachers are not qualified nor inclined towards physical education instruction. There should be a course set from Grade one (1) to Grade twelve (12). The Physical Education Instructor would also serve as a resource person in the community. Many would-be athletes are deprived of fuller enjoyment of sports and Phys-Ed activities because after Grade seven (7) there is very little organized training in the smaller communities." (D 3)

4. Family Life Education

Briefs suggested that there is a general agreement for some form of Family Life Education. One very impressive brief was devoted entirely to this.

Quotations from the briefs follow:

"local educational authorities be encouraged to uniformly progress towards including sex education in all schools from kindergarten upwards, and provide Family Life programs in the schools which present a variety of adult roles within the family and a diversity of family models and life styles. This might

include providing opportunity for children to visit adults at different kinds of work." (W 6)

"We recommend the systematic and continuous implementation of Family Life Education courses in all Yukon schools throughout all grades. In support of this recommendation, we would like to mention:

1. the need for such courses and the benefits to be derived from them;
2. the satisfactory results of pilot projects carried out in at least two schools in Whitehorse;
3. the near-unanimous parental endorsement for a well-balanced and carefully implemented course of this nature." (Y 7)

"I do favour Family Life Education, but when it comes to teaching sex in the classroom, it should be taught with dignity and respect, and please do not go into details. General information is usually sufficient." (BC 2)

"The Van Gorder SAC is in favour of "Family Life Education" courses being taught throughout all grades if taught well." (F 1)

5. Yukon History and Culture

The suggestions in the following quotations from briefs were generally endorsed verbally in meetings throughout the Territory.

"We would further suggest that the curriculum contain a greater emphasis on the history of the Yukon, literature of the Yukon and other arts which are part of the Yukon heritage." (Y 4)

"Education must be changed to include courses designed to revive and re-establish native languages and cultures, and to provide all interested people an opportunity to learn about the true Indian heritage." (D 1)

6. Outdoor Education

Briefs in this field include two approaches:

- a. outdoor education as a means of general education;
- b. the problems of environmental studies.

Quotations from the briefs follow:

"To establish long range plans that will eventually lead to comprehensive, multi-disciplinary outdoor education program for all Yukon students." (Y 9)

"Outdoor Education and Environmental Education must be an integral part of our education system. The problems arise in defining the aims, outlining the courses of study, training personnel and implementing effective methods." (W 10)

"How should environmental education be approached in schools in the Yukon. We suggest that it should not be yet another subject added to the curriculum

but that a planned introduction of specific aspects of ecology be made and included in the present curriculum at different levels." (Y 12)

"It is respectfully suggested and requested that provision for in-depth environmental studies be made in Yukon schools, incorporating instruction in sane, economically warranted concepts for dealing with our environment." (W 14)

"The teacher can correlate this outdoor education program with Science and Social Studies pertaining to animal life, plant life, conservation, geology, art as painting, carving, basketry, modelling, recreation as canoeing, hiking, snowshoeing, camping, horse care, etc., and also use the outdoor environment for experiences in creative writing." (Y 13)

7. Music

Below are two comments on music in the Yukon schools:

"Music should be reinstated in Yukon schools. It is integral to our culture and is not a "frill" subject. Schools are to equip pupils for living, not just in the skills which may be "used" in an occupation. Art and music are not adequately represented and taught in the elementary curriculum and this should be rectified." (F 1)

"Leaving the music program in the care of the elementary classroom teacher is a very simplistic solution which introduces great irregularity in the way the program is carried out. Music specialists are needed, either as regular staff members released from other duties for this special teaching, or as part-time additional teachers. The band program is very worthwhile, both at the Elementary and High School level. It seems to suffer from a great deal of inconsistency in the allocation of funds and the scope of its program from one year to the next." (Y 10)

8. Libraries

The only suggestion received on libraries was that below:

"Library programs must be developed more vigorously and more consistently. The supply of books, films and tapes appears to be fairly good. Unfortunately, the removal of qualified teacher-librarians from all schools except two or three large ones, three years ago, has seriously affected this service, which should be the nerve centre of all learning efforts. It appears that a more favourable policy towards staffing of school libraries has been formulated in the past few months. We are not certain that it goes far enough. Apart from qualified librarians, we feel each school library should have proper clerical help, under the supervision of the librarian, to free the latter from menial tasks which occupy too much of his time away from his true professional pursuits. Volunteer help from parents might be a practical solution." (Y 10)

9. Industrial Education

Two aspects of industrial education were treated in the briefs submitted and quoted from below:

"A second example - working in reverse - of the over-emphasis on dollar-value is that provided by our Industrial Education programs. These programs are very expensive. However, they make the system look good: "look what we are doing for the students!"We ask: Could such an assessment be made, weighing the returns against the investment and seeking better ways to offer alternatives to the Academic Program. One such alternative we would like to mention here: the ATA Magazine, dated June 1972, has an article entitled: "An Experiment in School-Community Cooperation. It reports on a special program of "out-of-school work experience". This program allowed a student to gain a maximum of ten credits in work experience in the community, while in the senior high school grades." (Y 10)

"Our children must be taught to trap, hunt, and make a living in their own village in case they could not get a job in the city." (D 1)

"that the non-cultural aspect of the curriculum should emphasize in a greater way a two-fold kind of education making provision for fitting the child for life in his own village and in the dominant society utilizing the best of both cultures. The curriculum must aid in the discovery of a positive self image and also arm him with the skills that will survive in modern society. This in addition to academic or industrial skills, Indian students should be taught trapping, hunting, tanning moose hide, beadwork, leathercrafts, canning and how to make a living from the land or from the resources of the local area." (Y 13)

10. Native Language and Culture

As would be expected, the bulk of the suggestions regarding this topic came from the Yukon Native Brotherhood or from Y.A.N.S.I. Some overlap with other phases of the report, particularly the chapter on Yukon Indians - Special Needs..

Quotations from the briefs follow:

"We request that an extensive and accurate history of the native peoples especially those natives inhabiting the Yukon, be provided. In connection with this, the curriculum should contain courses in the art and culture of the native people." (Y 4)

"We therefore recommend:

- (i) That all curriculum in the Department of Education program be revised to include courses in Indian culture, values, customs, languages, arts and crafts, music, handicrafts as the fundamental basic of content which will maintain the balance and relevancy between academic/skill subjects.

- (ii) that teachers recognize Indian culture and values as affecting their thinking habits and attitudes in determining the behavior or performance of Indian pupils instead of making false assumptions based on the non-Indian standards.
- (iii) that the curriculum also include substantially more courses in Indian history including Indian contributions to Canadian development in the economy, in science, medicine, politics, exploration, agriculture, literature and discovery with a view to building his self-confidence and a pride in the Indian heritage.
- (vi) that the Department of Education provide funds to the Yukon Native Brotherhood to develop together with local Indian parents, school committees and Bands an Indian-oriented curriculum which will be presented in the form of a curriculum supplement to the Department of Education for the use of teachers of Indian children in the Yukon.
- (vii) that funds be provided to the Yukon Brotherhood from such Federal funds for purchasing, researching, writing, production and publication of textbooks and other curricular materials relevant to the local experiences of Indian children and suitable to local cultural, linguistic, social and educational needs. In addition such funds can be provided for Indian education Workshops, Indian teachers courses and for establishment of a Resource Centre.
- (xii) that a Territorial Department of Education/Brotherhood Indian Education Committee be established to set up a liaison between the Department of Education and the Indian people for discussing matters of mutual concern and problems of a general or specific nature in Indian education. This Committee should comprise two Territorial Department of Education members, two Yukon Native Brotherhood Executive members and the Education Consultant of the Yukon Native Brotherhood. Meetings should be held in September, December, March and June of each year and at any other time called by the Chairman.
- (xiii) that the Department of Education use the advisory services of the Yukon Native Brotherhood Education staff as resource persons to assist teachers of Indian children as well as make use of curricular material and textbooks prepared by Indian resource people for the use of Native children." (Y 13)

"Education of native students must be made more meaningful and relevant to their needs." (D 1)

"Indian culture and language should be an elective subject if there is sufficient interest in the community. This would be a fine project for the Indian Brotherhood to hold classes in their meeting halls to preserve their Indian customs, resource people could serve in this capacity." (D 3)

11. Languages

Briefs on language teaching fell into two categories:

- a. teaching of second languages;
- b. teaching of native Indian languages

Quotations from briefs follow:

"The children in elementary school should be taught at least one foreign language. If the teacher cannot speak or write another language well enough to teach it, someone in that community who can should teach that language, preferably a language that is in written form." (BC 2)

"French should be taught from Grade 1 through 12. "The younger the more effective is a proven adage when it comes to learning a language." (F 1)

"Language instruction can be enriched at both the elementary and high school level." (F 1)

"that the language of instruction at the pre-school level and up to the first and second year of primary school should be in the language of the local tribe in areas where this is desirable and where the local tribe wishes this innovation. English should then be gradually introduced through the pre-school and primary period and our courses closely linked to the local Indian culture continue to be taught in the local language throughout the primary years." (Y 13)

"It was recommended that all children in the school have the same curriculum available, i.e., that language instruction be the same for all, that Indian not be the language of instruction in the first year in the primary school and that the curriculum for all should be such that the students be helped towards competence to compete in the social climate of the present and that the curriculum should be progressive; not retrogressive. As understanding of English is limited and as the vocabulary is limited, suggestions were made with regard to improving and extending the knowledge of English among the students. It would seem that in areas where television has been available for many years, the knowledge of language among pre-schoolers is greatly enhanced and since television will be available here in the near future; it was suggested that this factor would correct itself without adding courses in semantics to the curriculum." (M 1)

"Native language courses in the classroom must not take second place to other conventional language courses. It is resolved that steps be taken by the Territorial Government and the Federal Government to intensify the incorporation of native Indian language courses into the curriculum by recommending that the time allotted for native Indian language instruction be comparable and equal in credits to the time and credits afforded for second language courses." (W 5)

12. Reporting - Promotion - Grading

Two briefs dealt with individualized programing and continuous progress; two with methods of reporting.

Quotations from briefs follow:

"It was noted that with regard to reporting student's progress to parents, that parent-teacher days in the Mayo school were most adequate and that these days were well received by parents and well attended in general." (M 1)

"We ask: Could we not have a reorganization of the primary curriculum along very flexible lines, rather than inform "grades" or standard "levels" - this reorganization to be based on INDIVIDUALIZED PROGRAMMING AND PROMOTION?" (Y10)

"Recommend that a study be made regarding the automatic promotion system in use at present." (WL 3)

"Parents favor both report cards and consultation. At least three report cards a year to show progress of student. The present method of assessment is not informative enough." (D 3)

13. Motivation

A quotation from one of the briefs follows:

"We also ask for research into the problem MOTIVATION OF THE STUDENTS for the development and/or support of programs with a high motivation-creating factor, and for the inclusion of this factor in all planning and assessment of school programs. A supplementary brief will offer some additional comments on a few possibilities in this respect." (Y 10)

14. Alcohol and Drug Education

The suggestions regarding alcohol and drug education all dealt with programs among the native Indian people.

Quotations from briefs follow:

"ALCOHOL AND DRUG EDUCATION - There is immediate need for an education program designed and operated by Indians to counteract this undesirable habit. We hope that funds will be provided by Department of Education to provide this kind of education." (Y 13)

"Alcohol and drug education programs must be started immediately." (D 1)

"Alcohol and drug education programs designed and controlled by native people, must be started immediately". (Y 3)

15. Primary and Elementary Teaching

Two rather different aspects of elementary school teaching are represented in the following:

"During the discussions, it became apparent that the problem of the high rate of drop-outs from the school between the ages of 14 to 16 was in a large part due to inadequacies in teaching in the primary grades." (M 1)

"Parents prefer formal teaching methods at least to Grade Seven. Any experimentation with classroom procedures should be done on a limited scale with written permission from parents whose children are involved." (D 3)

16. School Counselling

Briefs on counselling dealt with three matters:

- a) elementary school counselling;
- b) secondary school counselling;
- c) counselling of native Indian students.

Quotations from briefs follow:

"There are no counselling services at the Mayo school. It was recommended that some sort of counselling services be established for the smaller schools in the Yukon.

It was recommended that counsellors of Indian ancestry be made available to the students in the school." (M 1)

"Counselling services must be initiated at the Elementary level and strengthened at the secondary level." (Y 10)

"that Indian school counsellors be appointed in each area without much emphasis on professional training as a requirement to fill these positions for an interim period so that their advice will be available to Indian pupils who have problems of a social, cultural, economic, academic or personal nature. The fact that such counsellor is native will provide the local teachers with a resource person to help them solve their problems with Indian pupils and assist in meeting their needs. Once again this native person's familiarity with the child's culture and ways is more important than his lack of professional counsellor training for the present. This professional training could be provided in the future after immediate needs have been taken care of and there is a surplus of native Indians available to fill these positions." (Y 13)

B: What the Committee on Education Recommends**1. General Considerations**

It is understandable that people in the Yukon would like to have a local curriculum but a local curriculum is not too practical in actuality. Its construction and operation would require resources of both personnel and materials well beyond those presently available. Nor is the concept altogether reasonable. Much of the material taught in schools remains the same for all pupils; for example, reading, arithmetic, science. There is nothing very regional about the majority of these. Curriculum modifications either must occur in the Social Studies realm or in the arts. There are, however, aspects of "outside" curricula that offer no particular value to or have no particular meaning for Yukon students.

It is also quite reasonable to expect the development of some local elective courses provided these are supervised for their educational value and that these courses be adapted to fit local situations. As a matter of fact the present individual programs of studies and the general outline of curricula presently used both make provision for this. Also there is marked evidence that Yukon schools, in some instances, have enjoyed a latitude in the subject-matter field that was never intended and has led to the call in some of the briefs for more rigid adherence to a centralized curriculum. In some cases it would appear as if the Department of Education, far from being rigid in its application, had not exercised the control which was its responsibility.

- V.1 The Committee on Education recommends:
- a. That such modifications be made in the curriculum for Social Studies as may provide a general Yukon orientation;
 - b. That teachers be expected to introduce local illustrative materials rather than materials foreign to the experience of the children they are teaching and that the Department of Education provide such materials as may be generally available;

- c. That the development or adaptation of local courses by individual teachers under conditions laid down in each case by the Department of Education be permitted;
- d. That the Department of Education place a high priority on ensuring that the essential features of the program of studies be consistently followed throughout the Territory.

It is also suggested to the Department of Education that care be taken to decide on one grade organization and follow it throughout. Although there is no inherent virtue in any single provincial organization of curriculum over another, in each case the organization has been planned with a particular philosophy in mind. If the organization is changed without changing the philosophy, confusion is bound to arise. This has happened in the Yukon where we find schools have been established on a variety of grade-organization patterns while still theoretically following the same curriculum. Much of the alleged difficulty of transfer of pupils could be caused by this fact.

It is also suggested that the ingenuity and creativity of teachers, especially experienced teachers, be encouraged but that they work with the full knowledge and approval of both the local Citizens' School Committee and the Department of Education. It goes without saying that the principal is the first to be consulted and that any action taken in gaining approval is done through him. Responsibility for the curriculum followed in his school rests first and foremost on the principal.

2. Textbooks

Textbooks are important but are given too great a role in the mind of the lay person. It is not generally understood that multiple texts are now provided rather than one single text in most courses. For example, in the complaint made in one of the briefs that textbooks were not available, a check showed that reference books were being confused with textbooks and that, in at least one case, the Department was being

blamed for supplying a text which was not authorized.

In modern teaching it is not considered good to use a single text as a program of studies, except perhaps in something as non-controversial as arithmetic. Even there the professional capability of the teacher should be of more importance than the book in the hands of the pupil.

The request for elimination of material from texts also rests on an assumption that the textbook is more significant than it should be as a teaching tool. The question of "What is the truth?" is a little difficult to answer and one person's answer may vary greatly from that of another. If society eliminated from a library all books which gave offence to someone in the community or eliminated from all books passages that were considered offensive or inaccurate by someone, the library would be reduced to dictionaries and books as we know them would disappear. Nevertheless it is important that school books be as accurate as it is possible to make them at the time of writing. Nor should books used extensively in schools perpetuate false stereotypes.

The power of the Superintendent to approve texts is upheld by this Committee. He is responsible in the final analysis for the activities pursued in the schools. He cannot be held responsible if he is unaware of or has expressed disapproval of the tools of instruction being used. Although the professional judgement of the teacher is fundamentally the anchor that ensures that materials used will be used wisely and for legitimate purposes, the power of the Superintendent to approve texts is a safeguard which, in the opinion of the Committee, must remain.

V.2 The Committee on Education recommends:

- a. That any complaint of material in a textbook as inaccurate or misleading be investigated and, if the complaint is substantiated, the inaccuracy and correct information be called to the attention of teachers and the publisher of the text;

- b. That if any text is notably inaccurate or biased, its use be discontinued in the Yukon.

3. Physical Education

The Committee on Education does not agree that physical education cease to be compulsory in one of the two senior years. As long as the Yukon requires students to be presented with a British Columbia statement of standing it has no authority to delete physical education from the list of compulsory subjects. It should be noted that it is not required necessarily in Grade 11 but can be taken in either Grade 11 or Grade 12. It is, however, required for graduation. The Committee as a matter of purely personal feeling considers the requirement is a reasonable one except in the case of students with a physical disability. Provision is made for this latter case.

The Committee does not feel however that participation in school athletic activities is a proper substitute for Physical Education 11 and would urge school authorities to see that proper provision is made for instruction in the program as prescribed. Since there is a physical education course prescribed from Grade 1 to Grade 12 it is the responsibility of the principal of the school to see that it is taught.

Whether or not a specialist in physical education will be appointed to a school staff depends on the priority set out by the principal concerned. The smaller the school the more difficult it may be to find a person with specialist qualifications that are combined with some other subject field. The Department of Education must take under primary consideration the overall needs of the school. All teachers normally have some training in physical education instruction.

V.3 The Committee on Education recommends:

- a. That in all schools the prescribed program of physical education be followed;

- b. That when appointing staff to schools enrolling secondary grades, consideration be given to the desirability of having a teacher or teachers on staff with the necessary qualifications for teaching physical education.

4. Family Life Education

The evidence would show that there has been general satisfaction in the Whitehorse area with the experimental programs carried out in Family Life Education at the elementary level. It might therefore be an appropriate time to continue the program into the senior secondary grades.

V.4 The Committee on Education recommends:

- a. That Family Life Education form an integral part of instruction in Grade 1 to Grade 7 of the public schools;
- b. That a study be made by the Department of Education of the advance program for secondary grades with a view to implementing it as soon as is possible.

It is suggested that the Department of Education consider following the San Mateo County course with its latest revision and provide manuals for the teachers concerned. It is also suggested that at the elementary level parents be made acquainted with the nature of the course and that any parent who wishes to have his child excused from the program be given this opportunity.

It is also suggested that in the secondary schools the course be introduced cautiously and, in those areas where competent professional advise from Medical Health Services is available, that this be sought. Because at this level the course is still in the experimental stage, the written consent of the parents for the students to take it should be obtained. The program should be fitted into the course in guidance and health. The Department of Education would be well advised in framing plans to seek the assistance of the Yukon Family Counselling Service who have done so much work in this area.

5. Yukon History and Culture

The Committee on Education is agreed that the history of the

Yukon, including that of the native peoples of the Yukon, should be part of the heritage of each Yukon child.

V.5 The Committee on Education recommends:

- a. That the Department of Education take whatever steps are necessary to establish at both the elementary and secondary levels appropriate studies on the history and culture of the Yukon including that of the native peoples;
- b. That the Department of Education assemble a pamphlet and bibliography of useful source materials for the above.

It is suggested that this process will involve a considerable amount of research. The assistance of all such cooperating agencies as the Yukon Historical Society, the Yukon Native Brotherhood, the Regional Library Services, and all other private and governmental agencies that can contribute be enlisted. There is no need to delay the introduction of the study until the work is complete. In fact, the studies in the schools can start at the same time as the studies at the central level and form an integral part of the program. Indeed the finest type of program in the schools is that in which the students and teachers themselves can be involved in research so that at some time in the future it will be possible to produce an authoritative and accurate history. Most of the material required is available at present but is in forms varying from scholarly anthropological studies to personal reminiscences. It is quite true that in the earlier stages of the program the picture obtained by the student will be incomplete and unbalanced but the enthusiasm and interest generated will themselves be of great value.

6. Outdoor Education

Outdoor education was originally developed in highly urbanized areas as a means of bringing children back into contact with the natural world. It would be expected that children in the Yukon would not suffer from the same form of cultural deprivation as those who live in the

metropolitan areas of overcrowded cities. It is true, however, that there is a proportion of the population that has no real understanding of or perhaps even interest in the natural environment of living things, plant or animal. It may be of interest to some people in the Yukon that a tract of land adjacent to the F.H. Collins School has been deliberately preserved as a place for the development of outdoor studies. A high proportion of Yukoners have the opportunity to fish and camp and hunt but there are those who have none. There are others who look at wild life without any real understanding of it. It therefore follows that there is a place for outdoor education in the Yukon. Much of it may be carried on incidentally and in the family circle to good advantage but the school would be losing its opportunity for education if it did not take advantage of the resources at hand. Serious study of the specific aspects of ecology affecting humanity should also be a part of the necessary training of a person who is to live in our world.

V.6 The Committee on Education recommends:

That the Department of Education encourage serious outdoor education in the schools.

It is suggested that outdoor education within school hours must not be used as an excuse for picnics, camping expeditions and other purely recreational activities which can well be carried on at other times. What is meant by outdoor education is the opportunity for carefully planned observation of nature leading to an appreciation of the balance of nature and the relationships between living things. The scope of study varies with the maturity and the specific interests of the students. It would be expected that a nature hike with primary students would be quite different in its planning and in its results than a field trip by an advanced biology group. Much of this can be done during normal science periods without going very far from the school yard itself. If field trips

are to be taken they must be preceded by careful planning, accompanied by careful observation, and followed by study of the results. Work in the classroom and work in the field go hand in hand. It must be remembered that the school is responsible for the students during field trips.

V.7 The Committee on Education recommends:

That the study of specific aspects of ecology be included in the existing curriculum at different levels.

It is suggested that this may involve modification of methods in already existing courses but does not necessarily mean the introduction of new courses.

7. Music

There are two aspects of music. One is the essential part it plays in the education of all children. The other is its existence as an extra-curricular activity in the lives of those pupils particularly talented in that field. The differences between these two aspects are not always recognized. It is significant that in the Whitehorse area the extra-curricular aspects have been given a great deal of support by a number of interested parents and others who have devoted a great deal of their time, energy and money to it.

It is desirable to have a specialist teacher when one is available within staff quotas.

V.8 The Committee on Education recommends:

That music receive the relative attention due it in the existing curriculum and that principals in staffing schools endeavour to place at least one teacher on staff who has experience and training in the field.

It is understood that in small schools it is not possible to satisfy all the needs but in these cases there will be at least one teacher on staff who has more training or more aptitude than his colleagues. There must necessarily be an exchange of classroom work among teachers with

various aptitudes.

8. Libraries

The Committee agrees that school libraries must be staffed effectively to be of value. A good book collection is certainly an asset in itself but its full value cannot be realized without a person in charge who has both some knowledge of library work and some knowledge of the curriculum. It must be understood however, that a teacher librarian is not someone extra but is as essential a part of the school staff as the teacher of Grade 1. The responsibility for allotting staff duties lies with the principal who must therefore find a place for a librarian within the complement of staff allotted to that school. Purely clerical duties and many of the other duties concerned with libraries can be performed by the school clerical staff or by volunteer help. Volunteer help may be student help or may be, as suggested in one of the briefs, parent help. In fact the library would be an excellent place for developing the volunteer aide idea. The parent working there can very readily become an important participant in the work of the school while at the same time coming to a more complete understanding of what the school is trying to do.

Tribute must be paid to the volunteer work that has been done by some parents in school libraries.

V.9 The Committee on Education recommends:

That, in the staffing of each school, consideration should be given to the need for qualified teacher librarians and the development of libraries.

It is suggested that to provide a full time librarian in a school of fewer than 500 pupils is not essential. In those schools where enrollment is less than 500 and greater than 200 (both figures are mere approximations) it is probable that half-time services are all that is required. In Whitehorse schools teacher librarians, as music teachers,

might be shared on a part-time basis by two schools. This is being done at the present time between Christ the King Elementary and Christ the King Secondary. In outlying schools it becomes almost essential to get a teacher on staff who has some library training and who also has qualifications for other teaching duties.

9. Industrial Education

The Committee would agree that it is reasonable to make an assessment of the industrial education program in the senior secondary schools. It must be remembered that, to make a reasonable comparison, assessments would have to be made of other programs in the school, including academic programs, at the same time.

Perhaps it is premature to offer alternatives to the academic program before the existing programs are assessed. It would appear that a previous attempt at a program of out-of-school work experience in the Whitehorse area (the occupational program) was not too successful and was abandoned. The limited nature of opportunities in the Yukon for untrained and young persons inhibits the educational value of part-time work.

The argument advanced that time spent in industrial education might well be spent by Indian pupils in learning crafts which would enable them to live in their own villages has some very sound points. In many of the smaller schools it would be quite possible to teach in the school classroom to both boys and girls some aspects of the skills necessary in maintaining a traditional way of life and to supplement these classroom sessions with outside work in the immediate vicinity. A program so developed could be very practical.

V. 10 Community on Education recommends:

- a. That periodic assessment be made of the value of various programs or courses offered at the senior secondary level with a view to determining whether they should be continued.

discontinued, or replaced. It is suggested that this never be done without first determining the criteria to be used in the assessment;

- b. That the Department of Education determine the practicability of introducing a program of skills necessary for maintaining the traditional Indian way of life.

It is suggested that this course would be fundamental in outlying areas where there are secondary schools, as an alternative to either the industrial education program in the junior secondary grades or the industrial program in the senior secondary grades. The program would draw its content from both the industrial education and home economics fields and would treat not only the skills used on the trail but those used in the camp and home.

It is also suggested that where a conventional industrial education or home economics program is taught that there should be considerable emphasis in those communities on the proper use of equipment and materials commonly found in them, rather than presenting more sophisticated approaches that the children are unlikely to experience in their own homes. Industrial education and home economics should be practical subjects within the environment in which they are taught.

10. Native Languages and Culture

The Committee on Education feels that there is a place in the curriculum for studies of the culture, values and customs of the Yukon Indians. It also feels that any teacher with Indian pupils in their class must recognize the differences in the pupil's behavior and performance derived from differences in cultures and values. This calls for a high degree of professional understanding on the part of teachers. The Committee is also concerned with the building of the self-confidence and self-pride of the Indian student and is in favour of any reasonable means of accomplishing that end.

The suggestion that the Department of Education provide funds

to the Yukon Native Brotherhood for this purpose seems to be contrary to the normal functions of the Department. It would seem that if the Yukon Native Brotherhood wishes to make contributions towards Indian oriented curriculum this is part of its function, but the building of curricula to use in the schools and the preparation of materials must remain with the Department of Education. If the Department of Indian Affairs and Northern Development wishes to provide funds to the Yukon Native Brotherhood for educational purposes, that is its prerogative; but funds provided to the Department of Education must be administered by the Department of Education.

It would be expected that in the normal course of events the Department of Education and the Yukon Native Brotherhood, sharing mutual concern in the education of Indian children, would share their knowledge and would meet as required to discuss problems of mutual concern. The details of such arrangements should be left to the Department and the Yukon Native Brotherhood.

The use of native Indians as resource people in all matters of Indian education is not only desirable but essential.

V.11 The Committee on Education recommends:

- a. That the Department of Education provide at various grade levels, courses that would serve to extend knowledge in Indian culture, values and customs;
- b. That these courses be developed by making use of all materials that are available through native Indian sources;
- c. That full use be made of native Indians as resource people in both preparing and presenting such courses.

V.12 The Committee on Education recommends:

- a. That teachers with Indian pupils in their class recognize the differences in behavior and performance deriving from the differences in cultures and values and avoid forcing unrealistic standards on these pupils;
- b. That every opportunity be taken from the earliest grade to build the self-confidence and self-pride of the Indian student;

- c. That the Department of Education should prepare a curriculum supplement for the use of teachers of Indian children in the Yukon.

V.13 The Committee on Education recommends:

- a. That representatives of the Department of Education hold regular meetings with representatives of the Yukon Native Brotherhood at which matters of mutual concern may be discussed;
- b. That the Department of Education use the resources of the Yukon Native Brotherhood and the Yukon Association of Non-Status Indians when working on the preparation of materials for education of Yukon native children.

It is suggested that the Department of Education in all of the above make full use of all resources available to it but that it particularly obtain as much input as possible from the native Indians and the Indian Associations in the Yukon. It is suggested particularly that they seek the advice and assistance of the Yukon Native Brotherhood and the Yukon Association of Non-Status Indians.

11. Languages

It is significant that in spite of the emphasis placed on the teaching of French as a second language in Yukon elementary schools there are a number of schools in which it is not being taught. It is also significant that recent statistics show that in the Yukon only 2.45% of the people of the Territory report French as their mother tongue.

There is some very capable teaching of French in Yukon elementary schools and there has been extensive work done on a Yukon curriculum in that field. The Committee recognizes the importance of bilingualism in Canada but questions to some degree the permanent effects on bilingualism of compulsory teaching of French in a milieu where 15,345 people claim English and only 450 claim French as their mother tongues.

V.14 The Committee on Education recommends:

- a. That French continue to be offered in the elementary grades as an optional subject but only in those schools where

competent teachers with a bilingual background are available. This program should be offered no earlier than Grade 3 and should not be available to children who are having great difficulty with English at the elementary level;

- b. That the teaching of French at the secondary levels continue as is outlined in the existing program of study.

Because the first language to be used in the schools is English it is most important that students concentrate on gaining a command of English. French should be taught by oral-aural methods at the elementary level in as informal a manner as possible. Short periods frequently offered are better than concentrations of long periods widely separated. At present French becomes compulsory at the Grade 8 level for the majority of students and is available on an optional basis after that grade. Other secondary modern languages must depend on the demand for them and on the availability of teachers.

V.15 The Committee on Education recommends:

- a. That courses in Yukon Indian languages be available in the elementary school curriculum in lieu of courses in French to those pupils desiring to take them, provided that arrangements can be made to obtain suitable teachers;
- b. That the Department of Education give serious consideration to any request from an Indian Education Committee for instruction of Kindergarten and primary children in the language of the local Indian Band to find out whether it is a practical solution;
- c. That, at the secondary level, elective courses in native Indian languages be made available.

It is suggested that it is quite logical to offer native Indian languages in lieu of another second language at the elementary level.

As a majority of native Indian children in the Yukon speak English when they come to school, the possibility of instruction of normal work in anything but English seems remote.

At the secondary level, offering courses in native Indian languages as electives is recommended. It is to be noted, however, that these languages,

essentially spoken rather than written, do not include any extensive study of literature and therefore should not be expected to require the same amount of time as a second language which includes a written literature.

12. Reporting, Promotion and Grading

The present provisions in school regulations provide for individualized programming and promotion and also provide for adequate reporting and parent consultation.

V.16 The Committee on Education recommends:

That the Department of Education issue guidelines to teachers on the matter of reporting, promotion and grading, and that parents be made acquainted with these guidelines.

13. Motivation

The Committee on Education is not prepared to advance any positive recommendations in regard to this general question. It has already made recommendations with regard to certain specifics. Students are obviously motivated to a high degree by their own immediate interests and it is a truism that any program which captures their interest will fulfill this purpose. It is important, however, that the interest be of lasting value rather than the purely transitory curiosity so characteristic of childhood. School retention is dependent on a much deeper intellectual and emotional involvement than any passing interest. Any real research into this general matter becomes a study of major proportions since it involves an isolation of factors calling for the skills of a trained research worker.

14. Alcohol and Drug Education

There are two matters here: alcohol and drug education within the schools is one; alcohol and drug education in general is the other.

In September, 1972, the new program in Human Life Sciences makes available education in this field from Grade 1 to Grade 7. Information is already made available to students at the secondary level. Any program

within the general Indian community becomes very definitely the responsibility of Health Services. The Committee on Education therefore commends to Health Services the suggestion that a program be instituted by Indians in their own communities. This idea seems sound.

15. Primary and Elementary Education

The Committee is unaware of any evidence that high school drop-outs are due to inadequacies in teaching of the primary grades. Teaching is a continuous process and a weakness at any stage of the process will lead to undesirable results.

The Committee would agree that major experimentation by teachers in classrooms with curricula should occur only after preparation of parents through discussion with them.

V.17 The Committee on Education recommends:

That the Department of Education keep in close contact with classroom procedures in all schools to ensure that they are educationally sound.

It is suggested that before any radical changes occur at the classroom level these be thoroughly discussed with the principal and the Citizens' School Committee.

16. School Counselling

Counselling is an essential part of school services, especially important in the face of the number of complex educational paths open to students. The only counselling services officially offered at present in the Yukon schools are at the senior secondary level and these are limited. There are no services available in any of the four outlying senior secondary schools or for the mass of elementary pupils.

Secondary school counselling can be done on either a full-time service or on a part-time basis by a teacher-counsellor. There are arguments advanced on behalf of either method. Approximately 400 secondary pupils should take the time of one full-time or two half-time counsellors.

Counsellors should have specific training in that field as well as teaching experience.

In the outlying schools it becomes extremely difficult to provide counselling services. None of the secondary schools have the population that makes it viable to attach a counsellor to their school. The task in these cases must fall heavily on the principal who should therefore have some measure of counselling training. He should be familiar with at least the educational aspects of counselling, that is, the programs available to his youngsters. He should be able to obtain additional help from the counselling staff of the major senior secondary schools.

Counselling at the elementary level does not involve as much direct case counselling. What it does involve is consultation in specific cases with principals, families, and outside authorities. The scattered population of the Yukon makes this extremely difficult. Perhaps an educational psychologist could perform a large portion of this function.

The presence of relatively large numbers of pupils of Indian background in the Yukon schools is a significant feature. It is quite true that these pupils require a degree of personal counselling which cannot be given by those who have no intimate understanding of their home life. This means that the best that can be done at the present time is to take a native Indian who has at least completed Grade 12 and give him a type of in-service training under the direction of existing counselling staff.

V.18 The Committee on Education recommends:

- a. That for every 200 secondary school pupils there be a half-time counsellor employed on the school staff concerned and that, in the outlying secondary schools, at least one member of the staff should have some background or training in counselling;
- b. That, where a school enrolls a significant number of Indian students at the secondary level, the services of a suitable person of Indian background be employed to act as a liaison officer to offer some measure of specific counselling service to these students;

- c. That the Department of Education make a study of what may be necessary to provide counselling for elementary school students in the Territory.

It is suggested that school counsellors in schools with 200 or more pupils be counted as part of the teaching staff for purposes of allocations of instructional staff; in other words, that counselling services be a part of instructional services. There may be some need for slight modification of the teacher-pupil ratio in those schools where the number of pupils is relatively small.

It is suggested that, as a first step, any appointment of Indian counsellors be on the basis of one in the Whitehorse area, attached to the F.H. Collins school, and one to counsel Indian pupils in attendance at the major secondary schools outside Whitehorse. Experience should show whether this will be adequate.

The provision of elementary school counselling should await the study by the Department of Education.

VI: Special Education Needs of Yukon Indians.

Since most aspects of this topic have been covered in other portions of the report this Chapter will recapitulate the various requests or suggestions made and not necessarily deal with them separately.

A. What the Briefs have Requested

1. Communications

Except for the first recommendation below, one which has already been implemented by the Department of Indian Affairs and Northern Development, the others suggest better communication between the various bodies concerned with the education of Indians.

"That resources be made available which will enable the Yukon Native Brotherhood to seek and to employ an Education Consultant with the best possible qualifications. His salary must be equal to that of a Superintendent of Education and he must be employed not later than July 1st, 1972". (Y 3)

"That two-way communication channels be fostered between parents, teachers and students, between Yukon Native organizations, and between the Yukon Native Brotherhood and the Governments of Canada and Yukon Territory." (Y 3)

"There should be a better chance for communications between students, parents and teachers, between the various Yukon Native groups and between all native people and the Federal and Territorial government." (D 1)

"Programs must be started which will give native adults an understanding of student education." (D 1)

"That adult Indians be informed as to educational aims, methods and institutions through regular periods of instruction offered in homes or Indian meeting places." (Y 3)

"That home-School Co-ordinators, who are natives should be appointed in areas where this is desirable with the same requirements as for school counsellors stated above. Such native Home-School Co-ordinators will act as a bridge or liaison between the Indian parents and the schools and will co-ordinate the feelings, problems, and needs of both village and school in the path towards a settlement or satisfaction." (Y 13)

2. Kindergartens

For the sake of unity, these recommendations are included here, although discussed elsewhere in this Report.

"That kindergartens be made available wherever there is a group of not less than five children in the three to five year age group. That Indian

Parent Committees be made responsible for all matters relating to location, instructor selection, program and operation of kindergartens." (Y 3)

"Child Care Centres would provide Kindergarten and child care for children of working parents." (D 1)

"The ideal is to have an Indian teacher for this most important stage of the child's education to bridge the cultural gap. If this is not feasible the next best thing is a teacher advisor who must be native and have equal authority as the teacher and more authority than a Teacher Aide to avoid stifling of her views by the teacher." (Y 13)

"We would recommend also that the Kindergarten Program be independent of the Department of Education School System and not be an integral part of the Department of Education." (Y 13)

"We urge that Indian Education Committees be made responsible for the operation of Kindergartens by delegation of authority and that they be given responsibility for the location, maintenance of buildings, programs, curriculum content and selection of staff. We recommend also that Kindergarten be made available wherever there is a group of not less than five children in the 3 to 5 year age group and that transportation where necessary be provided for these very young children." (Y 13)

3. Teachers

Although the recommendations below are discussed elsewhere, they are placed here for the sake of unity.

"That the necessary encouragement and assistance be extended to ensure employment of native people as teachers, counsellors, temporary teaching aides and kindergarten instructors in Yukon." (Y 3)

"With the surplus of teachers, it would not be asking teachers to specialize in order to teach Indian students." (WL 2)

"Natives must be encouraged and helped in every possible way to look and to get employment as teachers, counsellors and possibly teacher's aides, in the Yukon Educational system." (D 1)

"Teachers must be educated about the cultural and social backgrounds of native people." (D 1)

"that Indian persons of Grade 12 standing who have potential should be appointed as teachers at the elementary level for an interim period."

"that where the appointment of such Indian teachers are unfeasible Indian teacher aides should be appointed especially for the first year of school to bridge the cultural and language gap."

"that 100 Indian students of Grade 10, 11 or 12 standing be selected and placed in a special four or five year teacher-training program to eliminate the shortage of Indian teachers as was done in the Northwest Territories Teacher Training Program." (Y 13)

"It was recommended that counsellors of Indian ancestry be made available to the students in the school." (M 1)

4. Group Homes and Removal of Children

The following recommendations are concerned with the problems of Indian children taken out of their villages, to be sent to school elsewhere.

"That resources be made available which would enable certain group homes to be planned, designed, constructed and operated by Indian people." (Y 13)

"In the cases where home care, shelter, boarding and lodging is genuinely necessary, we urge that Group Homes be built by the Department of Education centrally in each village and operated by Indian couples so that the child could attend the same school in his village or his friends and relatives as well as not being alienated from his Indian world and ways. The concept of this kind of home derives directly from Indian culture and if allowed to take form would contribute to a healthy Indian community." (Y 13)

"We also urge that some homes are built as soon as possible to avoid the destructive elements the Residences as Yukon Hall and Lower Post bring upon the personality of our children. Until such homes be built we add that no child be taken away by a Welfare Worker or Indian Affairs Counsellor without the written consent of parents approval or the Yukon Native Brotherhood." (Y 13)

5. Special Curriculum for Indians

The following recommendations have been dealt with in another part of the Report but are repeated here for unity:

"That education of native students be made more meaningful and relevant to our needs." (Y 3)

"There should be a special curriculum for Indian students. This curriculum should have much art work for them since they are good at it." (WL 2)

"Education of native students must be made more meaningful and relevant to their needs." (D 1)

"That the Department of Education provide funds to the Yukon Native Brotherhood to develop together with local Indian parents, school committess and bands, an Indian-oriented curriculum which will be presented in the form of a curriculum supplement to the Department of Education for the use of teachers of Indian children in the Yukon." (Y 13)

6. Indian History, Language and Culture

Although the following recommendations have been discussed elsewhere, they are repeated here for the sake of unity:

"That education programs be changed to allow for revival and re-establishment of Indian languages and for true picture of Indian history, culture and contribution to the modern world." (Y 3)

"Native language courses in the classroom must not take second place to other conventional language courses. It is resolved that steps be taken by the Territorial Government and the Federal Government to intensify the incorporation of native Indian language courses into the curriculum by recommending that the time allotted for native Indian language instruction be comparable and equal in credits to the time and credits afforded for second language courses." (W 5)

"Education must be changed to include courses designed to revive and re-establish native languages and cultures, and to provide all interested people an opportunity to learn about the true Indian heritage." (D 1)

"that the language of instruction at the pre-school level and up to the first and second year of primary school should be in the language of the local tribe in areas where this is desirable and where the local tribe wishes this innovation. English should then be gradually introduced through the pre-school and primary period and our courses closely linked to the local Indian culture continue to be taught in the local language throughout the primary years." (Y 13)

"that all curriculum in the Department of Education program be revised to include courses in Indian culture, values, customs, languages, arts and crafts, music, handicrafts as the fundamental basis of content which will maintain the balance and relevancy between academic/skill subjects; that teachers recognize Indian culture and values as affecting their thinking habits and attitudes in determining the behavior or performance of Indian pupils instead of making false assumptions based on the non-Indian standards." (Y 13)

"that the curriculum also include substantially more courses in Indian history including Indian contributions to Canadian development in the economy, in science, medicine, politics, agriculture, exploration, literature and discovery with a view to building his self-confidence and a pride in the Indian heritage." (Y 13)

7. Alcohol and Drug Education

The following recommendations have been discussed elsewhere but are repeated here for the sake of unity:

"That alcohol and drug education programs designed and controlled by native people be started immediately." (Y 3)

"Alcohol and drug education programs must be started immediately." (D 1)

"There is immediate need for an education program designed and operated by Indians to counteract this undesirable habit. We hope that funds will be provided by the Department of Education to provide this kind of education." (Y 13)

8. Outdoor Education

The following recommendations have been discussed elsewhere but are included here for the sake of unity:

"In an Outdoor Education program, I am convinced that Indian children, because of their much greater experience in the outdoors, would achieve better results than the more urban child. To be better in a subject would build a self-confidence in the individual child and a peer group pride in the Indian heritage." (W 10)

"That federal funds be provided under a Federal-Territorial agreement as in New Brunswick for outdoor education whereby Indian pupils of certain areas can spend two or three months of the school year in a local camp planned and organized by the Indian Band Council and employing Indian trappers, craftsmen or skilled "outdoorsman" as resource people to train their children for life, leadership, self-responsibility and survival in their own community. The teacher can correlate this outdoor education program with Science and Social Studies pertaining to animal life, plant life, conservation, geology, art as painting, carving, basketry, modelling, recreation as canoeing, hiking, snowshoeing, camping, horse care, etc., and also use the outdoor environment for experiences in creative writing." (Y13)

9. Industrial Education

The recommendations below are discussed elsewhere but are included here for the sake of unity:

"Our children must be taught to trap, hunt, and make a living in their own village in case they could not get a job in the city." (D 1)

"that the non-cultural aspect of the curriculum should emphasize in a greater way a two-fold kind of education making provision for fitting the child for life in his own village and in the dominant society utilizing the best of both cultures. The curriculum must aid in the discovery of a positive self image and also arm him with the skills that will survive in modern society. This, in addition to academic or industrial skills, Indian students should be taught trapping, hunting, tanning moose hide, beadwork, leather crafts, canning, and how to make a living from the land or from the resources of the local area." (Y 13)

10. Textbooks

Although previously discussed, these recommendations are included for the sake of unity:

"That all recorded material which portrays negative aspects of Indian history and culture, unless based on proven facts, be removed from all Yukon schools." (Y 3)

"All recorded material which depicts native cultures and history incorrectly must be removed from all Yukon schools." (D 1)

"that the present regulations requiring the approval of the Superintendent of Education to approve all textbooks, reference books, and apparatus used in schools be changed to provide flexibility for the teacher to use texts and material suitable to the local, environmental, linguistic and cultural needs of her pupils." (Y 13)

"that all textbooks or other teaching matter that are biased, negative, inaccurate in reference to Indian culture and history or offensive in any way to Indian pupils be removed from the curriculum." (Y 13)

11. Retention of Pupils

The following are recommendations regarding the high rate of Indian drop-outs:

"Action must be taken to prevent native students from dropping out." (D 1)

"That Indian students receive much more encouragement to stay in school." (Y 3)

12. Educational Requirements for Employment

The following recommendations suggest that educational requirements for employment are unrealistic in the Civil Service:

"That the federal and Territorial governments change their hiring policies immediately and place Indians in employment in all Departments and at all levels of responsibility." (Y 3)

"Many unrealistic educational requirements which prevent native people from getting certain jobs with the government of the Yukon Territory must be changed." (D 1)

13. Participation of Indians in Educational Affairs

The following recommendations are designed to guarantee Indian representation on school committees:

"An Indian person should be on the School Board or Education Committee." (D 1)

"We would recommend the establishment of an Education Committee on each village with delegation of authority to assist in local curriculum planning, selection of teachers, problems of discipline, attendance, provision of school facilities and other general problems." (Y 13)

"We would further add that if the new School Ordinance makes provision for the establishment of School Boards, that there be ample Indian representation on each School Board in proportion to the number of pupils attending the school or schools of each area. Requirements of qualifying as candidates for such School Boards should be as simple as possible so that Indian persons may qualify without having to be a landowner, a proprietor, etc. Where such School Board comes into existence the Indian School Committee should share in the responsibility of the Education provided by the School District and should work very closely with the Board." (Y 13)

14. Adult Education

Although adult education is to be discussed in a later chapter, these comments are included here for the sake of unity:

"Certain vocational and educational courses should be conducted in centres operated by native people." (D 1)

"If our people are to make changes to their simple ways and follow a path into a stream of the dominant society, all must receive education to bring them up to equal standard by a mastery of the basic skills in language, arts, reading and mathematics. We, therefore, recommend Adult programs of many kinds; academic programs, arts and crafts, cultural programs, industrial, homemakers courses, sewing, cooking, etc., carried out under the control and direction of the Yukon Native Brotherhood, working together with the Education Committee and local Bands. To achieve this end we recommend that funds be provided for this purpose to the Yukon Native Brotherhood." (Y 13)

15. Vocational Education

Although vocational education will be discussed in a later chapter, these recommendations are included for the sake of unity:

"Something is wrong with vocational education in the Yukon judging from the amount of Indian drop-outs who have returned to our villages. We believe that motivation and incentive are necessary tools for encouraging Indian students to further their education. If Indian pupils are sure that they will obtain the job of their choice they will be motivated and will complete their courses. So many times they are turned away by employers who complain they are not trained to necessary standards. Vocational schools must therefore be prepared to enter into cooperative arrangements with employers so boys and girls will have an opportunity to gain experience in commercial employment while still having official connection with the school. In this way the school can place emphasis on helping the pupil to acquire the necessary fundamental skills whilst getting him a job where he can apply these skills in his occupation. Schools should also make a survey of economic opportunities for pupils and plan industrial training to meet these ends for too often Vocational Schools trained pupils for jobs that no longer existed at the completion of their training. When Indian students are truly convinced that jobs will be offered to them in the field of education, social work, law enforcement, industry, business, etc., and that their needs will be met at Vocational Schools they will cease being frustrated and have the perseverance to complete their Vocational education." (Y 13)

"To meet the cultural and special remedial needs of Indian pupils it will be necessary to operate courses separate from the regular vocational school program. We therefore recommend the establishment of a school with a program geared to the fulfillment of needs of Indian students and administered by Indian persons." (Y 13)

16. Religion

The following recommendation was made on religion:

"Religion should be a matter of personal decision by parents or local Bands as to what religion they wish to follow and any discussion as to implementation must be with the parents and local Band concerned instead of with a minister or priest of any denomination." (Y 13)

17. Miscellaneous Recommendations

The following recommendations were difficult to classify:

"that a native person be appointed to the Department of Education for the purpose of coordinating the production and distribution of Indian oriented materials for Yukon schools with the Yukon Native Brotherhood." (Y 13)

"that bursaries covering the costs of boarding, lodging, tuition fees, etc., be awarded to Indian pupils who are talented in the arts, or other academic fields." (Y 13)

"that the Territorial government enter into an agreement with the Federal government as was done in New Brunswick whereby Federal funds on a per capita basis are provided to the Territorial government for the provision of ancillary services and programs to preserve the identity and culture of Indians residing in the province. The Government of Canada has the sole legal responsibility in all matters relating to Indians and since this educational responsibility has been transferred to the Yukon Department of Education, Federal funds spent in Federal schools to attempt to equate the Indian children economic state by provision of books and other materials and for the provision of special educational programs and school construction, cannot reach Indian pupils in Territorial schools without this agreement. We therefore urge the Department of Education to enter into this kind of contract as soon as feasible so that the Federal government could provide money needed for school construction or addition, tuition fees, in-service training, special courses for teachers of Indian children, employment of teacher aides, resource material, hiring of resource Indian people, and school books for Indian pupils whose parents cannot afford it (as is provided in Federal schools for Indian pupils all across Canada)." (Y 13)

"that funds be provided to the Yukon Native Brotherhood from such Federal funds for purchasing, researching, writing, production and publication of textbooks and other curricular materials relevant to the local experiences of Indian children and suitable to local cultural, linguistic, social and educational needs. In addition, such funds can be provided for Indian education Workshops, Indian Teachers Courses and for establishment of a Resource Centre." (Y 13)

B: What the Committee on Education Recommends

The vast majority of the recommendations made in the following briefs have either been discussed or will be discussed in other parts of the Report. It was felt however that, because this is one of the more important topics, the recommendations advanced in the briefs should be viewed together. Reference will be made to other portions of this Report where specific recommendations will be considered.

Recommendations made by the Committee on Education are made on the assumption that funds will be forthcoming to provide the additional services necessary. These funds inevitably must come from the Department of Indian Affairs and Northern Development. The principle involved is this. If the services are provided in other Territories and in the Provinces of Canada at D.I.A.N.D.'s expense, then they should be supplied in the Yukon. If they are not supplied elsewhere then it can scarcely be expected that they will be supplied here.

1. Communications

If some of the recommendations elsewhere in this Report are implemented it will have the effect of improving communications between the various groups. The multiplicity of intermediary agencies, however, does not necessarily bring the desired end of more understanding. There must be a will to understand. Schools have the responsibility to bring to parents, whether Indian or white, a knowledge of what is going on within the educational system. This is best brought about by direct communication between the school and the home, through counselling, through home visits and through parent nights. If there must be interpretation of school to home or home to school through an intermediary, this should be kept to a minimum.

The suggestion that programs must be started that will give adults an understanding of the students' education is excellent.

Individual school staffs should arrange with the Indian Band Councils or Indian Education Committees meetings for doing exactly that. It cannot be done by the school alone nor by the Band alone.

The appointment of home-school coordinators is probably also a good idea. There is a possibility that this position could and should be consolidated with that of Special Indian Education Counsellor.

VI.1 The Committee on Education recommends:

- a. That any school with a significant number of Indian pupils take positive steps by all means in its power to cooperate with the Indian Education Committee in keeping parents informed of the aims, content and methods being followed in the school;
- b. That where Indian counsellors are appointed, they be expected to carry out the liaison duties outlined for Indian Home-School Coordinators.

It is suggested that when native Indian Counsellors are appointed care be taken to appoint persons respected in the particular Indian community with which they may be concerned.

2. Kindergartens

The recommendations under this heading will be discussed in Chapter X of this Report.

3. Teachers

The recommendations under this heading will be discussed in Chapter IX of this Report.

4. Group Homes and Removal of Children

It is the stated policy of the Department of Education to operate in each community schools to as high a grade level as educationally and economically feasible. The only children for whose removal from their homes the Department must take responsibility are those who have proceeded to as high a grade level as possible in their own community and must go elsewhere to continue their education. In this latter case the Department

provides either an allowance toward the board of the child or student-hostel accommodation under supervision.

Children of Indian status come under direct jurisdiction of the Department of Indian Affairs and Northern Development, a Federal Department. The Department of Education, which is a Territorial Government Department has no jurisdiction over the housing of these children. It undertakes the education of the children where they are, be it at home or in a hostel. There is, therefore, no reason for the Department of Education to build a group home in any village. This whole matter of removal of children from their homes for social welfare reasons should be taken up by the Yukon Native Brotherhood with the Department of Indian Affairs and Northern Development.

5. Special Curricula for Indians

The recommendations under this heading have been discussed in Chapter V of this Report.

6. Indian History, Language and Culture

The recommendations under this heading have been discussed in Chapter V of this Report.

7. Alcohol and Drug Education

The recommendations under this heading have been discussed in Chapter V of this Report.

8. Outdoor Education

The recommendations under this heading have been discussed in Chapter V of this Report.

9. Industrial Education

The recommendations under this heading have been discussed in Chapter V of this Report.

10. Textbooks

The recommendations under this heading have been discussed in Chapter V of this Report.

11. Retention of Pupils

There are no direct statistics on the retention of Indian pupils in Yukon schools. It was not until 1963 that the Territorial schools undertook the education of all Indian children. As it keeps no record of racial origins of pupils, the Department of Education maintains no separate statistics on the retention of those pupils as compared with the retention of white pupils. Some incomplete data obtained through annual reports of the Yukon Indian Agency would tend to show a marked increase in absolute enrollment from 1963 to 1972 and would therefore imply greater retention. Those pupils of Indian status form approximately 23% of the total school population.

Incidentally, it might be of interest to note that retention in the Yukon schools lags considerably behind other provinces of Canada. Although there are no accurate figures available it would appear that fewer than 1 out of every 2 pupils who enters elementary school is still in school in the Grade 12 year. Drop-outs would appear to be heaviest in the three upper grades.

The Committee on Education has no panacea to offer in respect of children dropping out from school. The factors governing drop-outs are many in number and merely to speculate as to causes is not a profitable occupation. A much more scientific research study of the problem should be made. It would appear as if in the Yukon the factors may differ to a degree from those found elsewhere.

VI.2 The Committee on Education recommends:

That the Department of Education make a serious study of the actual drop-outs in the Yukon and the factors leading to them, with specific reference to the drop-outs of native Indian children.

It is suggested that it is equally important that the factors governing retention (as opposed to drop-outs) be studied closely. If it

is true that the retention of Indian pupils is greater now than it was in 1963, which seems to be the case, then the reason for this should be explored with a view to strengthening the factors leading to it.

12. Educational Requirements for Employment

The Committee on Education is in no position to assess whether or not the requirements for employment with the Government or with private industry are realistic or not.

13. Participation of Indians in Educational Affairs

Although this matter has been discussed in Chapter II the Committee wishes to add the following comment.

Indians are at present eligible to undertake any of the duties of citizens in the Yukon Territory, including membership on Advisory Committees or other committees dealing with school affairs. Participation is an individual matter with Indians as it is with any other citizen.

The Committee on Education therefore suggests that there is ample provision under present conditions for Indian representation on education committees. Indian Education Committees should encourage persons to stand for office. In the event that school boards are established in the future, land ownership should not be a qualification for holding office.

14. Adult Education

The recommendations under this heading have been discussed in Chapter VIII of this Report.

15. Vocational Education

The recommendations under this heading have been discussed in Chapter VIII of this Report.

16. Religion

The recommendations under this heading have been discussed in Chapter XI of this Report.

17. Miscellaneous Recommendations

The recommendations under this heading have been discussed largely in Chapters III and V. The following are additional comments.

The first recommendation under this heading would seem to need no further implementation, as the Department of Education has already appointed a Supervisor of Native Curricula.

The Department of Education is not in a position to make special bursaries available for special segments of the population. It already has a system of grants and bursaries authorized for all Yukon residents who qualify for them. These cover persons proceeding to post-secondary education either in academic or technical fields.

At present the Federal Government assists in financing education in the Yukon through the Yukon Department of Education. The Federal contribution is based on the total budget of the Department of Education, not on specific grants toward Indian education. The situation is quite different from that in the provinces, where grants are paid on behalf of the education of Indians attending public schools. The Department of Indian Affairs and Northern Development still makes contributions toward special costs of education of individual Indian pupils in the Yukon. These are made direct, not to the Territory. Indian pupils have received board, travelling expenses, etc., through this source. The Committee on Education believes that this is the way this matter should be handled.

VII: Special Education

A. What the Briefs Have Requested1. General Problems in Special Education

The following recommendations are those applying to all forms of special education:

"That greater priority be given to special education, particularly through the more efficient use of existing educational facilities. A qualified consultant to the teachers would be a key to the success of this approach." (Y 6)

"Facilities be provided separate from present schools for handicapped children. More training for teachers in this area required." (WL 3)

"We recommend that: The primary role of the special education supervisor be to increase the skill and understanding of the classroom teacher so that she can more adequately meet the needs of children with learning problems.

That services be established to provide educational assessment services and to coordinate the supportive services provided to the classroom teacher." (Y 8)

2. Educational Psychologist

The recommendation that an educational psychologist be employed came originally from the Northern Health Services - Yukon Zone, and is endorsed directly by two other briefs. This recommendation must be viewed also in the light of other briefs in special education.

"Recommendations

1. That the Department of Education create a position for an educational psychologist under the supervision of the Supervisor of Special Education to perform the duties of psycho-educational diagnosis, educational evaluation, remediation, counselling consultation to teachers, staff training and consultation to the administration on matters of program and curriculum development.
2. That the minimum qualifications for the incumbent be set at the Master of Education degree.
3. That the educational psychologist consult in schools throughout the Territory on a regular basis.
4. That the activities of the educational psychologist be coordinated with those of the Zone Psychologist so as to provide a cooperative framework between the Departments of Health and Education in dealing with students presenting with educational and psychological disorders." (Y 5)

"That the Department of Education employ a full time Educational Psychologist to assist the Supervisor of Special Education in assessing the special

education needs of the Territory and in developing appropriate programs for the educationally handicapped who cannot learn in the regular classroom setting." (Y 6)

"We understand the Department of Education has created the new position of "Supervisor of Special Education" for 1972-73. We feel that perhaps an Education Psychologist would complete the team" (Y 10)

3. Education of the Mentally Retarded

The following are among the recommendations of the Association for Mentally Retarded Children:

2. That school readiness and psychological evaluations be done at the kindergarten level so as to ensure the early discovery of retarded children who might not otherwise be recognized as such until their second, third, or even fourth year of school.
3. That the Department of Education continue in its generous support of the Yukon Association for Retarded Children and assist and encourage its further development.
4. That a program be established under the direction of the Supervisor of Special Education for the early diagnosis of psycho-educational programs, particularly mental retardation and that this program be coordinated with the existing programs of the Department of National Health and Welfare.
5. That the curriculum be made more flexible so as to meet the needs of the mildly retarded within the regular classroom. It is recommended that where possible the special education students be integrated into the regular classes in areas where they are particularly advanced.
6. That continuity be ensured in the program for the educable retarded from the time they enter school until graduation. At the moment there is a particular difficulty for children leaving the elementary school and entering the high school environment and going from a more permissive, individual program to the formal instructional setting.
7. That curricula be developed for the special academic and vocational needs of the retarded adolescent.
8. That the present very costly practice of sending retarded children "outside" for educational services be discouraged and the development of local resources be encouraged.
9. That the Department of Education initiate programs to overcome functional retardation due to environmental, socio-economic and cultural factors. The considerable experience with Head Start programs in the United States should provide a good foundation for the development of appropriate programs for the Yukon.
10. That the Department of Education and the Department of Health, Welfare and Rehabilitation cooperate in setting up a work training program for vocationally handicapped adults, especially the mentally retarded.
11. That closer home and school liaison be developed for the special classes so that the efforts of the teachers in these areas can be supplemented and so that there will be a greater appreciation by both the teacher and the parents of the child's particular needs.
12. That the Supervisor of Special Education and the Supervisor of Native Curriculum investigate the special problems of retardation among Indian children. This investigation should be done in cooperation with the Departments of Health, Indian Affairs and Welfare, and more particularly with the Yukon

Native Brotherhood and any other interested Indian individuals or organizations.
 13. That the Department of Education encourage research into the problems of diagnosis of mental retardation and education of the mentally retarded in the Yukon Territory.

4. Education of Children with Learning Disabilities

The following recommendations are concerned with those children who have learning disabilities; i.e., those whose school progress is handicapped through emotional, physical, or other disabilities exclusive of mental retardation:

"That to assist her to work more effectively with children with learning problems, the classroom teacher have the help of consultants both from within the school system and from community services.

That educational authorities avoid setting up or maintaining terminal special classes except for very small numbers of multiply-handicapped or severely retarded children.

We recommend: That classroom organizations be flexible to permit the child with an emotional or learning disorder to receive special instruction or treatment outside of the classroom and return to it at any time as a member in good standing;

That curricula contain programs designed to meet the needs of children with emotional and learning disorders.

This committee recommends also: That education authorities assume responsibility for experimentation with new methods and for evaluation and action research to improve educational programs for children with emotional and learning disorders." (Y 8)

"We also support the continuous development of special services for children with learning disabilities." (Y 10)

5. Remedial Teaching

Although there is overlap in the various briefs on special education, the following recommendations mention particularly remedial education.

"We would like to recommend a systematic approach that would provide at least one remedial reading specialist in each elementary school and remedial reading programs in high school." (Y 10)

"It was recommended that there be a program of remedial teaching established and that the establishment of a remedial teaching program is urgent." (M 1)

"Remedial work with slower students can often be effective by local volunteers." (D 3)

"We therefore urge that the Department of Education seriously consider small pupil-teacher ratios, especially in the primary grades; the use of teacher-aides, and the encouragement of a volunteer program to assist the classroom teacher in remedial work and routine tasks." (Y 8)

B: What the Committee on Education Recommends**1. General Problems in Special Education**

It is true that a greater degree of priority than in the past should be given to special education in the Yukon. It is noted that the Department of Education has recently appointed a Supervisor of Special Education who should be able to advise on a territory-wide approach. Existing facilities are largely in the field of education for the mentally retarded. The present zone psychologist has also done a considerable amount of work in assessing individual cases of learning handicaps. Outside of one school in the Whitehorse area there has been no marked attempt to deal with any form of special education.

It is evident from inquiry that the only form of assessment and diagnostic services that are likely to prove effective are those supplied locally. Inquiries as to the possibility of bringing in an outside assessment team have not proven fruitful.

The suggestion that facilities for handicapped children be provided separate from present schools runs counter to recommendations from authorities in the field at the present time. The only time when facilities should be separate, according to present expert opinion, is when the nature of the handicap is such that a child cannot be treated in the normal classroom. If he requires close custodial treatment or is immobile, special classes or even special institutions may then be necessary.

VII.1 The Committee on Education recommends:

- a. That the Department of Education act on the advice of its own special education consultant after he has had an opportunity to study the local problems and discuss them with other local authorities;

- b. That as soon as possible after the arrival of the special education consultant he make a study of the assessment facilities locally available so that some form of assessment clinic can be set up.

It is suggested that the idea of bringing in a travelling clinic be abandoned. It would appear as if local resources will be almost as complete as those that can be brought in from outside. A visiting clinic would be greatly handicapped by its lack of knowledge of local conditions and by the limited time at its disposal.

It is agreed that primary work in special education must be done by providing classroom teachers with professional services.

2. Educational Psychologist

There seemed unanimous agreement among the groups concerned with special education that an educational psychologist is needed on the staff of the Department of Education. This is an example of another service which primarily belongs to the operation of schools rather than to the operation of a Department of Education. It is the kind of position that one would find on the central staff of a local school district. Because the Territory is geographically large, original duties would primarily be those of psycho-educational diagnosis. The psychologist would work closely with the Supervisor of Special Education and with the psychiatric and psychological zones of the Yukon Health Service. Together these groups would form both a diagnostic clinic and a consultant team which should be the equal of any in an outside area with a comparable school population.

VII.2 The Committee on Education recommends:

That an educational psychologist be appointed to the staff of the Department of Education.

It is suggested that this be a matter of priority. If an educational psychologist is to be appointed it is doubtful that an additional special counsellor can also be justified. Many of the duties normally

undertaken by a special counsellor, such as advising principals on special cases or assisting parents to understand their children's problems, are similar to the duties of an educational psychologist.

3. Education of the Mentally Retarded.

The matter of diagnosis brought up above has already been discussed in this chapter.

If kindergarten is to be closely associated with the school system there would appear to be no reason why evaluation of school readiness and other studies cannot be done at this level.

As far as the Committee on Education is aware, there are only two retarded children that have been sent "outside" and this was done in view of very special circumstances. The Committee does not advise sending children out when another alternative is available.

In an area with a population as small as that of the Territory research into the problems and diagnosis and teaching of the mentally retarded must be limited to action research at the classroom level. It is fairly clear that no major research can be performed as effectively here as in larger jurisdictions.

VII.3 The Committee on Education recommends:

- a. That the present financial arrangements between the Department of Education and the Yukon Association for Mentally Retarded Children be continued, including that for the class mentioned in Whitehorse for trainable mentally retarded children of school age;
- b. That existing classes for the educable retarded be maintained and that the activities of these classes be as closely associated with the rest of the school as possible;
- c. That as many children as possible who have only slight retardation be educated in the regular classroom;
- d. That provision continue to be made in the junior secondary grades for those educable retarded children who attain an age level making it undesirable for them to remain in an elementary school.

It is suggested that the Department of Education continue to study the problems of retardation in the schools, especially as it will now have increased resources for so doing, but that it is impractical and unrealistic to suggest at this time that it initiate a great number of special programs. Any such work done must be dependent upon the initiative of teachers in the regular classrooms working in consultation with the Supervisor of Special Education.

The Committee on Education also suggests that the Department continue through its adult education branch to study means of rehabilitating vocationally handicapped adults. There is already a budgetary appropriation for this purpose.

4. Education of Children with Learning Disabilities

It is expected that the new year will see the setting up of some consultative services for classroom teachers. As far as the Committee is aware there are no terminal special classes within the school system nor is there any recommendation from this Committee that such be set up.

The degree of experimentation, evaluation and action research that can be done in the Yukon is limited by its size. It is assumed that the limited resources available will be used to good advantage. It is inevitable that the Yukon must for some years continue to rely heavily on the results of work undertaken elsewhere.

It is hard to understand what is meant by the suggestion that the curriculum contain programs designed to meet the needs of children with emotional and learning disorders. It is the Committee's understanding that these children do not require any drastic changes in subject matter taught but do require different teaching methods at the classroom level. If the latter is the intent of the brief, the Committee is in agreement.

VII.4 The Committee on Education recommends:

- a. That the classroom teacher be given every help possible by special consultative personnel to meet problems of emotional and learning disorders that he may encounter in pupils;
- b. That the Department of Education encourage groups of teachers to study problems occurring in their own schools and design methods of meeting them.

5. Remedial Teaching

Remedial teaching consists of diagnosing the learning difficulty and then removing it. Although remedial work has probably been most concerned with the field of reading, there are remedial methods that can be applied in any field of learning. Fundamentally, both diagnosis and remedial work function best when applied in the regular classroom.

Most of the elementary schools in the Yukon are far too small to justify a remedial reading specialist. Most authorities would agree that an average enrollment of 500 pupils is necessary to produce enough cases to justify a special group. In general, remedial work is required by pupils who, for one reason or another, have fallen behind in their work by failing to have grasped a concept at the time of its teaching.

Most classes in the Yukon involve relatively small pupil-teacher ratios. Last year the largest elementary class reported in Whitehorse, where the largest classes occur, at any one time was thirty-four pupils and the average was about twenty-six. The largest Grade 1 class was twenty-eight and the average, twenty-four. Actual pupil-teacher ratios were much lower as these figures did not include all instructional staff. When it is considered that remedial classes in large centres usually involve from fifteen to twenty pupils, the request that pupil-teacher ratios in regular classes be still further reduced does not seem reasonable.

On the staff of several schools are people with remedial training.

It is suggested that the abilities of these teachers should be utilized to a greater extent through in-service training of others.

The suggestion that volunteer aides might assist is very good. Unless the volunteer aide has special training, however, he will do his best work by helping in routine tasks with normal pupils, thus allowing the classroom teacher time for individual remedial work.

VII.5 The Committee on Education recommends:

- a. That in centres where there are teachers with training in remedial work their talents be used to assist regular classroom teachers to learn something of remedial procedures;
- b. That the use of volunteer aides be encouraged so that these aides may relieve the classroom teacher of some routine tasks and enable her to devote more individual attention to those pupils requiring it;
- c. That the Department of Education investigate the need for a program of remedial teaching in any school where such a need is reported by principals and determine what practical steps can be taken to meet it.

The Committee notes that there is a remedial reading program actually established in the F.H. Collins Secondary School.

VIII: Vocational and Adult Education

A. What the Briefs Have Requested1. Apprenticeship Training

The only brief submitted on this was by two individuals, one of whom has just concluded his apprenticeship:

"that there be a planned program of on-the-job training and an inspector qualified to ensure that there are not abuses of this program by the employer or the apprentice.

that, because of the extensive use of the facilities of British Columbia, the completion of apprenticeship training be the British Columbia inter-provincial examination." (W 13)

2. Vocational Education

The only suggestion that was made in written form was the following:

"Something is wrong with Vocational Education in the Yukon judging from the amount of Indian drop-outs who have returned to our villages. We believe that motivation and incentive are necessary tools for encouraging Indian students to further their education. If Indian pupils are sure that they will obtain the job of their choice they will be motivated and will complete their courses. So many times they are turned away by employers who complain they are not trained to necessary standards. Vocational schools must therefore be prepared to enter into cooperative arrangements with employers so boys and girls will have an opportunity to gain experience in commercial employment while still having official connection with the school. In this way the school can place emphasis on helping the pupil to acquire the necessary fundamental skills whilst getting him a job where he can apply these skills in his occupation. Schools should also make a survey of economic opportunities for pupils and plan industrial training to meet these ends for too often Vocational Schools trained pupils for jobs that no longer existed at the completion of their training. When Indian students are truly convinced that jobs will be offered to them in the field of education, social work, law enforcement, industry, business, etc., and that their needs will be met at Vocational Schools, they will cease being frustrated and have the perseverance to complete their Vocational education.

To meet the cultural and special remedial needs of Indian pupils it will be necessary to operate courses separate from the regular vocational school program. We therefore recommend the establishment of a school with a program geared to the fulfillment of needs of Indian students and administered by Indian persons." (Y 13)

3. Use of School Facilities for Adult Education

One brief commented directly on the community use of schools, a matter also brought up in verbal discussions at public hearings.

"We suggest that greater use be made of facilities, existing and future. To achieve this, renewed emphasis on adult education should occur, providing night classes on various subjects discussed in our third recommendation. The facilities should also be made more readily available to community groups and projects, for meetings and other activities, which are in keeping with the nature of the facilities. We would also suggest that in view of our often severe weather, school facilities could be opened to the students for greater length of time." (Y 4)

4. Programs in Adult Education

There was considerable verbal discussion at public hearings in communities outside Whitehorse on the nature and extent of adult education. It was felt generally that success in establishing courses had not been great.

Briefs submitted dealt with content of courses needed, courses needed in Indian Centres and control of courses.

"In reference to the adult education courses suggested in the second article above, we would suggest that these courses could follow the regular school curriculum revised and geared to an adult class. The courses should also include subjects of relevant interest to the communities, which could often be determined by the participants themselves. As well, courses in home and business management should be offered along with leadership training courses and other courses which would provide the communities greater participation in society and a better understanding of the forces affecting our society. We would finally suggest that courses be available when desired, to promote the native language, of the Yukon and the culture of the native people." (Y 4)

"A communications program should be offered to drop-outs and ex-inmates of the Correctional Institute by trained staff who would encourage these people to find help with their problems." (D 1)

"Programs must be started which will give native adults an understanding of student education." (D 1)

"Courses to up-grade adults whereby they could attain a grade XII standing would be beneficial. There could be special courses for typing, art, handicraft, judo, etc. This should be all tuition free."

"There is a need to offer courses to Welfare Recipients. The women could take a course on how to budget, hygiene and sewing. This would be more or less for the Indian women. Another course would be the effects of alcohol." (WL 2)

"If our people are to make changes to their simple ways and follow a path into a stream of the dominant society, all must receive education to bring them up to equal standards by a mastery of the basic skills in Language Arts, Reading and Mathematics.

We therefore recommend Adult programs of many kinds: academic programs, arts and crafts, cultural programs, industrial, homemakers courses, sewing, cooking, etc., carried out under the control and direction of the Yukon Native Brotherhood working together with the Education Committee and local Bands. To achieve this end we recommend that funds be provided for this purpose to the Yukon Native Brotherhood." (Y 13)

B: What the Committee on Education Recommends**1. Apprenticeship Training**

Although the Committee had no opportunity to make a thorough investigation, it felt from the public hearings that there was some basis for the complaints made about the existing apprenticeship program, particularly in reference to the first recommendation made in the brief. If regulations are to be made then there must be means of seeing that they are enforced. Apprenticeship training is based on the principle that the person employed as the apprentice and the employer contract with each other. The apprentice, in addition to taking courses and writing examinations, is supposed to receive training on the job in the various aspects of his trade. It is the responsibility of the employer to see that he obtains this under proper supervision. The apprentice on his part undertakes to render true and faithful service to his employer. The suggestion was made to the Committee that, in the rather limited range of work available in the Yukon, the apprentice is sometimes regarded simply as an employee working with little direction and with no guarantee of receiving varied experience. If this is so, then it must be corrected.

From the information supplied to the Committee it is apparent that the final examination written in British Columbia does not constitute the end of the contract but only the end of the last annual training period. It would appear that the Apprenticeship Completion Examination (Tradesman Qualification Examination) must be written at the end of the contract, not at the end of the last annual training period. The second recommendation would therefore appear to suggest bypassing the regulations under which the apprenticeship exists.

VIII.1 The Committee on Education recommends:

That the Department of Education must provide a planned program of on-the-job training and inspection to see that this program is carried out by both parties to the apprenticeship contract.

It is suggested that, if this is not done, apprenticeship merely becomes a question of paper regulations. The Director of Apprenticeship Training should satisfy himself that regulations are being obeyed in every essential particular.

2. Vocational Education

Limits of time and facilities have made it impossible for the Committee on Education to carry out any thorough study of the situation alleged to exist in the brief submitted. Nevertheless, reports of the Yukon Vocational and Technical Training Centre bring out certain information that tends to corroborate the statements made. In some fields the number of persons who drop out of the courses offered before completing them tends to show either that selection is not being carefully made or that motivation and incentive for completing the courses are lacking. The differences in results of various programs are indicative of this, some showing very high retention and others very low retention. The provision of living allowances is only justified when there is a basic vocational or educational reason behind the student's training; it must not be an end in itself.

The vocational school, on the other hand, has no obligation to ensure employment to its graduates. This is not its purpose. What it must do is ensure that there is a pool of employment available in the Yukon for the persons it undertakes to train in each program. No school can ensure that any specific graduate will be employed. The school must maintain close liaison with industrial and commercial concerns throughout the Territory.

The provision of courses outside the regular vocational school programs for Indian pupils alone is a matter for negotiation between the Yukon Native Brotherhood and the Federal authorities. The Department of Education cannot justify within its program a separate vocational program

which would exclude non-Indians or would be restricted only to Indian pupils.

VIII.2 The Committee on Education recommends:

- a. That the Yukon Vocational and Technical Training Centre maintain a continuous survey of the vocational opportunities within the Yukon Territory so that its courses are at all times designed to satisfy known needs;
- b. That the Y.V.T.T.C. review its methods of selection of candidates in order that the number of drop-outs because of lack of incentive or lack of qualification will be reduced to a minimum;
- c. That the Y.V.T.T.C. continue to widen its activities in carrying out programs to the centres outside of Whitehorse.

It is suggested to those in charge of vocational and technical training that when making a survey of needs there must be no assumption that any course should be continued beyond its period of usefulness or that any course is of value if it does not retain its members until they complete it. No consideration should be given to any other factors than the usefulness of the course to the persons taking it and its value in satisfying the employment needs of the Territory.

Each summer there is an influx into Yukon employment of persons from outside, many in jobs requiring a minimum of easily taught skills. These jobs should be available to that portion of our resident population that is unemployed. Perhaps this means that the Y.V.T.T.C. should increase the number of short courses that would assist residents to become usefully employed in these particular jobs.

It is also suggested that selection methods must be improved in some courses. It is no kindness to an individual to admit him to a course in which he is not interested or for which he is not prepared.

It is also suggested that studies need to be made, in conjunction with such groups as the Yukon Native Brotherhood and particularly with Indian Band Councils and other local authorities, to determine those

jobs already existing or likely to arise in smaller communities. Some of these jobs might well offer employment to local residents if they had the training for them. In the Yukon it would seem as if much of the less sophisticated vocational training can be carried on outside the central vocational school. In the same way, when new industrial developments are projected it should become a matter of course to prepare local residents for some of the positions that will be available.

3. Use of School Facilities for Adult Education

The suggestion that school facilities should be available for community groups and projects is excellent but is already part of the policy of the Department of Education. School facilities are available free or at a nominal charge to any community groups. Details can be obtained from the principal of any school.

4. Programs in Adult Education

There should be no restriction on the type of program which can be offered at an adult level. Any of the suggestions made in the recommendations submitted are good. In other words, the content of adult courses should depend on the desire and needs of the adults in the community concerned.

It should be pointed out that there are two responsibilities here. One is the responsibility of the Department of Education to provide facilities and to help in the organization of the programs. The other is the responsibility of the community itself to determine what is needed and to organize attendance for the program. In general, because of the distances involved and the personnel resources needed, the latter will have to be found in the community itself. The Department's role should lie in the organization of the local program and in obtaining facilities for it.

Not all adult courses need to be given at night. In some cases communities welcome courses given in the late afternoon or on weekends.

VIII.3 The Committee on Education recommends:

- a. That the Department of Education set out quite clearly the assistance it is prepared to offer in the fields of adult education and publicize this to communities;
- b. That the Adult Education Branch of the Department of Education put some emphasis on programs that may be carried on in outlying communities;
- c. That local committees on adult education be formed in each community in order that they may ascertain the needs and desires of the local residents.

It is suggested that in the case of Indian villages the Indian Education Committees referred to in earlier chapters could very readily undertake the role mentioned in "c" above.

IX: Teaching Staff - Employment and Supervision

A. What the Briefs Have Requested1. Professional Organizations

Several briefs urged a "Teaching Profession Ordinance" or similar legislation.

"The Yukon Teachers' Association believes that membership in the Association should be a condition of teaching in the Yukon. The Association also urges granting of professional status to Yukon teachers in legislation similar to that outlined in the Teaching Profession Ordinance as proposed by the Association." (Y 1)

"We may mention at this point that, in our opinion, the Yukon needs a "Teaching Profession Ordinance"." (W 9)

"It is recommended that the Education Committee urge the Territorial Government to grant professional status to Yukon teachers by either enacting a Teaching Profession Ordinance or making similar provisions in the revised Schools Ordinance." (Y 9)

2. Teacher Participation in Education Policy

A number of briefs suggest that teachers should have a "legally-recognized consultative role" or even greater powers in "proposing, defining, and reviewing policy".

"The first two sections of our Brief make recommendations for the formulation of legal provisions to give recognition to the principle of citizen participation. We feel they would be incomplete without mentioning that, in our opinion, it is necessary to introduce official provisions for teachers' participation in proposing, defining and reviewing policy. Even though this was not specifically requested by Mrs. Watson, we feel it is a part of the same overall picture: that of the legal definition of official participation in the policy-making process, the legal structures provided for it, and their legal inter-relationships. We therefore recommend that consideration be given to ways through which the teachers could be given an official and active role in formulating educational policy, both at the local level for each large school or group of small schools, or at the territorial level through their professional organization. We further recommend that the Y.T.A. be requested to put forth specific proposals to this end." (Y 2)

"However, the School Ordinance should also give expression to a more vigorous professional involvement in the planning and development of the Education system. This is why we feel the Yukon Teachers' Association should have a legally-recognized consultative role, on a par with the Select Board." (W 9)

"15. The Yukon Teachers' Association established pursuant to the Teaching Profession Ordinance shall have the following duties: (a) participate in the formulation of the overall educational policy, financing and planning of the Department of Education; (b) to advise the Executive Member respecting the curriculum of studies to be followed in the Territory; (c) to represent the interests of the teachers in the Territory." (W 9)

"Teachers should have more say in determining curricula and policies in the school. At the present time they are rarely consulted on such matters, often because the principal himself is not." (F 1)

3. Working Conditions

A number of recommendations have been made in regard to working conditions. These deal with: negotiation and contracts; tenure, transfer and dismissal procedures; resignation deadlines.

"The Yukon Teachers' Association believes that a contract that is negotiable should exist between the Yukon Territorial Government and the teachers. This contract should include reference to salaries and working conditions and should be binding on both parties. It would not then be subject to regulations of the Commissioner or of the Executive Committee Member responsible for education. The Yukon Teachers' Association believes that there are certain items that belong to the negotiable contract rather than to the School Ordinance, since the Ordinance sets forth an overall policy or philosophy of education and outlines the general method of carrying out that policy. The Ordinance should also provide for the case where negotiations are not successful. This means provision for conciliation and arbitration similar to that of other teacher organizations. The arbitration board should consist of one member appointed by the Yukon Teachers' Association, one member appointed by the Yukon Territorial government and one member mutually acceptable to both parties. These procedures would ensure a contract between employer and employee. However, the importance of an honest and respectful relationship cannot be over-emphasized, and we trust that recourse to arbitration would rarely be necessary. The Yukon Teachers' Association believes that teacher tenure, as provided for in the present Ordinance, does nothing to better education. All teachers should be equally liable to dismissal and should not be protected by the number of years of service. Education occurs at the present and does not rely upon one's past reputation. Since dismissal should be based on performance, a probationary period is meaningless. In order to protect individual rights from unjust dismissals, the Association proposes that an appeal board be established consisting of one member appointed by the Yukon Teachers' Association, one member appointed by the Yukon Territorial Government and one member mutually acceptable to both parties.

Transfers are a matter of concern to the Yukon Teachers' Association. The Association believes that they should occur only with mutual consent. If the services of the teacher are unsatisfactory, then the Department should terminate his contract rather than resort to transfer as a punitive measure.

It is suggested that three dates for termination of contract be considered: Christmas, Easter and the end of June, these dates to apply equally to employee and employer. The notice of termination should be submitted in

writing thirty days prior to the actual date of termination.

Grounds for dismissal might be: teacher refusal to adhere to conditions set down in the terms of employment, incompetence, and irresponsibility in the performance of his duties without effort to improve. It is suggested that if incompetence is to be grounds for dismissal, then the basis upon which competence or incompetence is to be judged should be clearly outlined." (Y 1)

"On the other hand, Yukon teachers should give up automatic tenure after two years of employment. The system must not become sluggish through complacency and has no place for deadwood. However, the decision should not be left to only one authority, i.e., the Administration, but should be the result of consultations including the local Citizens Committee and representative professional advisors. Moreover, proper procedures should be available to avoid prejudice and injustice." (W 9)

"The basic components of such an Ordinance would be the right to negotiate a legal contract, the provision of a grievance procedure, the right and obligation to discipline our own members and the economic survival of our association. If these legislative suggestions are enacted, the teachers will not be compelled to exercise their other option, that of applying for recognition as a bargaining agent under the terms of the Public Service Staff Relations Ordinance." (Y 9)

"It is recommended that the Education Committee seek Territorial Government concurrence for the annual written evaluation of all Yukon teachers." (Y 9)

"It is recommended that the Education Committee propose the elimination of the tenure concept for teachers to the Territorial Government and recommend the establishment of an impartial appeal board to hear any grievances on behalf of teachers who feel that they are facing unjust dismissal." (Y 9)

"It is recommended that the Education Committee advise the Territorial government of the efficacy of changing the resignation deadline for teachers to May 31." (Y 9)

"We believe that the present policy of "tenure" deadens the professional thrust and improvement of our teachers. We would like to see it abolished." (Y 10)

4. Employment and Placement of Teachers

A number of recommendations were submitted on the employment and placement of teachers. Suggestions include: the place of the principal and other persons or groups in employing teachers; qualifications and certification of teachers; special training of teachers of Indian children.

"Since the principal is responsible for the school, and thus for the staff of that school, he must play a vital part in the hiring of teachers. He works with the teachers and should know what teachers should best fill the vacancies." (Y 1)

"Recommended by this committee that the Department not raise teacher's rent

at this time in an effort to keep teachers here for longer periods of time rather than to have such large turnovers in teaching staff each year." (WL 1)

"Teachers should not be expected to share accommodation." (WL 2)

"I should like your committee to consider paying teachers with British Columbia certificates our just entitlement.

Now we are being penalized one category on the pay scale by virtue of an arbitrary ruling that has been shown to defy common sense." (W 7)

"We recommend that each province and provincial educational authority take action to ensure that: (a) all teachers have at least university entrance requirements and we commend those provinces where education is taught at university level. (b) women and men have equal opportunity to choose the age group they wish to teach and that they be paid on the basis of qualifications, not on the basis of the age taught. (c) there be equal opportunity for advancement to the highest level regardless of sex, marital status and sexuality. (d) the pattern of training of teachers, guidance, counsellors, and librarians be changed to confront the problem of social and sex stereotyping and human rights which exist in most adults and which should be eliminated from trainees before these, and the practices which perpetuate them, are passed on to the next generation; this includes equipping guidance teachers to apply their training and services to both boys and girls equally in advising them regarding the pursuit of further education.

departments of education provide workshops, seminars, and continuing education courses which will enable teachers to recognize the problem of social and sex stereotyping to eliminate these from their teaching." (W 6)

"It seems almost redundant to conclude our cursory survey of the beginning stages by recommending that all kindergarten instructors and primary teachers be specialists in this field.

We therefore recommend that the screening of candidates for teaching positions in the Yukon be even more careful than it is now, and put a strong focus on their personal attributes and philosophy. We also feel that the principals could be more involved in their selection, and that somehow, the School Advisory Committee representing the parents could become involved in the evaluation of their effectiveness in the Yukon classroom and community.

The professional qualifications of our teachers have improved considerably over the past ten years. As mentioned before, this is not yet apparent enough in the primary grades, where it would be most necessary. Special courses for "Indian Education" problems and even "general leadership" preparation should be included in the required qualifications, or recommended at an early stage to teachers already employed here and being considered suitable." (Y 10)

"that Indian persons of Grade 12 standing, who have potential, should be appointed as teachers at the elementary level for an interim period.

that the Yukon Native Brotherhood should have a say in the selection of teachers of native children, especially in the remote areas and therefore urge that the Department of Education invite our Education Consultant to sit with your Teacher Selection Committee to assist in the selection of suitable teachers for Yukon children." (Y 13)

"that 100 Indian students of Grade 10, 11 or 12 standing be selected and placed in a special four or five year teacher-training program to eliminate the shortage of Indian teachers as was done in the Northwest Territories Teacher Training Program." (Y 13)

"Since the curriculum does have provision for a lot of scope for Outdoor and Environmental Education, I would urge more in-service training for the teachers to make use of these valuable learning situations." (W 10)

"The School Advisory Committee should be advised re composition of school staff, hiring and firing of teachers." (F 1)

"The principal should have his authority more clearly defined in the Ordinance. He must be given more responsibility for the teachers' methods and behavior, in his school. He should also be consulted more in the hiring of teachers for his school." (F 1)

"It was also recommended that the local school principal and staff determine whether or not the primary grades have an adequate number of teachers." (M 1)

"Suggest more input by principals when hiring teachers. At some stage of hiring procedure principals be included in the hiring of teachers." (WL 3)

"Experience and natural aptitude and dedication should also count along with certification." (D 3)

"In small communities there are many resource people who could be assimilated into the local education structure. Art, Music, Shop, Home Ec. can be taught with great effectiveness by people in the community." (D 3)

5. Teacher Aides

Views on teacher aides are reflected in the following recommendations. During verbal discussions the suggestion of volunteer assistance in schools also arose.

"It was recommended that teacher's aides and assistants be made available in the elementary grades, especially in those areas where teachers have a large number of different levels, with a few pupils in each." (M 1)

"The Yukon Teachers' Association sums up its views regarding para-professionals in the following two motions passed at the June 1971 Annual General Meeting: Resolution: That teachers should be involved in the selection of auxiliary school personnel with whom they are associated and that any teacher has the right to reject the services of auxiliary school personnel. Resolution: that teacher aides: (a) Should perform only non-professional tasks at the direction and under the supervision of the Principal and the classroom teacher to whom they should be responsible. (b) May be required to perform such tasks as: (i) classroom clerical duties - checking pupil attendance, securing and distributing supplies, collecting and recording money, marking workbooks and exercises that may be checked by use of an answer key, recording marks as directed; (ii) classroom assistance - such

as general housekeeping, maintaining bulletin boards, setting up and operating equipment; (iii) general assistance -- such as hall, lunchroom and playground supervision; (iv) preparing teacher aids -- such as charts, flashcards, transparencies, stencils, tapes, pictures, and (v) such other non-professional tasks as may be assigned. (c) Should not teach and should not be used as alternatives for: (i) the lowering of the pupil-teacher ratio; (ii) adequate equipment and secretarial services; (iii) qualified professional personnel including certified substitute teachers.

The intent of the above resolutions is in line with the recommendation of Professional Status and compulsory membership in the Yukon Teachers' Association where it is recommended that professional teaching duties be carried out by active Yukon Teachers' Association members only." (Y 1)

"that where the appointment of such Indian teachers are unfeasible, Indian teacher aides should be appointed especially for the first year of school to bridge the cultural and language gap." (Y 13)

B: What the Committee on Education Recommends:

1. Professional Organizations

The Committee is not prepared to discuss the pros and cons of a Teaching Profession Ordinance as this would be a separate piece of legislation not concerned directly with the School Ordinance. If the Yukon Teachers' Association feels that it has a good case for advancing a Teaching Profession Ordinance it should do so (in the normal way) through the Territorial Council.

On the other hand the Committee does feel that there are certain provisions that should be made in a revised School Ordinance. Recognizing the Yukon Teachers' Association as the body representing teachers in the Yukon is "de facto" at the present time. The Committee on Education can see no reason why this de facto recognition should not become de jure.

2. Teacher Participation in Education Policy

The Committee on Education does not agree with the suggestion in some of the briefs that teachers should have a legally recognized, consultative role in proposing, defining, and reviewing education policy in the Territory. It is noted that this is not requested in the brief of the Yukon Teachers' Association.

The Yukon Teachers' Association has a definite right to make representation in regard to overall educational policy and to represent the teachers in matters of curriculum study. There is provision at the present time for consultation. As far as the Committee is aware, the Association's Executive is received courteously by the Department whenever representations are made by it. The Association has had a good deal of influence on decisions reached within the Department. In the opinion of the Committee, this is the proper basis for relations between Department and Association. The latter is a sovereign body representing the teachers and has a right to be heard on their behalf. It should be

represented on any curriculum committees. In the opinion of the Committee, any attempt to make the Yukon Teachers' Association a part of the administrative group would lead to undesirable conditions within the system and would weaken the Association itself.

3. Working Conditions

As said above, the Committee on Education would agree that the Yukon Teachers' Association should be able to negotiate a contract governing salaries and working conditions. In the event that negotiations were not concluded within a certain period there should probably be provisions for conciliation and for binding arbitration.

The Association should be given the right to discipline its members within the provisions of the School Ordinance, but the right of the individual teacher to appeal from the decision of the Association to the Commissioner or Executive Committee should also be clearly defined.

It is noted that the Yukon Teachers' Association is willing to have the tenure and probationary concepts removed from the School Ordinance if there is provision for appeal against dismissal.

It is also noted that the Y.T.A. is in favour of annual written evaluation of all Yukon teachers. The Committee feels that there may be some danger that the annual written evaluation of every teacher might become a routine procedure. Few jurisdictions still require an annual written report. Perhaps it is adequate to require an evaluation at certain stated longer intervals or in certain special cases.

The suggestion of changing the resignation deadline to May 31 does not go far enough. From evidence in the hands of the Committee it is apparent that a high percentage of teachers resigning have done little to honour the terms of their contracts. In the year 1971-72 four teachers requested termination of their contracts during the school year. Far worse, nine teachers resigned between May 1st and August 22nd. May 1st is the

last legal date for resigning. Since that time there have been four more requests for release. This is not a good record and does not imply a very high degree of professional ethics. In some cases, the fault was compounded by the fact that the teacher knew a considerable time before resigning that he was going to do so. Changing the legal date for resignation is not likely to produce any better results. The new suggested date would have affected only two of the nine cases mentioned above.

IX.1 The Committee on Education recommends:

That the Yukon Teachers' Association be recognized in the School Ordinance as the legal association of teachers in the Territory.

IX.2 The Committee on Education recommends:

- a. That written evaluations be made by an authorized Department of Education official in the following cases:
 - i. annually on the principal of each school, summarizing the work of the school,
 - ii. on any teacher who is in his first year of teaching in the Yukon,
 - iii. on any teacher who makes a request before January 31 of the school year,
 - iv. on any teacher on whom the principal or local Citizens' School Committee requests a report,
 - v. on every teacher once in every three year period;
- b. That the principal of each school be required each year to submit a brief report to the Superintendent of Education on the teaching efficiency of each teacher in his school.

It is suggested that in every case the original of the report go to the Superintendent of Education and copies of the report go to the teacher concerned and to the local Citizens' School Committee. It is also suggested that the form of the report be devised by the Department of Education and that a different form be used for the report made by the principal. The latter may be a very brief one-paragraph summary if so desired. The report of the principal on a teacher need only go to the teacher and the Superintendent.

IX.3 The Committee on Education recommends:

- a. That the probation and tenure provisions be deleted from the School Ordinance;
- b. That some form of impartial appeal board be set up to hear any appeal against suspension, involuntary transfer and dismissal of a teacher.

Time limits would have to be set up within the School Ordinance for receiving appeal from the teacher and for the hearing. It is suggested that an appeal board might be set up in the following way to insure a degree of impartiality:

When the local Citizens' School Committees meet at the proposed annual conference, they might nominate three people who could sit on an appeal board. The Yukon Teachers' Association could similarly nominate three people early in the school-year. From each slate of three the Executive Committee Member could appoint one person to sit on an appeal board. The chairman of the Committee should be appointed by the Commissioner from someone outside of the Department of Education. The expenses of the appeal board would be met by the Department of Education but the expenses of the appellant would be his own responsibility. The decision of the appeal board should be binding.

The above are only suggestions. The Committee on Education is concerned with the impartiality of the appeal board and the necessity of a fair hearing being provided to the teacher.

IX.4 The Committee on Education recommends:

That the School Ordinance stipulate that a teacher must give sixty days written notice of resignation and must receive sixty days written notice of dismissal, in both cases the date of termination being at any time in the school year.

This rather radical suggestion is prompted by a study of the actual conditions that have occurred in the Territory over some years. The present regulations simply do not work. Where a married woman's husband has been transferred elsewhere or where there has been some very

strong personal reason involved, teachers have most often requested an immediate release from their contract without reference to the stipulated dates. Seldom has there been much consideration given to the difficulties thereby placed on the schools or the Department.

It is also suggested that every case of breach of contract that occurs be referred to Departments of Education in other Provinces and Territories in Canada and that the person concerned be reported to the Yukon Teachers' Association for any disciplinary action that it may wish to take under its by-laws.

4. Employment and Placement of Teachers

In 1971-72 principals were consulted in the hiring of teachers as far as this was possible. Principals are not however always available when a teacher must be employed. Similarly, discussions at public hearings brought out the fact that most existing School Advisory Committees did not think it was practical for them to be consulted in the hiring of teachers. The Department of Education does consult principals as to the type of position that needs to be filled and the type of teacher desired to fill it.

The suggestion that the local principal determine whether or not he has an adequate number of teachers is not very practical if any type of uniformity is to be kept within the Territory. The number of teachers to be allotted to a school must be according to some recognized formula. The placement of the teachers and the priority of positions to be filled are the responsibility of the principal.

The problem of certificating British Columbia teachers, a problem which was equally true of teachers from New Brunswick and Ontario, has been resolved. The Department of Education consulted with the Yukon Teachers' Association and a solution was mutually agreed upon. This solution

was submitted to the Commissioner and a new regulation, incorporating the principles agreed upon, was issued in June of 1972.

Teaching is one profession where there is no conscious discrimination in pay scales on the basis of sex. Male and female teachers in the Yukon are both paid on the same bases of qualification and experience. It would be dishonest to say that there has not been some discrimination in promotion. It probably has not been conscious but the fact remains that there is no woman principal in the Yukon and few women in other senior supervisory positions.

In justice, it must be said that women in the teaching profession in the Yukon have offered some problems that are not to be found to the same degree with men. Quite a large number of teachers are married women. Many of these women feel that their obligation to their husband and family overrides their contractual obligation to the school system.

Another problem that has arisen in the Territory has been the problem of employing married couples in the same school. This has been necessary in many cases but should be avoided when there is a choice.

Another artificial problem which has added to the difficulties of the Department when employing teachers is the problem of housing. The sharing of housing has led to personnel difficulties within schools while teacher employment has been widely dependent upon the local housing situation. Under these circumstances one more factor has been added to the difficulties of the officials charged with employment.

In commenting upon the recommendation that all kindergarten instructors and primary teachers be specialists, it is generally true today in teacher training institutions that teachers follow a program in a specialized field. This does not always mean that it is possible for a teacher to receive employment in his first field of specialization. The Department has very definitely tried to employ persons especially trained

in the primary field when these positions are open.

In-service training in any field is most effective if it originates with the teachers themselves. An excellent example is the work done in certain Whitehorse schools last year by teachers' groups. In-service training should be one of the concerns of the Yukon Teachers' Association as well as of the Department of Education.

The suggestion that there are resource people in small communities that can be assimilated into the local education structure is quite sound. As a temporary measure, when certified teachers are not available it would well be advisable to employ, on a temporary certificate, a responsible local person who has ability in the specific field needed in the school. Such a person should be employed only within the field for which he is qualified, possibly on a part-time basis.

The use of resource people on a voluntary basis to supplement work being done in the school is to be commended. It is a mistake not to make use of such skills that are available.

The employment of teachers of Indian background has been given priority but has not been too successful because there are not very many teachers in this category. The background of the persons concerned should be somewhat similar to that of the Yukon Indian. In some parts of the Territory where there are large groups of Indian children, education would gain if persons of Indian origin were employed as teachers. Since it is not possible to obtain certified teachers, it becomes a necessity to take the best qualified people and to give them as effective training as is possible. This short-time training would have to be done within the Yukon Territory and not at an outside institution. It would best be done through the cooperation of the Department of Education, the Yukon Teachers' Association and the Yukon Native Brotherhood. It should be possible to do it within the scope of adult education and through the facilities

available in Whitehorse schools. It might be done over a series of full summers or within the regular school-year.

IX.5 The Committee on Education recommends:

That the Department of Education continue the policy of consulting the principal as much as is practical in the employment of teachers for his school.

It is suggested that at least the principal must be asked what type of person he wishes to fill a vacancy on his staff. Ideally, the principal could actually review applications received by the Department and make his recommendation before an offer of employment is made to a teacher.

IX.6 The Committee on Education recommends:

- a. That every effort be made to reduce the effect such external factors as housing play in the selection of teachers for employment;
- b. That except where it is essential, the employment of man-and-wife teams in the same school be avoided;
- c. That when advancement to senior positions is being considered, no discrimination be made on the basis of sex or marital status.

It is suggested that, although there is no objection to the employment of man and wife in the same community, it would be wise to place the two spouses in different schools. It is also suggested that teachers who are married women should be given to understand that their marital status does not warrant special consideration in regard to their professional obligations. The present satisfactory regulations regarding maternity leave can be regarded as a reasonable exception.

It is suggested that all candidates for promotion to senior positions be given a clear understanding of the responsibilities involved before any appointment is made.

IX.7 The Committee on Education recommends:

That the Department of Education give serious consideration to instituting immediately a program for training persons of Yukon Indian background as teachers in the elementary schools.

It is suggested that the Department of Education recruit eligible Yukon Indians with the best qualifications possible, preferably completion of Grade 12. It is also suggested that they enlist the cooperation of the Yukon Teachers' Association and the Yukon Native Brotherhood in selecting and training these teachers. Training should be of a practical nature with the practice teaching taking place in Whitehorse schools and, perhaps in other Yukon schools. Successful candidates would be certificated by the Department for teaching elementary school grades in the Yukon.

It is also suggested that these young people's certificates be good for a term of not more than five years and that, before their interim certification expires, they be encouraged to complete their education and obtain full certification. If arrangements can be made with some university from the outside to accept the training given them as partial credit towards university standing, so much the better.

Meanwhile the Department should continue to give priority to certificated teachers of Indian background.

The Department of Indian Affairs and Northern Development and Canada Manpower should be approached to see if any special assistance can be obtained towards financing this Yukon program, both in regard to the costs of the program itself and the living expenses of the young people concerned. If not, the candidates should at least be eligible for a living allowance similar to that provided for vocational students.

IX.8 The Committee on Education recommends:

That, in the smaller communities, responsible local resource people with special qualifications be used as teachers in special fields when it is not possible to obtain properly certificated persons for the positions concerned.

5. Teacher Aides

In many communities outside the Yukon, teacher aides are being used to perform non-teaching duties in classrooms. Although in the earlier stages many of these people were paid it has become quite common nowadays for them to be volunteers who are willing to donate a few hours in the interests of Education. This has also happened in a few cases within the Territory.

In certain communities with a high proportion of Indian pupils there is an advantage in the use of responsible paid aides to help bridge the cultural gap between the students and white teachers. Use was made of aides of this type in two communities last year.

IX.9 The Committee on Education recommends:

- a. That where volunteer assistance is available full use be made of it by schools in certain non-teaching duties;
- b. That in schools where it is justified by circumstances, teacher aides with Indian background be employed to assist in bridging the cultural and language gap between Indian and white cultures.

X: Kindergartens

A. What the Briefs Have Requested1. Integration of Kindergartens

Except for one dissenting voice, that of the Yukon Native Brotherhood, opinion was unanimous that kindergartens should become an integral part of the school system.

"The policy of the Yukon Teachers' Association is that kindergartens are an important part of the educational process and should be part of the public school system." (Y 1)

"It is recommended that the Education Committee exhort the Territorial government to give top priority to the integration of the existing kindergartens into the regular school systems." (Y 9)

"We feel it justifies our first request: That Kindergartens be fully integrated in the Education System." (Y 10)

"The Yukon Association of Kindergarten Instructors and the Whitehorse Kindergarten Co-Ordinating Committee recommends to the Government of the Yukon Territory that they establish immediately a kindergarten program operating as an integral part of the school system. Our reasons for this recommendation are as follows: 1. The need to radically improve the foundation or beginning of Yukon's formal education system; 2. demand of an informed Yukon public; 3. A study of the educational benefits derived from sound kindergarten programs (immediate and long-range benefits); 4. A study of the development of kindergartens in the provinces and of its link with provincial legislation; 5. Extensive involvement over the past four years with the department's current experimental kindergarten program." (Y 11)

"Kindergarten should be fully a part of the education system so all children would benefit by it, whether there are 2 or 10 children in the community, in that age group." (BC 2)

"Kindergarten should be incorporated into the school system." (F 1)

"It was recommended that kindergartens should be fully a part of the Yukon educational system." (M 1)

"We don't think even one child should not have that extra year, and these are the suggestions we have to make. Kindergartens could be incorporated into the school system, thus alleviating the problems with suitable accommodation, as well as making kindergartens mandatory." (D 2)

"The Superintendent shall establish kindergarten classes for the teaching and training of children between the ages of 4 and 6 years." (W 9)

"Kindergarten should be incorporated into the education system." (D 3)

2. Other Suggestions in Respect to Kindergartens

These recommendations deal with changes in age regulations and other regulations, notably: qualifications of teachers; age of entrance and duration of stay; compulsory or non-compulsory attendance; accommodation and transportation; number of pupils for classes.

"The hiring of properly trained kindergarten teachers with a valid teaching certificate should be instituted in order to provide our children with the best instruction available." (Y 1)

"We therefore recommend that the highest of qualified persons be engaged to educate our children when they first enter the school system. We feel that a qualified kindergarten teacher should not be asked to assume responsibility for more than 18 students."

We recommend, in conjunction with the kindergarten program, the development of an instructor and teacher trainee program. This program would allow volunteers and prospective teachers and instructors to assist in the classroom while at the same time, gaining valuable experience and supervision from the highly qualified teachers in the classroom.

Kindergarten teachers must be fully qualified professional people with special disposition for this very special type of teaching and with added qualifications to answer the many sided demands of a complete kindergarten program.

We have mentioned the matter of compulsory attendance. We do feel that there should be an effort made so that the undeniable benefits of kindergarten are extended to all. Compulsory attendance, however, we feel would be premature and would create many serious individual and administrative problems. The school entering age must be left to the school authorities who, in conjunction with the kindergarten teacher or supervisor and the parent, will determine at what stage a certain child should be allowed to formally enter grade one. Following the calendar instead of the child's degree of readiness is arbitrary. We have given considerable thought to, and have had considerable experience with the difficulties encountered by children who are not yet ready for school even when they are the right calendar age, as well as with those who are ready ahead of their time. Experience has shown that it is the absence of practical means to identify legitimate individual problems that has blocked a satisfactory solution to this problem. A flexible kindergarten situation with perhaps two entrance dates a year and provision for slower or more rapid progress throughout for exceptional students supervised by a highly qualified teacher, would certainly provide an acceptable and, at the same time, a practical method of dealing with the problem of school readiness.

Transportation for all kindergarten children must be provided and possibly a special form of transportation should be established to accommodate the special needs of very young children who are experiencing their first step into the outside world. Half day sessions would require different schedules than the present ones.

All the children in the same class will not be at the same level when they enter kindergarten. Ideally, where enrollment warrants two kindergarten classes, morning and afternoon, children could be assigned to them according to the principle of homogeneous grouping. Slower students could attend for two half day sessions. It is also quite evident from the simple

renumeration of the Yukon settlements, where kindergartens would like to operate, that there will be great variation - not only within the same class but by comparing the different classes across the Territory. We recommend that the school entering age be reduced by twelve months to allow for provision of kindergarten education, as a specialized program. We do not recommend that attendance be compulsory but, we do feel that if the program is established along the lines being recommended, then most families will be quick to take advantage of the program for their children.

We are in favour of kindergarten classes being held in each elementary school where necessary. This integration might not be effected under the same roof. We believe that the process of establishment would be easier and more economical if it is harmonized with the overall expansion in construction program of community facilities and elementary schools. It is possible that in some areas geographically and/or sociological factors will warrant at all times the existence of semi-detached kindergarten classes integrated in the school system but not directly in any particular school building. It is visualized that the permanent kindergarten classrooms would not form a separate program of construction necessarily while in some cases they could be integrated in the normal expansion of existing school facilities. The planning of construction of new schools, or of additions to existing schools, would include provision for a kindergarten classroom suited to the demonstrated requirements of that program in the particular area." (Y 11)

"Often small highway communities lack a sufficient number of children for a kindergarten group and a 5 year old child, forced to stay home from school because of age, might benefit more from attending school a year earlier. Perhaps a "readiness test" could determine as much, if requested by the parents." (BC 1)

"The parents of children experiencing learning difficulties should be encouraged to keep their children two years in kindergarten. Kindergarten teachers should be properly trained to deal with most children who have learning disabilities." (F 1)

3. Other Pre-School Institutions

Two suggestions dealt with extension of kindergarten training to other institutions:

"Child Care Centres would provide kindergarten and child care for children of working parents." (D 1)

"Due to the unique conditions prevailing in the Yukon, serious consideration should be given to the establishment of pre-primary instruction, day-care centres, etc., as part of the Territorial education system." (Y 1)

4. Recommendations from Indian Organizations

Since the recommendations from the Yukon Native Brotherhood are quite different from those made by other organizations, they are considered separately.

"The Indian Education Conference recommended that kindergartens be established independent of the school system, whereas the people surveyed by the writers of this Brief were unanimous in recommending that the government assume responsibility for the kindergarten program. Therefore, I would ask members of the Committee to consider the recommendations contained in this Brief as applicable only in areas where the large majority of kindergarten students would be non-Indian." (Y 11)

"That kindergartens be made available wherever there is a group of not less than five children in the three to five year age group. That Indian Parent Committees be made responsible for all matters relating to location, instructor selection, program and operation of kindergartens." (Y 3)

"Kindergarten programs which are supposed to serve Indian children should be designed to meet those needs identified by their parents. We do not believe that young children should be taken to a strange room with strangers in authority and imposition of a foreign culture. We want these very young children to be in the care of people who speak both languages, lived in and understand both cultures and who appreciate the moral values of both cultures. The ideal is to have an Indian teacher for this most important stage of the child's education to bridge the cultural gap. If this is not feasible the next best thing is a teacher advisor who must be native and have equal authority as the teacher and more authority than a teacher aide to avoid stifling of her views by the teacher. We insist on this provision because this is the time when the child is turned on or off by the school education system. The kindergarten teachers selected should have been chosen more because of their understanding, love, experience and knowledge of Indian culture by life in a village than by high professional training, though we acknowledge the need for some professional kindergarten training for this stage of education. We would recommend also that the Kindergarten Program be independent of the Department of Education School System and not be an integral part of the Department of Education. This will allow flexibility in programs for involvement of Indian people, for experimentation, for new approaches, for satisfying cultural differences and selection of suitable staff.

We urge that Indian Education Committees be made responsible for the operation of kindergartens by delegation of authority and that they be given responsibility for the location, maintenance of buildings, programs, curriculum content and selection of staff. We recommend also that kindergarten be made available wherever there is a group of not less than 5 children in the 3 to 5 year age group and that transportation where necessary be provided for these very young children." (Y 13)

B: What the Committee on Education Recommends**1. Integration of Kindergartens**

From all the Committee has been able to gather, the public in general is in favour of incorporating kindergartens into the public school system. The only exception is a request from the Yukon Native Brotherhood, a request supported by the main brief (Y 11) advocating integration of kindergartens. In other words, this main brief advocated two distinct systems: one covering the bulk of the kindergartens and the other covering areas where the majority of the school population is Indian.

It is only fair to point out that any immediate integration of kindergartens would put a terrific strain on school accommodation facilities in the Yukon. The transition might therefore have to be gradual rather than instantaneous.

There are some areas where kindergarten children might be housed either in existing school buildings or in some of the relocateable classrooms that may be released soon. There are cases where this is not immediately possible.

X.1 The Committee on Education recommends:

That it become Territorial policy to incorporate kindergartens into the school system, excepting kindergartens established by Indian bands under a further recommendation in this chapter.

It is suggested that, where kindergartens are integrated with the public schools, they be excluded completely from the provisions of the present kindergarten regulations and that a new set of regulations be drawn up by the Department of Education to cover them. It is also suggested that integrated kindergartens must come under the direct control of the Department of Education and that the local body with jurisdiction over them will be the local Citizens' School Committee. The Committee on Education cannot in good conscience recommend continuation of the present

Kindergarten Advisory Committees where the kindergartens become part of the school system. If parents of kindergarten children wish to organize a parents' committee that would aid the teacher and her class, this is a different matter. Such a committee should be a voluntary body with no powers under the School Ordinance.

2. Other Suggestions in Regard to Kindergartens

There are a number of problems brought up in the briefs without very clear solutions to them being offered. The Committee on Education must therefore make its recommendations on the basis of what it feels is right at the present time.

The Territorial Department has made certain commitments to instructors to whom it has given some training and a type of certification. It has an obligation to carry out its commitment to those it has certified. A representative of the Yukon Teachers' Association has said that these instructors will be recognized by the Association.

The Committee does not agree that the former program for training kindergarten instructors should be continued. If it is desired that the most highly qualified teachers be appointed, then the Department must recruit these people in the same fashion as other teachers.

The matter of volunteer aides in the classroom has already been discussed under the heading of Teacher Aides.

As compulsory attendance at kindergarten is not common practice in Canada, the Committee concurs that it should not be practised in the Yukon. There is a hint in one of the briefs, however, that children should be allowed to stay in kindergarten or, under certain circumstances, be kept in kindergarten past the possible entrance age for Grade 1. The Committee does not agree with this. If kindergarten is not to be compulsory then entrance to Grade 1 must be open to any pupil who is eligible by age to enter. Grade 1 teachers should be expected to make use of the training

received by pupils who have attended kindergarten but should not be excused from teaching a child who has not been to kindergarten. Nor should children be required to "repeat" kindergarten. Any such practice would lead to kindergarten becoming just another grade in the school system and would defeat its stated purposes. The Committee does not think that the age for entering kindergarten should be reduced to age four in the case of public school kindergartens. The exceptions allowed in the present kindergarten regulations whereby the Superintendent of Education may approve attendance of children of Indian origin, of children where special circumstances warrant, at an age lower by two years than the school starting age should be retained.

There is nothing in the present regulations to prevent the entrance of children into kindergarten at various stages in the school year if such flexibility is desired by the local Citizens' School Committee.

The Committee on Education cannot recommend that additional transportation be provided for kindergarten children. As long as kindergarten is not compulsory there would seem to be some obligation on the part of parents to get their child to school. It should be pointed out that it is possible for the parent to obtain a correspondence course at this level if a child is too far away to attend a regular kindergarten.

In some cases where the number of children is small it would be possible to take in a kindergarten group within the school situation and have the kindergarten taught by the regular primary teacher. This was done in at least one school last year. There is provision for exactly this sort of arrangement in the existing regulations.

X.2 The Committee on Education recommends:

That any commitment made to existing kindergarten teachers be honoured but that the existing training program within the Territory be discontinued.

It is suggested that any further recruitment of kindergarten teachers be done in the same fashion as for other teachers and that the

same general rules apply.

X.3 The Committee on Education recommends:

That existing regulations for the age of entrance to kindergarten be maintained with the same provision for exemption from the general rule as at the present time.

This means that, whereas in most cases children will enter kindergarten at one year younger than the age for entering Grade 1, exceptions may be made in the case of children of native Indian origin or children that require a greater degree of preparation for school.

It is also suggested that there be the most rigid review of any case where it is suggested that a child stay in kindergarten beyond the normal school entrance age.

3. Other Pre-School Institutions

The Committee on Education does not feel that Child Care Centres, Day Care Centres and Nursery Schools should be part of the responsibility of the Department of Education and is not prepared to recommend that they become so.

4. Recommendations from Indian Organizations

The Committee on Education accepts the view that native Indian children in the various villages may need to be treated in a different manner from their white contemporaries. The Yukon Native Brotherhood in their addenda to the original position paper and in their brief advances the argument that Indian children will be better prepared for school if they are educated in smaller numbers and by their own people at the kindergarten level. This has not been proven but it is not likely to be proven if it is not tried. The Committee on Education does not, however, feel that the Territory is justified in expending more money for one kindergarten child than another. The Committee feels too that it is difficult to reach a general decision that would cover all cases.

X.4 The Committee on Education recommends:

That, where a native Indian Band requests permission to operate its own kindergarten for native Indian children, it be permitted to do so as long as it maintains certain general standards stipulated by the Department of Education, and that it be paid a fixed grant per pupil to assist it in doing so,

It is suggested that the grant referred to above must not exceed an amount per pupil equivalent to the average cost per kindergarten pupil in the previous year. Any additional finances would have to be provided through sources other than the Territory.

It is also suggested that the Band furnish the Department of Education with the necessary statistics on which to base the grant. No grant should be paid on behalf of a child younger than four years of age, since this is the youngest age at which any child could attend a kindergarten controlled by the Department of Education.

XI: Miscellaneous Matters

A. What the Briefs Have Requested

1. School Buildings and Related Matters

A number of briefs brought up points concerned with: School buildings; boarding allowances and similar matters.

"In the drafting of any new school ordinance the City of Whitehorse Planning Board recommends that the Department of Education be obliged to consult with officials of municipalities, local improvement districts, or local development boards before any decisions are made regarding: (a) the selection of sites for new school construction or recreational land development. (b) the renovation or extension of existing school or recreational land sites that could conceivably alter traffic patterns and the demand for municipal services. (c) the construction, modification, extension, fencing or disposition of student hostels and residences.

One co-operative aspect is the shared use of community facilities. The recently Recreation Needs Study for the City of Whitehorse contains the following recommendation: 'An official agreement should be created between the City of Whitehorse and the Territorial Department of Education to integrate City and school functions and facilities to the betterment of both parties and the entire citizenry.'

Some provision might also be made in a new school ordinance to accommodate the expressed desires of any municipality or municipal subdivision to exceed the building standards prescribed for use by the federal government, or to provide additional revenues for school purposes that move beyond those defined by the Department of Education." (W 8)

"The matter of insufficient money for boarding pupils is another concern of ours. We feel that the \$60.00 per month for boarding pupils is inadequate to maintain pupils properly and provide them with comfortable facilities. We therefore urge that this be increased." (Y 13)

"In appreciation of the constantly rising cost of living, we feel that an increased allowance for the care of out of town students is due." (BC 1)

"Out of town 13, 14 and 15 year old children attending secondary school in Whitehorse, as children, need a home away from home, not just a place to eat and sleep. Past experience of many parents suggests that a racially integrated fully supervised and with recreational facilities, would help make adjustment to education away from home a happy experience." (BC 1)

"This committee would recommend that dormitories be built in the local areas to accommodate children near their home who are not getting proper care, so as to enable them to carry out their studies. Dormitories to be run by local people." (WL 3)

"When the Department of Education opens a Junior High School for outlying areas, they should try to accommodate as many communities as possible. For example, the high school at Haines Junction accommodates only the families in that community. (Maybe because there is no living accommodation)

If a high school was established at Burwash or Destruction Bay it would be used by at least four communities (Burwash, Destruction Bay, Quill Creek and Beaver Creek; and Haines Junction could take advantage of it also." (BC 1)

"It has been the unhappy experience of all communities that any government building scheme in that particular locality has never taken into consideration the needs of that particular area. (i.e., showers have been requested for many years and funds have been spent every year on something else)." (D 3)

2. Separate Schools

The Yukon Teachers' Association and the Yukon Native Brotherhood both had something to say in reference to separate schools and religious differences.

"We have stated in a previous Brief that "by granting special status to the Roman Catholic faith, the Ordinance puts into practice a subtle form of discrimination. Faiths other than Protestant or Roman Catholic are not even acknowledged to exist. All religious minorities should be granted the prerogative of their own schools if this is the prevailing Department philosophy."

It would appear to us that the "separate schools" are not so separate as we might wish to think. Their curriculum and overall policies are set by a secular Department of Education. Thus, their "separateness" lies largely in the area of religious instruction. It is also dubious whether teachers, of whatever faith, when trained in secular universities, bring to the classroom a religious bias which sets a different 'tone' or 'atmosphere' in separate schools.

In consideration of the foregoing it would seem that retention of Section 82 providing for religious instruction, could meet the requirements of Catholic and other religious groups represented in the Territorial schools. But, if diversity in education can be shown to be worthwhile, then equal opportunity should be given to any group of parents who wish a 'separate' system - whether on religious, philosophical or educational grounds, and a per capita grant given to them for the operation of the same. True control could then be exercised by the parental groups.

In the new School Ordinance, a clear stand should be taken one way or the other. This Association does not wish to state a preference for either of the above systems." (Y 1)

"It is recommended that the Education Committee request that the Territorial government clarify its position on public support for separate schools and eliminate the present discrimination of the School Ordinance." (Y 9)

"Religion should be a matter of personal decision by parents or local Bands as to what religion they wish to follow and any discussion as to implementation must be with the parents and local Band concerned instead of with a minister or priest of any denomination." (Y 13)

3. Recreation

Only one recommendation was received in regard to recreation.

"The Recreation Branch of the Department of Education must become more

involved in this and other school related areas. Recreation activities are inextricably interwoven with the schools, especially in the smaller communities where the school is the hub of community life. The Territorial government, through the grant system established by the new Municipal Ordinance, has in fact transferred the responsibility for recreation to the municipal authorities in Dawson, Faro and Whitehorse. If the Department of Education refuses to consider legitimate school requests from schools in these municipalities as a result of this change, it will be forfeiting an obligation and establishing a preferential category for school services in non-incorporated areas." (Y 9)

"It is recommended that the Education Committee petition the Territorial government: B) to establish a policy for recreational services in the schools that will not prejudicially affect any of the traditional school programs." (Y 9)

4. Post-Secondary Education

The recommendations below deal with several aspects of post-secondary education.

"Because no university facilities exist in the Yukon, we suggest that a system of bursaries and grants be established to assist those students who wish to go to university." (Y 4)

"We recommend the establishment of a Bureau for Women in Continuing Education within each provincial government. This Bureau should report directly to the Minister of Education of each province. Members of the Bureau should be women and include, among others, representatives from universities, community colleges, private educational institutions, and the community at large. The duties of this Bureau should include the protection of women's rights in continuing education, liaison with established women's groups and committees within each institution (see our recommendation 3), and the encouragement and funding of research into the status and problems of women." (W 6)

"We recommend the establishment of a Women's Committee within the official governing structure of each post-secondary institution. Members of these committees should be women participating in the institutions as faculty students, and support staff. The duties of these committees should include liaison with our recommended Bureau for Women in Continuing Education and other women's groups, and investigation of the hiring promotion, tenure, remuneration, etc., of women within each institution." (W 6)

"We recommend that post-secondary education be structured so as to ensure 51% participation of women at all levels within a 5-year period. This necessitates, in the immediate future, preferential treatment in the training and hiring of women, and in the awarding of funds. Statistics Canada should investigate the qualifications of all job applicants in post-secondary institutions, and establish whether a discriminatory pattern exists in job appointments. Should such patterns be revealed appropriate action (e.g. withholding of government funds from 'guilty' institutions) should be taken. In addition, women should be given

preferential treatment in appointments to Boards and Governing Bodies and Government Committees and Commissions. Attempts should be made, either by persuasion or legislation, to increase the proportion of female students in post-secondary institutions up to the proportion of women in the total population of Canada." (W 6)

"At the present time, the principle be established that only women be hired to teach and administer Women Studies Programmes in post-secondary institutions." (W 6)

"We recommend that post-secondary education institutions implement policies in part-time study which will permit greater flexibility in such areas as admission requirements, curriculum, examination requirements, registration procedures, time-tabling, time limits on programmes, residency, transferability of credits, and challenging courses for credit. Since we believe that marital and parental status should not prejudice educational and employment opportunities, we recommend that part-time education and employment be fully and completely integrated with full-time education and employment. We further recommend that questions pertaining to full or part-time status, or marital status, be deleted from application forms." (W 6)

"It is recommended that the Education Committee advise the Territorial Government to send official representation to all meetings of the University of Canada North so that a continuous assessment of this concept's potential can be made and proper budgetary considerations given when it is deemed appropriate." (Y 9)

5. Philosophy of Education

The following recommendation deals partially with a statement of philosophy of education.

"It is recommended that the Education Committee draft a comprehensive statement of the purposes of Yukon schools. This statement should reflect a synthesis of the hopes and aspirations of the various groups that will be making presentations to you. Whenever such petitions are conflicting, the Committee should exercise its judgement and impartially incorporate the proposal that will in the utilitarian vernacular.. 'provide the greatest good to the greatest number'." (Y 9)

B: What the Committee on Education Recommends**1. School Buildings and Related Matters**

The Committee on Education is sympathetic towards the suggestion of the City of Whitehorse Planning Board that the Department of Education consult with officials of municipalities or other forms of local government before any decisions are reached in regard to construction or land development. The Committee believes that this should be done as a matter of policy but does not consider that any such provision should be put in the School Ordinance.

There is no question that since the \$60.00 per month boarding allowance was established the cost of living and of boarding has risen. It should be noted however that the subsidy was not intended to equal, and should not equal, the actual costs of boarding. The parent can reasonably be expected to provide at least what it would cost to board the child at home.

It is felt by the Committee that proper hostel accommodation under supervision should be available in those centres where children are obliged to live away from home in order to attend school. The actual costs of food in these hostels should be paid by the parents.

The Committee feels that any suggestions that accommodations should be built in local areas near their homes for children not getting proper home care should be made to the Department of Social Welfare and not to the Department of Education. The Department should only provide accommodation for children who must live away from home to obtain their education.

The Committee on Education feels that, in the planning of school accommodation and in the locating of schools, there should be discussion with the local Citizens' School Committee before plans are finalized.

XI.1 The Committee on Education recommends:

- a. That the Department of Education as a matter of policy consult with municipal authorities in the early stages of planning site selection or in any accommodation matter that may possibly affect municipal services;
- b. That, wherever possible, the Department and the municipality cooperate so that recreational facilities are shared;
- c. That there be provision in the School Ordinance for financial or other agreements between a municipality and the Department to provide joint services in schools that may extend beyond those required for purely school use.

It is suggested that "a" and "b" above must be matters of policy rather than matters of legislation. It is to be expected that any Territorial Department will honour municipal zoning and other bylaws as a matter of course. Agreement must come through negotiation and the desire to reach a mutually satisfactory solution. The sharing of recreational facilities should be determined by agreement before new expenditures are made. If a municipality expects that new recreational facilities will be shared it should consult with the Department of Education before they are installed.

XI.2 The Committee on Education recommends:

- a. That adequate school dormitory accommodation be provided in appropriate centres for those children who must live away from home to attend school;
- b. That a review be made of the present amount of the boarding subsidy in cases where children live in boarding homes.

It is suggested that hostels should be relatively small so as to provide a home-like atmosphere for the children living in them. It is noted that this is what has been done with the second hostel in Whitehorse.

It is also suggested that there should be some form of balance maintained between the boarding subsidy and the costs of approved hostel accommodation so that costs to the parent in each case should be reasonably

comparable. A good guide might be the costs of food per child in the Department-operated hostels.

XI.3 The Committee on Education recommends:

That, before any final plans are made for increasing school accommodation or facilities, these be discussed with the local Citizens' School Committee affected.

It is suggested that, when planning additional recreational facilities, priority be given to the areas outside Whitehorse in relation to their needs.

2. Separate Schools

Section 16(r) of the Yukon Act provides for separate schools in the Yukon. The present situation seems to have developed into an excellent working arrangement and the Committee on Education feels that it would be a grave mistake to disturb it.

It is suggested that to splinter the school system further by establishing schools for all religious minorities would be an even greater error, nor does this appear to be the wish of any major portion of the community.

The Committee would agree that religion is a matter of personal decision by parents.

XI.4 The Committee on Education recommends:

That no change be made in the existing agreement in regard to separate schools.

3. Recreation

The Recreation Branch of the Department of Education was not established for recreational services in schools but for community recreational services. It is the understanding of the Committee that the Territorial contribution to community recreation services in organized municipalities is now part of the general municipal grant. The Department of Education

provides facilities for both school and extra-curricular activities and, to some extent for community activities as well.

The Committee is not aware of any change in recreational services as far as schools are concerned. A distinction must be made between activities controlled by the school and activities controlled outside of the school. It is irrelevant whether or not the same participants are concerned.

XI.5 The Committee on Education recommends:

That to ensure clarity the role of the Recreation Branch of the Department of Education be clearly defined in a policy statement.

4. Post-Secondary Education

A system of grants and bursaries covering all elements of post-secondary education is at present in effect. This system covers any bonafide resident of the Yukon Territory who must continue his education beyond secondary school outside the Territory because the course required is not offered within the Territory.

The resolutions in regard to the status of women are recognized but, since there is no post-secondary institution within the Territory, the recommendations do not apply.

5. Philosophy of Education

The suggestion that there should be in existence a comprehensive statement of the purposes of Yukon schools is probably good. The Committee on Education quite frankly does not have the time to do justice to such a statement.

There are certain principles underlying the submissions made to the Committee. The Committee's own recommendations also reflect some common aims. It is suggested that the Department of Education could take those submissions and the report of the Committee together with any

further submissions that it might receive, and from them formulate a working statement. Such a statement should not be drafted by a Committee made up of Department officials only. The Department would be well advised to set up a small steering committee which would include members of the general public, certainly representatives of the local Citizens' School Committee and of the Yukon Teachers' Association.

It should be in no hurry to produce the final result. It might be very advisable to draft the statement cautiously and carefully. The final result should not be just a theoretical statement of principles but something that can be used in conscious evaluation of the various parts of the school system.

XI.6 The Committee on Education recommends:

That the Department of Education consider drafting a comprehensive statement of the purposes of Yukon schools along the lines suggested above.

It is suggested that such a statement, to be of value, must provide a yard-stick by which the results of any activity of the Department or of an individual school may be measured.

XII: Summary**Introduction**

In the body of the Report the Committee has tried to interpret into recommendations for action the expressed wishes of the citizenry. There is some danger in this procedure of losing sight of the main import of the recommendations by over-emphasis on details. For that reason this final chapter has been prepared as a summary of the consensus of the public and of the comments of the Committee.

I. As the main chapters of the report deal with specific items listed in the Committee's terms of reference the first chapter on the School Ordinance dealt only with relatively minor matters. These matters were largely those of absenteeism and truancy, age of school entrance and school leaving, and the length of the school year. The Committee's recommendations were, it believes, in line with public consensus on these matters. Quite evidently there are minorities who will be opposed to some of these suggested changes but the Committee tried to meet what the majority of public opinion desired, while maintaining the practical functioning of the school system.

The latter part of the chapter dealt with some additional suggestions of the Committee designed to assist whoever is responsible for re-drafting the Ordinance.

II. It became evident, from the first public hearing on, that there was a general demand for a greater public participation in school affairs. The Committee on Education felt that this demand could best be met by strengthening the power of the local School Advisory Committees and recognizing it under a name more indicative of its new powers.

The suggestion for a Territorial Advisory Board, presented under a variety of proposals, was not as generally acceptable in the public hearings. The Committee, having debated the matter so as to bring out

all of its ramifications, felt that the principle behind the suggestion could be met quite readily by adopting a suggestion from one of the Advisory Committees. This suggestion called for an annual meeting of representatives of the local Citizens' School Committees with the Executive Committee Member and senior civil service officials of the Department at which the composite experience of the Committees could be utilized. The complex administrative structure necessary to implement other suggestions was therefore avoided.

As there was no public enthusiasm for the setting up of actual school districts with school boards the Committee did not recommend these at this time but, feeling that they must come in the not too distant future, has suggested that a study be made which would make the transition to school boards more feasible. Meanwhile the increasing of the powers of the Citizens' School Committees should do much to prepare areas for the next step.

III. There was a dearth of ideas from the public as to methods of improving the Territorial tax structure. Those few suggestions that were made did not seem practical.

It was apparent that, although there was a suggestion there be individual school budgets, there was no agreement as to what those budgets might contain. The Committee's recommendations were therefore restricted to suggesting those individual items of budget that might be placed under the control of individual schools. It was stressed in the Committee's discussions that new services must be regarded in the light of their priorities in the educational picture.

IV. Suggestions on administration were relatively few in number and dealt with quite specific items. There was an evident feeling that there should be recognition of the existing situation whereby an elected member of the Territorial Council sits on the Executive Committee in actual

charge of the Department of Education. This would seem to imply a transition to an actual Territorial Ministry of Education or its equivalent.

There was some emphasis on the need for compromise between the unity of a centralized system and the flexibility of a decentralized system. Some of the suggestions were made in very specific terms. In the areas outside Whitehorse there was some concern that the Department might not be keeping close enough supervision over what was happening in the schools.

The Committee on Education felt that a new Ordinance should give legal recognition to the position of the Executive Committee Member in Charge of Education while clarifying the role of both the Executive Committee Member and the Superintendent of Education. Certain suggestions were made with the intent of decentralizing the Department of Education and at the same time providing closer supervision of the schools under its charge. The main principle that the Committee believes should be established is that the Executive Committee Member must be the Government head of the Department and that his responsibility should be to the Territorial Council through the Executive Committee. The Superintendent of Education, on the other hand, should be the administrative or Civil Service head of the Department responsible to the Executive Committee Member and through him to the Executive Committee and the Territorial Council. It recognized that this may call for certain legal changes which the Committee is not in a position to identify.

There was also a distinct concern that the authority, and therefore the responsibility, of principals should be strengthened. The Committee agreed that many of the specific powers and duties of the principals should be stated in the Ordinance and accompanying Regulations. There should be some clear legal recognition of the relationship between principals and the Citizens' School Committees. In regard to the principal's powers, there was probably more discussion of the questions of suspension and

expulsion of pupils than this topic might justify. The Committee felt: that the powers should lie largely with the principal and the Citizens' School Committee; that the procedures should be clearly outlined; and that the rights of the pupil to a fair hearing of his case should be protected.

V. There were more suggestions concerning curriculum than on any other topic. As might be expected some of these were in opposition to others. Most markedly, there were recommendations favouring local autonomy in curricula and those advocating complete standardization. The majority of suggestions favoured a curriculum that was more cognizant of the Yukon heritage than that in present use. The necessity of providing enough latitude to enable suitable teaching of racial minorities was also mentioned. The Committee recommended modifying the curriculum in some fields so as to provide a general Yukon orientation and make it possible for a degree of flexibility in local situations.

Complaints about textbooks were largely concerned with the expurgation from them of material considered prejudicial to certain groups: notably the native Indians and the advocates of non-sexist attitudes. Both of these groups also suggested a positive approach by supplying new texts written to conform with the attitudes they hold. The Committee on Education took the position that any well documented complaint about textbooks should be investigated and redressed if the evidence justified it.

A suggestion that physical education should be non-compulsory in the senior grades was not upheld by the Committee. A more general recommendation that physical education instructors be supplied in outlying areas was referred back to principals and Departmental officials who appoint teaching staff.

As there has been considerable groundwork done in the field of Family Life Education at the elementary level, the Committee supported

the suggestion that Family Life Education become a regular part of instruction in the elementary grades. At the secondary level, although the need may be greater the preliminary work has been minor, therefore the Committee recommended immediate study by the Department of programs with a view to implementing as soon as possible whichever proves most desirable.

There is a general and understandable feeling that the Yukon heritage be studied more closely by children in the elementary and secondary schools. The Committee therefore suggested means of doing this.

The subject of outdoor education was brought up extensively in one brief and seemed to meet with general approbation. Two factors were involved: the interest of Yukoners in outdoor living and the need for a serious study of specific aspects of ecology. The Committee felt that serious outdoor education can produce only good results but warned against a purely recreational approach to it. The Committee supports the inclusion in existing curricula at various grade levels of environmental studies that would arouse an awareness of ecological factors on human living.

The Committee felt that the importance of music in the curriculum should be remembered when appointing teachers and providing facilities, but that its priority should not be exaggerated.

Having considered various suggestions the Committee agreed that existing library services in the schools should be improved and suggested various ways in which this could be done.

One of the more novel ideas proposed in the field of industrial education was that the outlying schools might well take a less conventional approach than at present in order to develop those skills that could be used more directly in the community. The Committee felt there was merit in the idea and that existing programs in industrial education and home economics might well be examined with a view to introducing it.

The need for developing a greater recognition in the classroom of the differences between Indian and white culture were matters of great concern to Indian organizations which advanced a number of ideas. The Committee felt that this concern was justified and that the Department of Education could, by developing courses and materials and by making use of the resources existing in the Territory, assist in restoring the cultural position of the native Indian in the Yukon. On the other hand the Committee felt that the Department must retain complete responsibility for the operation of the curriculum in its schools and, although cooperating with associations of native people, could not hand over direction of the schools to them.

Briefs on language were concerned with two things: the teaching of French and the teaching of native Indian languages. In the light of the fact that only a small proportion of Yukoners speak French as their maternal tongue the Committee recommended that it be offered at the elementary level on a voluntary, rather than compulsory, basis. The Committee felt that the cause of bilingualism was not being served by compulsory teaching of uninterested students at a primary level when the language would not be used outside the classroom. Teaching of native Indian languages should be permitted as an alternative to those pupils desiring it, provided that suitable instructors can be obtained.

The many different methods used in schools for reporting, promoting and grading provoked some comments in the public hearings. It is possibly not desirable to have uniform methods but the Committee does feel that the Department should issue guidelines to make certain that the methods used in any school are understood by the parents.

No recommendations were offered on the question of motivation.

It was felt that the suggestion regarding an alcohol and drug program for Indian communities should be directed to Health Services.

Some of the comments that were made in public hearings led the Committee to recommend that the Department maintain closer supervision over classroom procedures.

The importance of counselling was brought out in several briefs, particularly in reference to the desirability for counselling services in small secondary schools and in elementary schools. There was also a suggestion that native Indian counsellors be appointed where there are significant numbers of secondary Indian pupils. The Committee made several specific suggestions as to how some of these ideas could be implemented.

VI. Most of the recommendations regarding special education needs of Yukon Indians have been discussed under individual chapter headings but, for the sake of unity, all recommendations dealing with the topic were brought under Chapter VI. The comments made in this summary therefore are very general.

The Committee does not think that the Yukon educational authorities can ignore the very real nature of the Indians' educational problems. Although it is true that the Territorial school system has not had anything like the time to deal with them that other jurisdictions in Canada have had, it must be realized that a large group of people in the Yukon have been taken from one life style and have been brought into direct contact with another quite alien to it.

The problem of educating the Yukon Indian child is at least twofold. It must deal first with those who will remain in the Yukon and follow an Indian way of life. It must also deal with those who, for one reason or another wish to follow, temporarily or permanently, a life style quite different from that of their ancestors. Whichever route is followed, the Indian child should retain his pride in his ancestors and his determination to retain many aspects of their culture. Every Indian has a right to his identity as an Indian and as a Yukoner.

What is clear to the Committee is that the individual must have as free and unfettered a choice as is possible to follow his self-determined educational route.

The Indian people need leaders. Many of these leaders will perforce take their post-secondary schooling outside the Yukon, whether this be along academic or technical lines. To such a person there is the simple necessity of conforming to a program that will enable him to do exactly that. For the Indian who stays in this Territory it is equally important that the education he secures in school will be of assistance to him in establishing his position in the Yukon society.

The spirit behind the Committee's recommendations in Indian education is based on the principles stated above. In some cases it has accepted suggestions advanced and in other cases the Committee has felt that the suggestions are not practical at this time.

There is probably one difference between the Committee's thinking and that of those who formulated the main brief on behalf of Indians. The Committee feels that the Yukon Department of Education must remain in control of the educational system for which it has been given legal responsibility. As part of this responsibility, it must improve those aspects of the system that will benefit Indians. Many of the recommendations made by the Committee are along this line.

On the other hand, the Committee feels that there must be a high degree of cooperation between the Department and Indian groups and their representative associations. It feels that the individual Indian must also participate in educational affairs to the same extent as any other citizen.

VII. Both the Yukon associations concerned with children with learning disabilities submitted rather complete briefs while several other organizations supported them. One of the major suggestions was to make the appointment of

an educational psychologist to the Department of Education a matter of high priority. The Committee would agree with this as it would, among other things, make possible the diagnosis of learning handicaps and learning disabilities at an earlier age.

That the Department of Education has taken some new initiative in special education is a matter of record. The Committee, together with the people of the Yukon, have hopes for development of special education in the Yukon and have made recommendations that may be of assistance to the Department. One brief word of caution is probably necessary. There are limitations to what can be done in any special educational field when the total school population is only 5,000. What must be of concern to the Department and to the citizens is the need to provide the best services possible under that situation.

VIII. There are two suggestions in regard to apprenticeship training. The Committee agreed with one but not with the other. It recommended that closer supervision be exercised over on-the-job training in the Yukon.

There was some criticism of vocational training as carried on at the present time. The Committee felt that reducing the number of drop-outs should be investigated and made other suggestions that it hoped will improve the effectiveness of the vocational training being given.

At the public hearings quite a number of comments on adult education were received. It was felt by the Committee that more might be done to extend adult education programs to the outlying communities of the Territory.

IX. After studying the recommendations advanced the Committee on Education recommended that the Yukon Teachers' Association be legally recognized as the representative of teachers in the Territorial schools. It was not prepared to support the argument that the Yukon Teachers' Association should become a full partner in the administration of either

the curriculum or the administration of the schools. It accepted the suggestion made by teachers for the removal of existing tenure and probationary concepts and suggested in their place a procedure of appeal against unjust dismissal. It also recommended some slight changes in employment practices and the training of persons of native Indian background for interim teaching within the Territory. Recommendations on the provision of teacher aides were also made.

X. Because it was the almost unanimous opinion of those citizens who attended hearings, the recommendation was made that kindergartens be incorporated into the public school system. An exception was suggested in respect of those communities where Indian Education Committees might wish to continue under their auspices kindergartens for Indian children. It was felt that the total integration of kindergartens into the public school system might have to be a gradual process and that, where it occurred, the school kindergarten should not come under existing kindergarten regulations but under the direct jurisdiction of the Department and the Citizens' School Committees.

XI. A number of miscellaneous items were discussed. It was felt that there should be closer cooperation in future planning of school recreation facilities between municipalities and the Department of Education. This should be equally true of both parties. The location of new secondary schools serving a district and matters of dormitory and boarding accommodation were also discussed, with the Committee recommending the provision of adequate student hostels and a review of boarding subsidies.

The Committee felt that there should be no interference with the existing situation regarding separate schools.

A final recommendation of the Committee was that the Department of Education take the leadership role in drafting a comprehensive statement of the purposes of Yukon schools, a statement that could be used as a practical working guide.

Appendix ABriefs and Recommendations Received by the 1972 Committee on Education

August 8, 1972	Beaver Creek Women's Institute	BC 1
August 8, 1972	Mrs. T.J. Patterson	BC 2
November 9, 1971	Robert Henderson School Advisory Committee (Clinton Creek)	CC 1
August 1, 1972	Dawson Indian Band	D 1
August 31, 1972	Dawson City Kindergarten Association	D 2
August 31, 1972	Robert Service School Advisory Committee	D 3
August 14, 1972	Dell C. Van Gorder School (Faro)	F 1
November 13, 1971	Haines Junction School Advisory Committee	HJ 1
August 22, 1972	Dr. J.V. Clark (Mayo)	M 1
December 20, 1971	Watson Lake School Advisory Committee	WL 1
June 27, 1972	Mrs. Valerie Morrow (Watson Lake)	WL 2
August 22, 1972	Watson Lake School Advisory Committee	WL 3
October 29, 1971	F.H. Collins School Advisory Committee	W 1
October 29, 1971	Jack Hulland School Advisory Committee	W 2
February 7, 1972	Christ the King Schools Advisory Committee	W 3
July 12, 1972	Mrs. Leona Lane	W 4
July 27, 1972	Skookum Jim Hall Friendship Centre	W 5
July 18, 1972	National Status of Women Organization (Joyce Hayden)	W 6
July 20, 1972	Donald Wise	W 7
July 20, 1972	City of Whitehorse - Planning Board	W 8
July 21, 1972	Whitehorse Citizens (J.B. Varcoe)	W 9
July 21, 1972	Outdoor Education (Mrs. Joan Craig)	W 10
July 21, 1972	Jack Hulland School Advisory Committee	W 11
July 24, 1972	F. H. Collins School Advisory Committee	W 12
August 9, 1972	George Falkenberg	W 13
August 23, 1972	John Lammers	W 14
October 29, 1971	Yukon Teachers' Association	Y 1
January 26, 1972	Yukon Social Service Society	Y 2
January, 1972	Yukon Native Brotherhood	Y 3
July 18, 1972	Yukon Association of Non-Status Indians	Y 4
July 19, 1972	Northern Health Services	Y 5
July 20, 1972	Yukon Association for Retarded Children	Y 6
July 21, 1972	Yukon Family Counselling Service	Y 7
July 21, 1972	Learning Disabilities Committee of the	Y 8
July 21, 1972	Yukon Family Counselling Service	
July 21, 1972	Yukon Teachers' Association	Y 9
July 21, 1972	Yukon Citizens (Mrs. Alford)	Y 10
July 24, 1972	Yukon Association of Kindergarten Instructors Whitehorse Kindergarten Co-Ordinating Committee	Y 11
July 21, 1972	Yukon Conservation Society	Y 12
August 8, 1972	Yukon Native Brotherhood	Y 13

Appendix BActivities of the Committee on Education

The Committee on Education travelled to every community in the Yukon where a school is located and held twenty-three open hearings as set out in the "Proposed Terms of Reference" for the Committee. We spoke informally during the day, where possible, with residents of each community. Many communities had held advance meetings of their School Advisory Committees and were prepared with suggestions, recommendations and opinions. However, in some communities, discussion at the meetings got underway only after questions were asked by the Committee members. These questions were drawn from suggestions and recommendations in the briefs we had received. Attendance at the hearings on the whole was light, but the Committee felt that those who did attend were interested in the education system of the Yukon Territory.

- July 5 Two members of the Committee met with the Commissioner to receive the Terms of Reference.
- July 17 The Chairman and the secretary opened the office and started work on preliminary planning.
- July 21 The Committee held its first full-scale meeting and organized plans for touring the Territory.
- July 22 Haines Junction. Meeting attended by twelve persons.
- July 23 Destruction Bay. Visited Kluane Lake School. Four people, two from Quill Creek, attended the meeting.
- July 24 Beaver Creek. Meeting attended by twelve persons.
- July 25 Clinton Creek. Meeting held at Social Centre and attended by twelve persons.
- July 26 Dawson City. Toured Robert Service School. Meeting attended by twelve persons and three briefs were presented.

- July 27 Elsa. Meeting attended by six people.
- July 28 Mayo. Meeting attended by fourteen people and one brief was presented.
- July 29 Returned to Whitehorse
- July 31 to August 4 spent in Whitehorse working on briefs.
- August 7 Carcross. Meeting attended by seven people.
- August 8 Teslin. Meeting attended by twelve persons.
- August 9 Watson Lake. No one came to the meeting.
- August 10 Ross River. Ten people attended the meeting.
- August 11 Returned to Whitehorse.
- August 14 Faro. Ten people attended the meeting.
- August 15 Pelly River. One gentleman and his four year old son attended the meeting.
- August 16 Carmacks. Meeting attended by six people.
- August 17 Whitehorse, Christ the King Elementary School. Twenty eight people attended the meeting and three briefs were presented.
- August 18 Whitehorse, F.H. Collins Secondary School. Meeting attended by twenty eight people. Four briefs were presented.
- August 21 Whitehorse, Takhini School. Two briefs were presented and thirty one people attended the meeting.
- August 22 Whitehorse, Christ the Kind Secondary School. Eight people attended the meeting and two briefs were presented.
- August 23 Whitehorse, Jack Hulland School. Meeting attended by twenty-six people. Three briefs were presented.
- August 24 Whitehorse, F.H. Collins School (Selkirk Street School was unavailable due to construction). Twenty one people turned out for the meeting and two briefs were presented.
- August 25 Whitehorse, Whitehorse Elementary School. Two briefs were presented. Twenty four people attended the meeting.

August 28 Whitehorse, Kishwoot Hall. The Yukon Native Brotherhood presented their brief at a meeting attended by forty five people.

August 29 Old Crow, Chief Zzeh Gittlit School. Meeting attended by thirty nine people.

August 30 Returned to Whitehorse

August 30 to September 21 worked in the Committee office in Whitehorse completing the report.

Appendix C

Some Statistical Information

All information on the following pages refers to the Yukon, whether or not this is stated on the individual graph.

Where the term "Indian" is used, it refers to persons of Indian status only.

The following is the basis of teacher entitlement used in staffing schools, 1972.

1. The following is the basis of entitlement of teachers for elementary schools, including schools which teach fewer than ten pupils in the secondary grades:

For 10 - 20 pupils, one teacher;
For 21 - 45 pupils, two teachers;
For 46 - 70 pupils, three teachers;

For over 70 pupils, one teacher for each 25 pupils in Grades 1 - 3 or additional fraction thereof, and one teacher each 30 pupils in Grades 4 - 7 inclusive or additional fraction thereof, provided the additional fraction in each case involves more than five pupils.

Furthermore, for each elementary school having more than three teachers on the above entitlement, an additional teacher is allowed for each seven teachers in entitlement or major fraction thereof. From these teachers are to be supplied principals, vice-principals, librarians, special class teachers, or other teachers performing special duties. The principal shall determine the purposes which these additional teachers shall serve.

2. The following is the basis of entitlement of teachers for secondary schools, including schools which teach fewer than ten pupils in the elementary grades:

For 10 - 20 pupils, one teacher;
For 21 - 45 pupils, two teachers;
For 46 - 70 pupils, three teachers;

For over 70 pupils, one teacher for each 30 pupils in Grades 8 - 10 inclusive or additional fraction thereof, and one teacher for each 25 pupils in Grades 11 - 12 inclusive or additional fraction thereof, provided that the additional fraction in each case involves more than five pupils.

Furthermore, for each secondary school having more than three teachers on the above entitlement, an additional teacher is allowed for each two teachers in entitlement, ignoring any additional fractions. From these teachers are to be supplied principals, vice-principals, counsellors, librarians, special class teachers, or other teachers performing special duties. The principal shall determine the purposes which these additional teachers will serve.

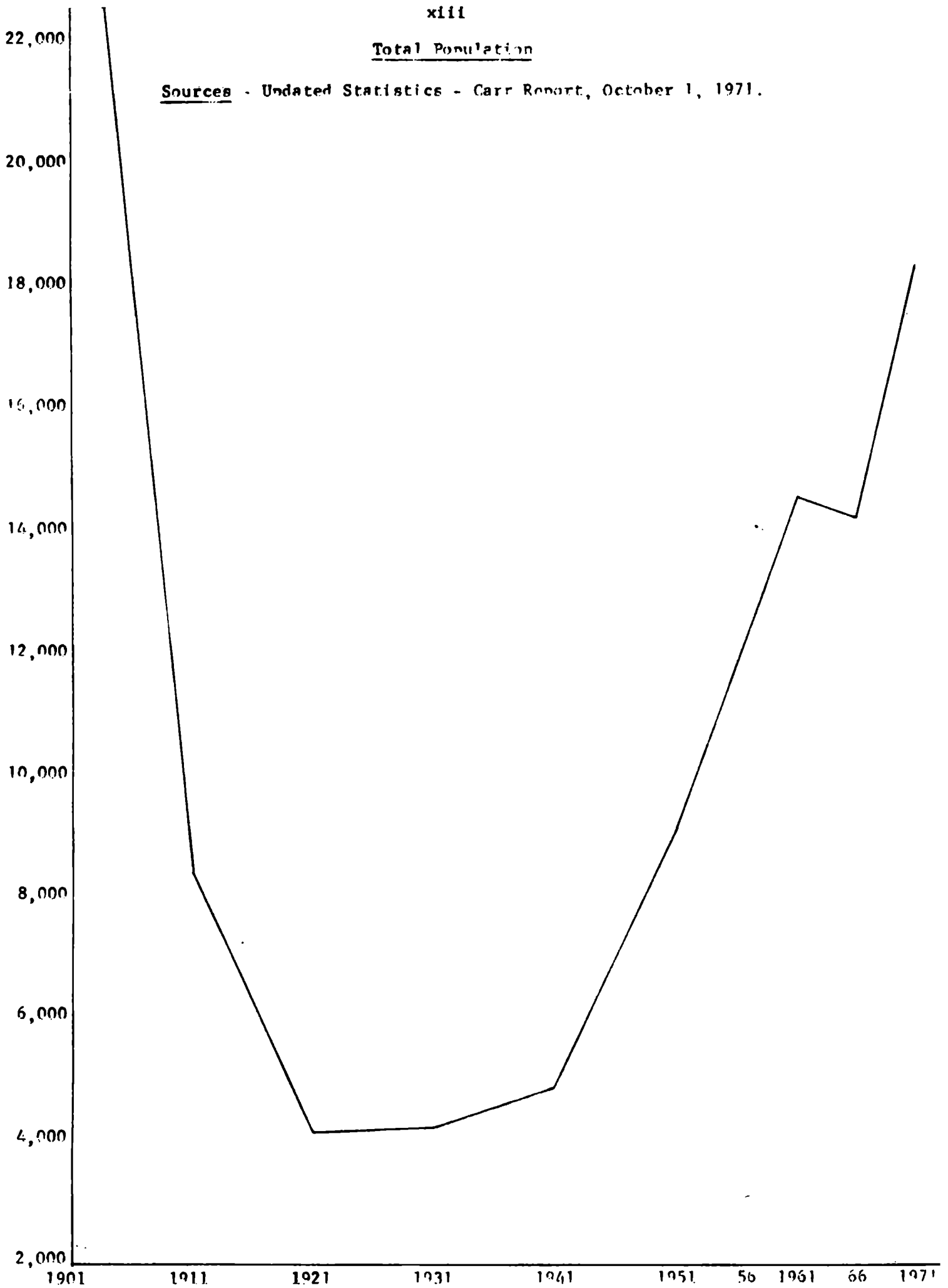
3. While observing the above in principle, the Superintendent of Education may in his discretion provide additional teachers for specific purposes and assign them to one school or to a group of schools.

Actual Pupil-Teacher Ratios in Yukon SchoolsMonth by Month, 1971-72

<u>School</u>	<u>Lowest Ratio</u>	<u>Highest Ratio</u>	<u>Average</u>
F.H. Collins	15.1 (June)	17.7 (Oct.)	16.8
Christ the King EJ	19.4 (June)	21.1 (Nov.)	20.5
Christ the King E	24.9 (Sept.)	26.0 (April)	25.6
Jack Hlland	21.7 (Sept.)	23.8 (April)	22.9
Selkirk Street	22.8 (Dec.)	23.8 (May)	23.3
Takhini	22.9 (June)	23.9 (Nov.)	23.4
Whitehorse	18.8 (June)	19.7 (Sept.)	19.3
All Whitehorse Schools	19.3 (June)	20.4 (Oct.)	20.1
Mayo	15.4 (June)	17.5 (Oct.)	16.4
Robert Service	13.9 (March)	15.5 (Oct.)	14.5
Watson Lake	16.7 (June)	17.8 (Nov.)	17.3
Carcross	15.7 (March)	17.7 (Dec.)	16.5
Carmacks	17.4 (June)	20.0 (Dec.)	18.4
Dell C. Van Gorder	16.7 (June)	20.6 (Nov.)	18.7
Haines Junction	11.8 (Dec.)	13.0 (Sept.)	12.3
Robert Henderson	16.8 (June)	19.5 (Jan.)	18.2
Teslin	20.2 (June)	22.2 (Sept.)	21.1
Beaver Creek	13.5 (June)	15.0 (Jan.)	14.4
Chief Zzeh Gittlit	16.0 (March)	17.0 (Oct.)	16.4
Elsa	18.3 (June)	20.3 (Oct.)	19.4
Kluane Lake	14.3 (June)	17.3 (March)	15.7
Pelly River	15.5 (June)	16.5 (Sept.)	16.0
Ross River	20.7 (Jan.)	23.7 (Sept.)	21.6
Outside Schools	16.0 (June)	17.7 (Oct.)	17.0
All Yukon Schools	18.1 (June)	19.4 (Oct.)	19.0

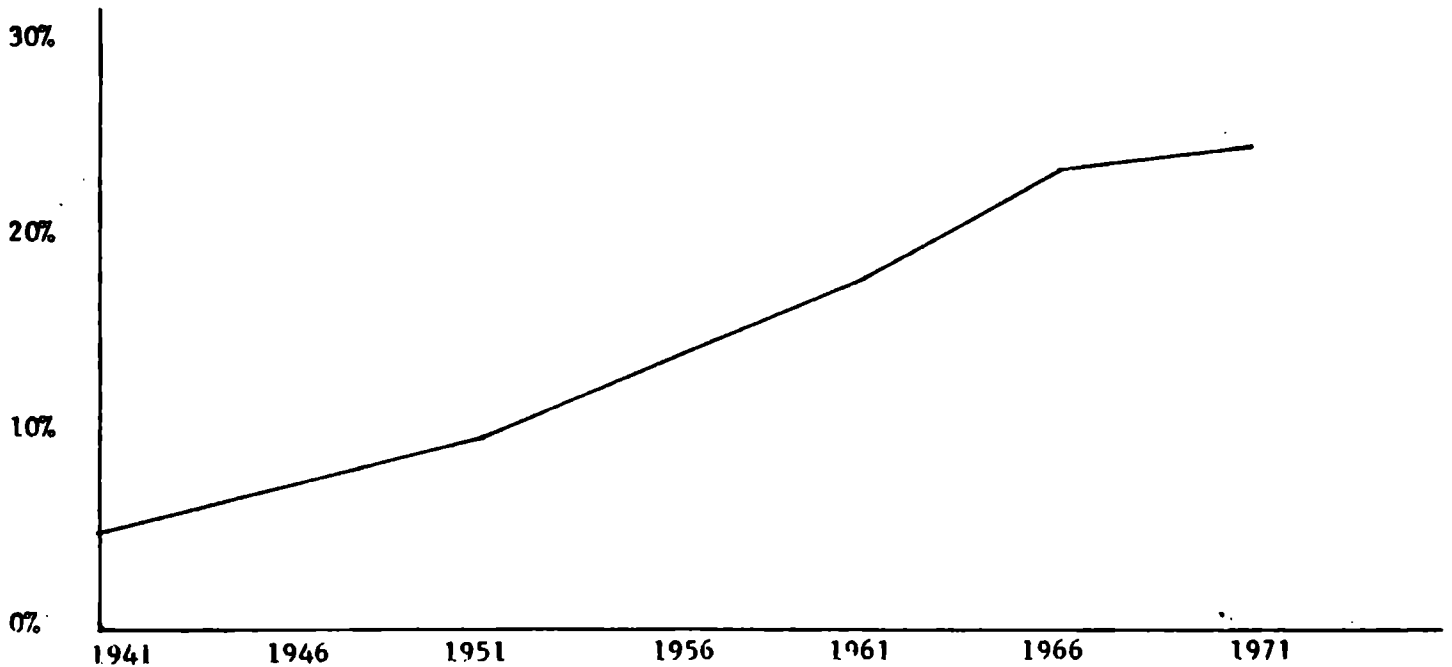
Total Population

Sources - Undated Statistics - Carr Report, October 1, 1971.



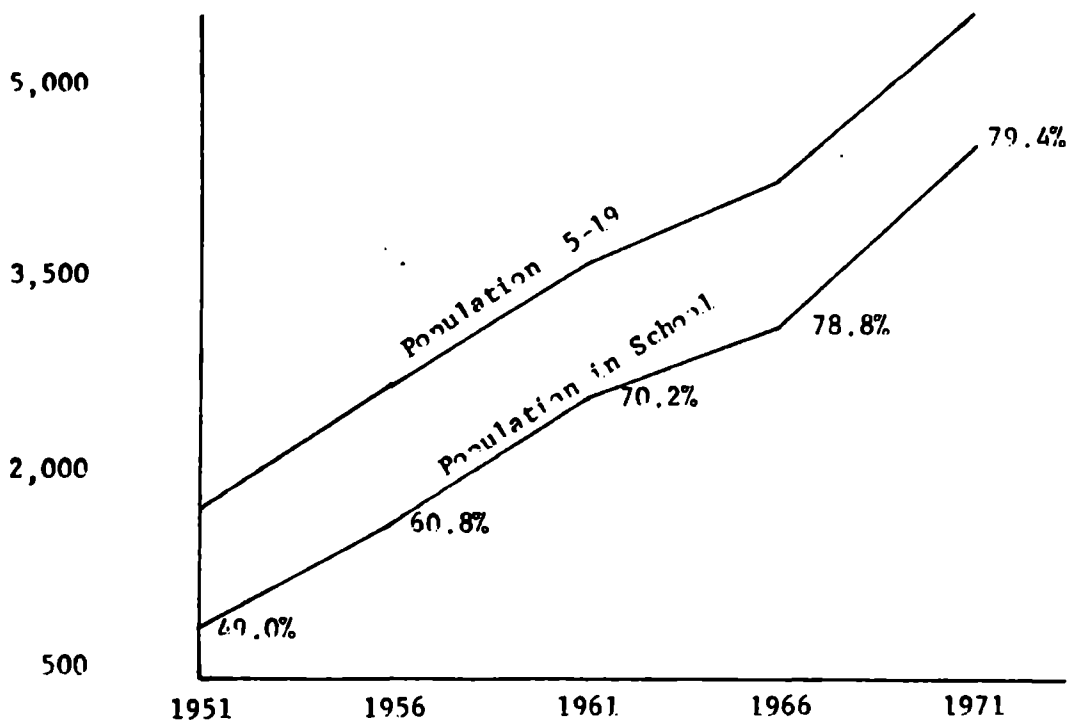
Percentage of Total Population in Public Schools

Sources - Calculated from Undated Statistics - Carr Report, October 1, 1971, and from Annual Reports of the Superintendent of Education.



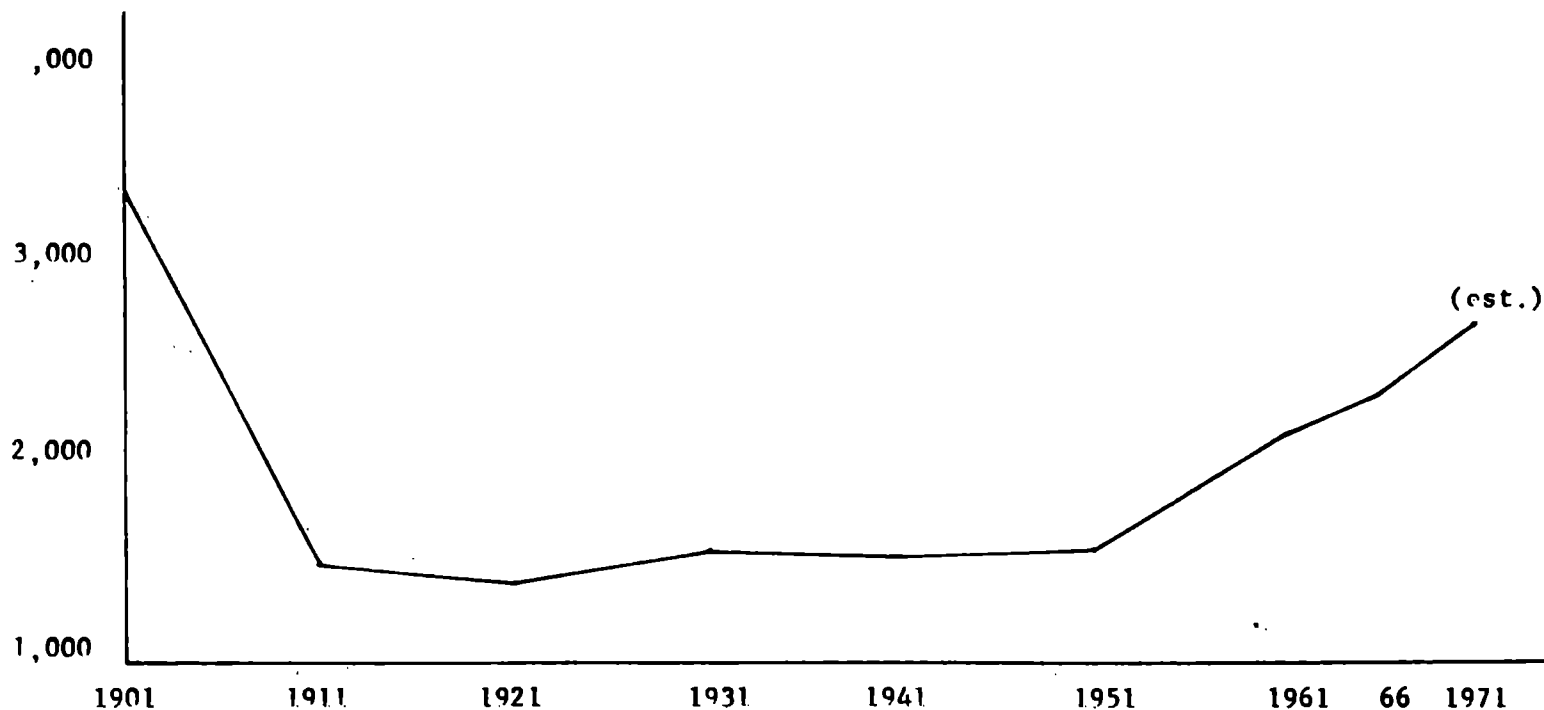
Population in 5-19 Age Group and Population in Yukon Schools

Sources - Census of Canada. Also, Annual Reports of the Superintendent and Updated Statistics - Carr Report, October 1, 1971.



Indian Population

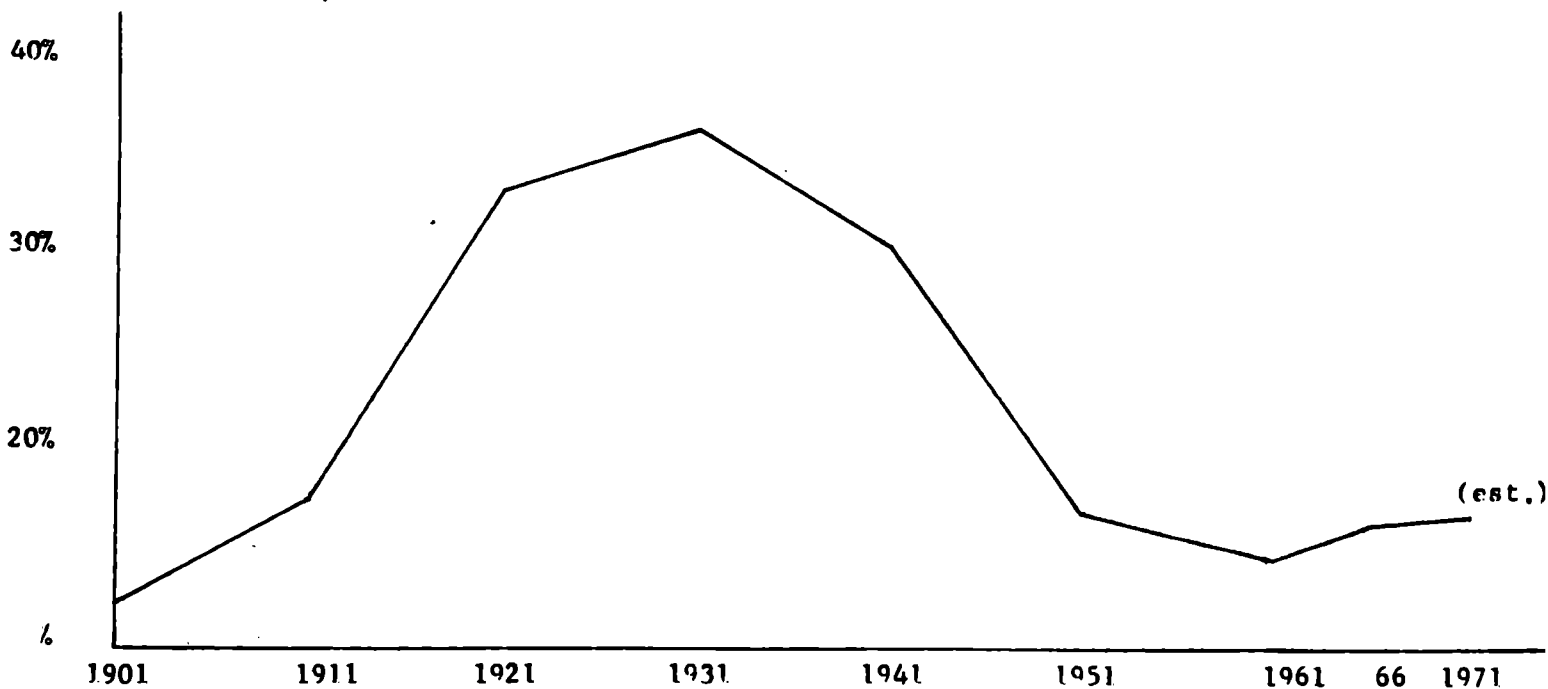
Sources - Updated Statistics - Carr Report, October 1, 1971



Percentage of Indian Population to Total Population

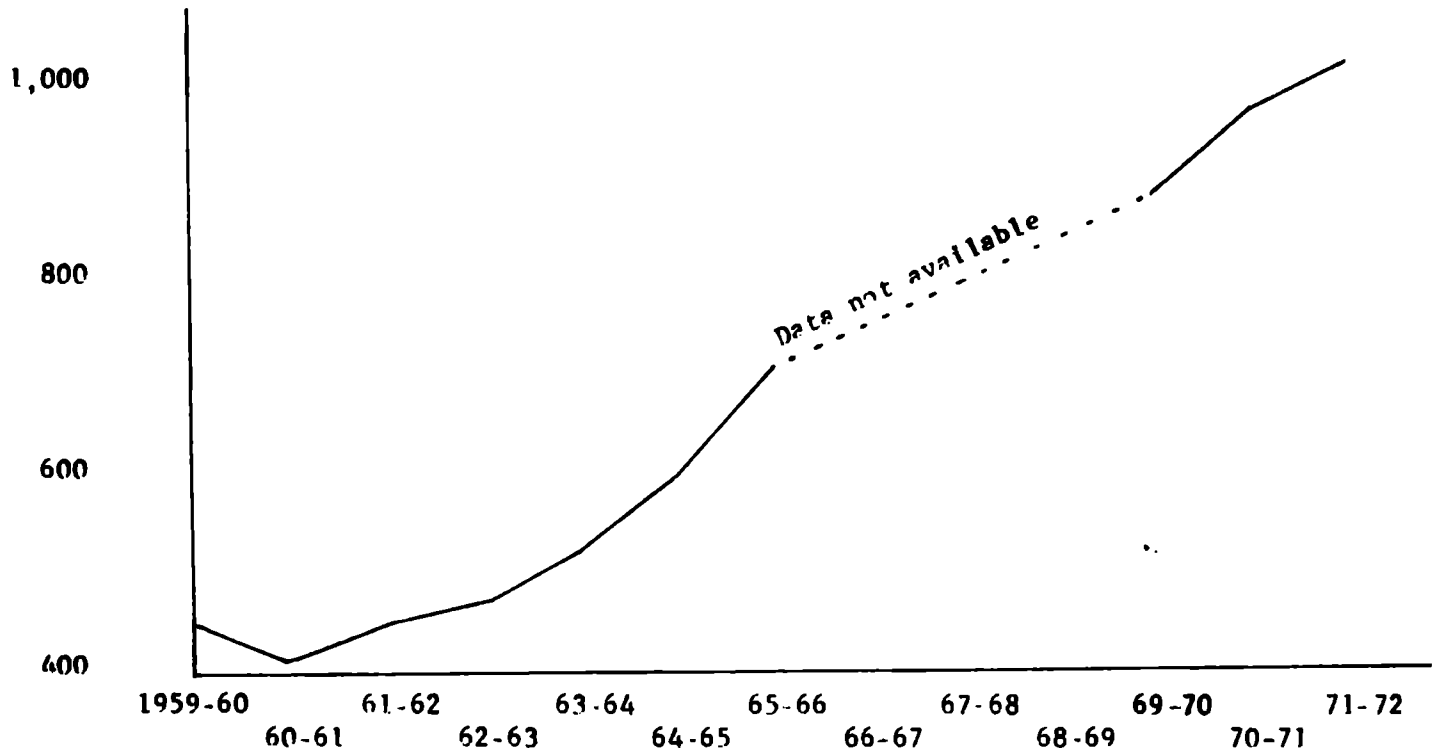
Sources - Updated Statistics - Carr Report, October 1, 1971.

Estimates for 1971 in % may be as much as 2% out. Census figures not yet available.



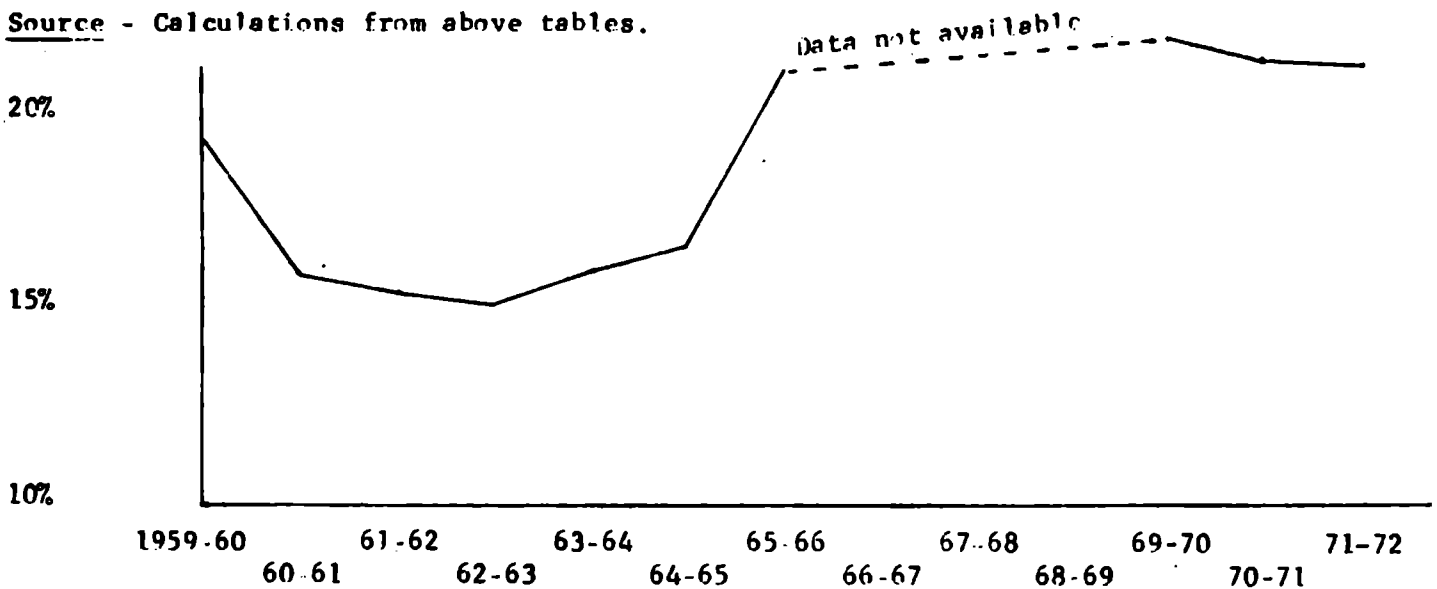
Enrolment of Indian Pupils in Yukon Schools

Source - This and the following table are based on figures in the Annual Reports, Department of Citizenship and Immigration, Yukon Indian Agency. Statistics were compiled by the Statistical Advisor, Yukon Territorial Government. Accuracy cannot be guaranteed, as the Yukon Schools do not distinguish, in their records, differences in racial origin.



Percentage of Indian Pupils in Yukon Schools*

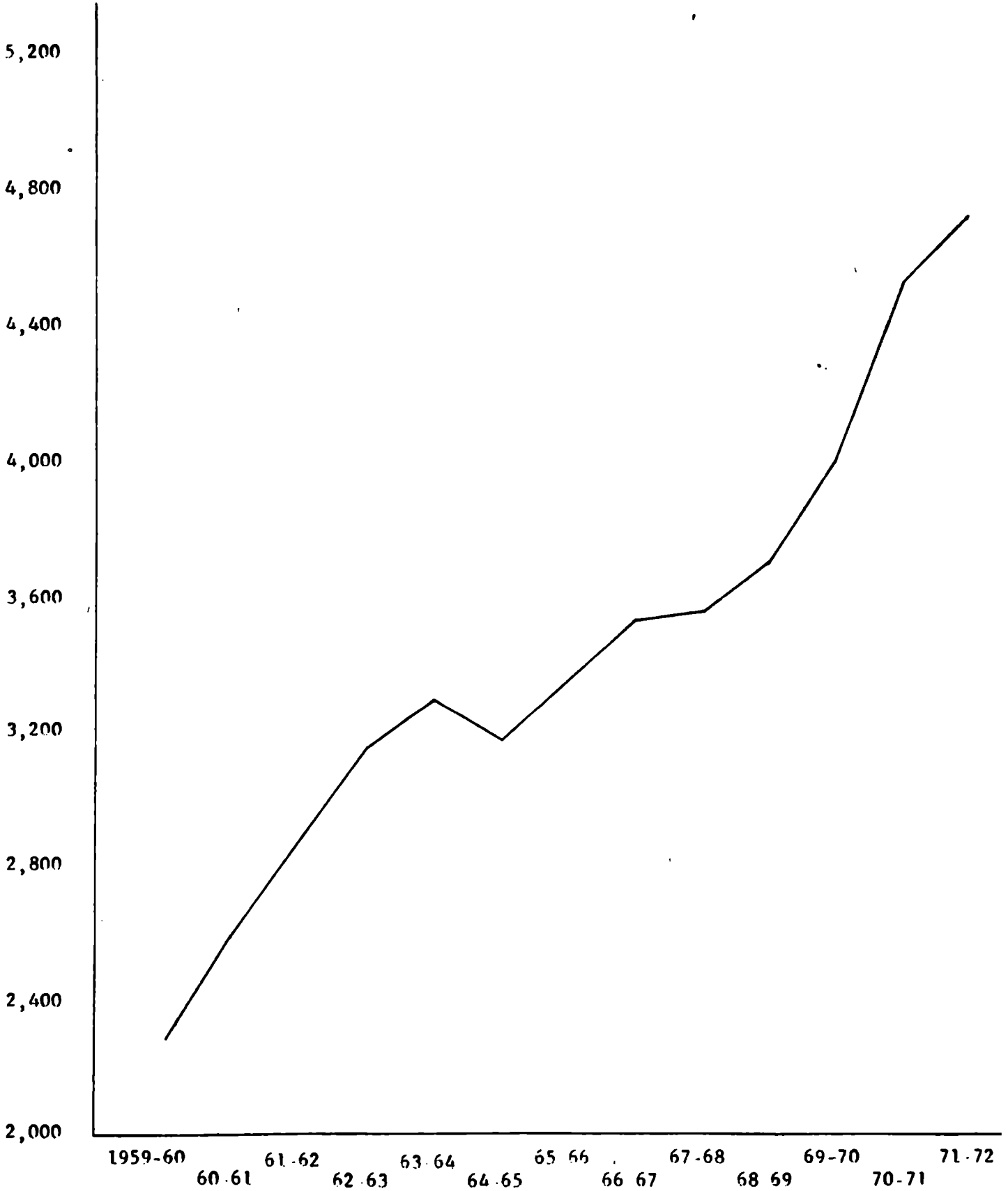
Source - Calculations from above tables.



* Percentage of enrolment of all pupils.

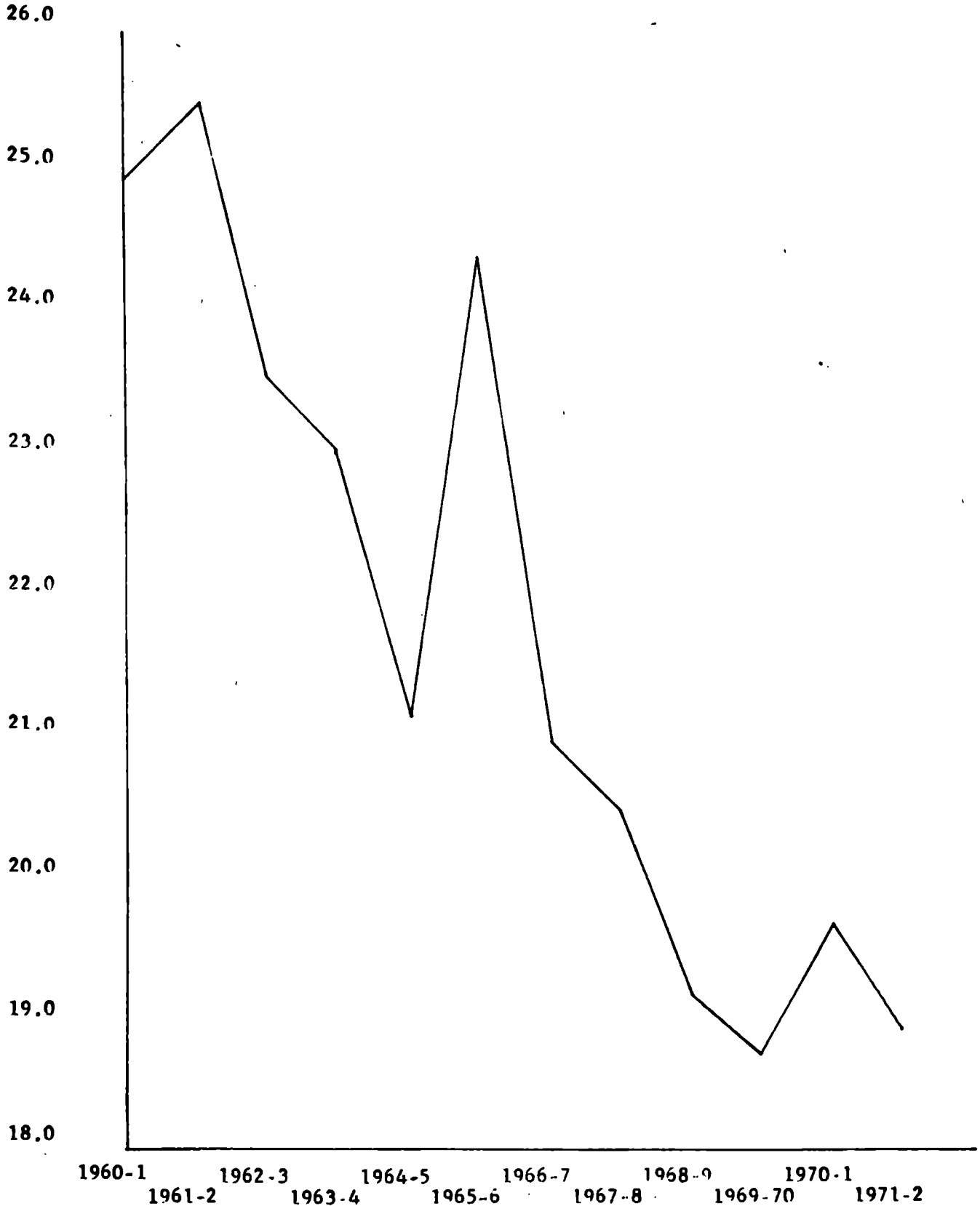
Total Pupil Enrolment

Sources - Updated Statistics - Carr Report, October 1, 1971 (for years 1959-60 to 1967-68).
Annual Report of the Superintendent of Education, 1971-72 (for years 1968-69 to 1971-72).



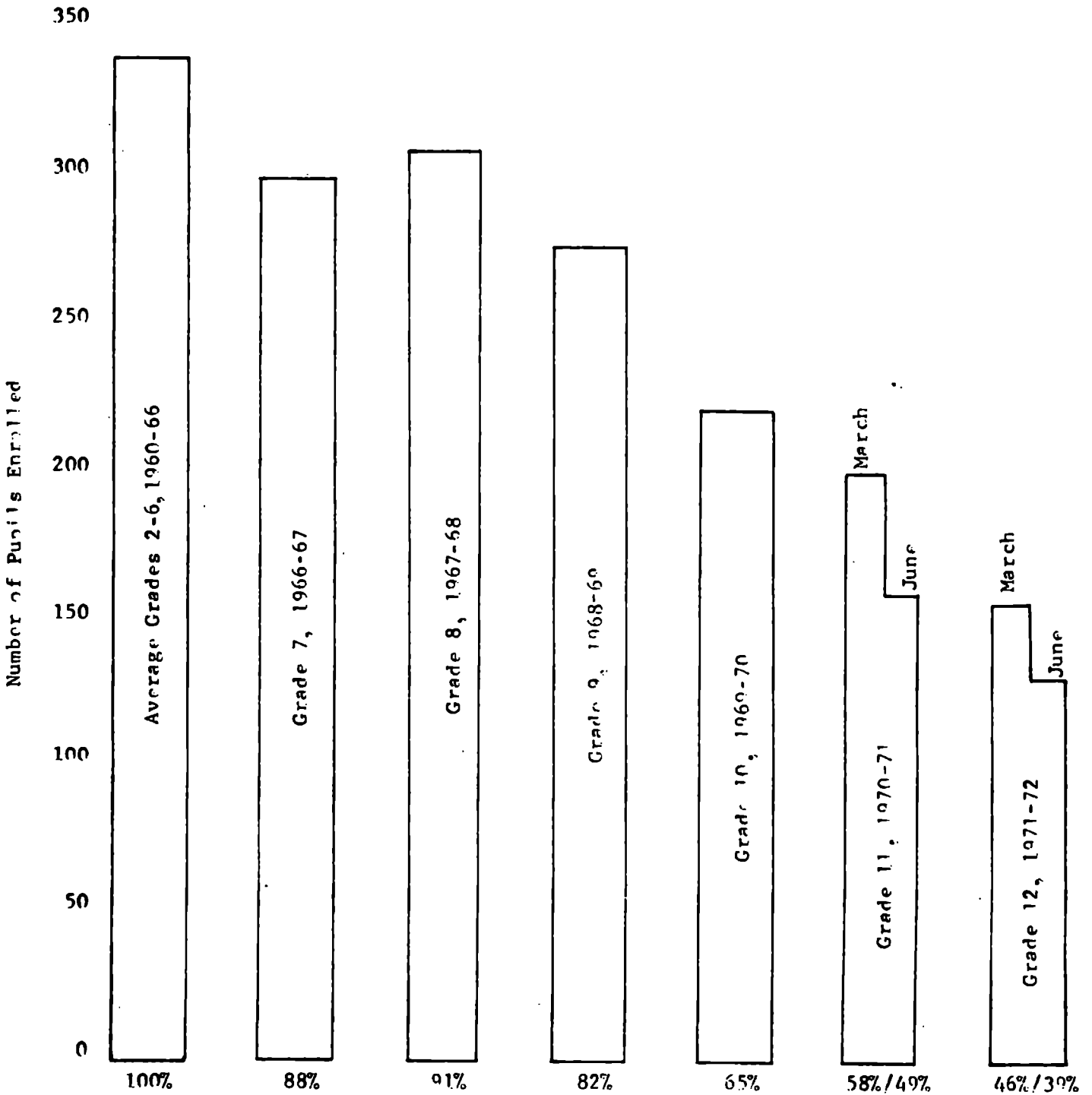
Pupil - Teacher Ratio

Sources - Computed for 1960-61 to 1969-70 from statistics in Statistics Canada's "Education in Canada's Northland, 1969-70". Statistics for 1970-71 and 1971-72 from Department of Education. (It is possible that the Statistics Canada figures may not be completely comparable. If this is true, they should be somewhat smaller than shown).



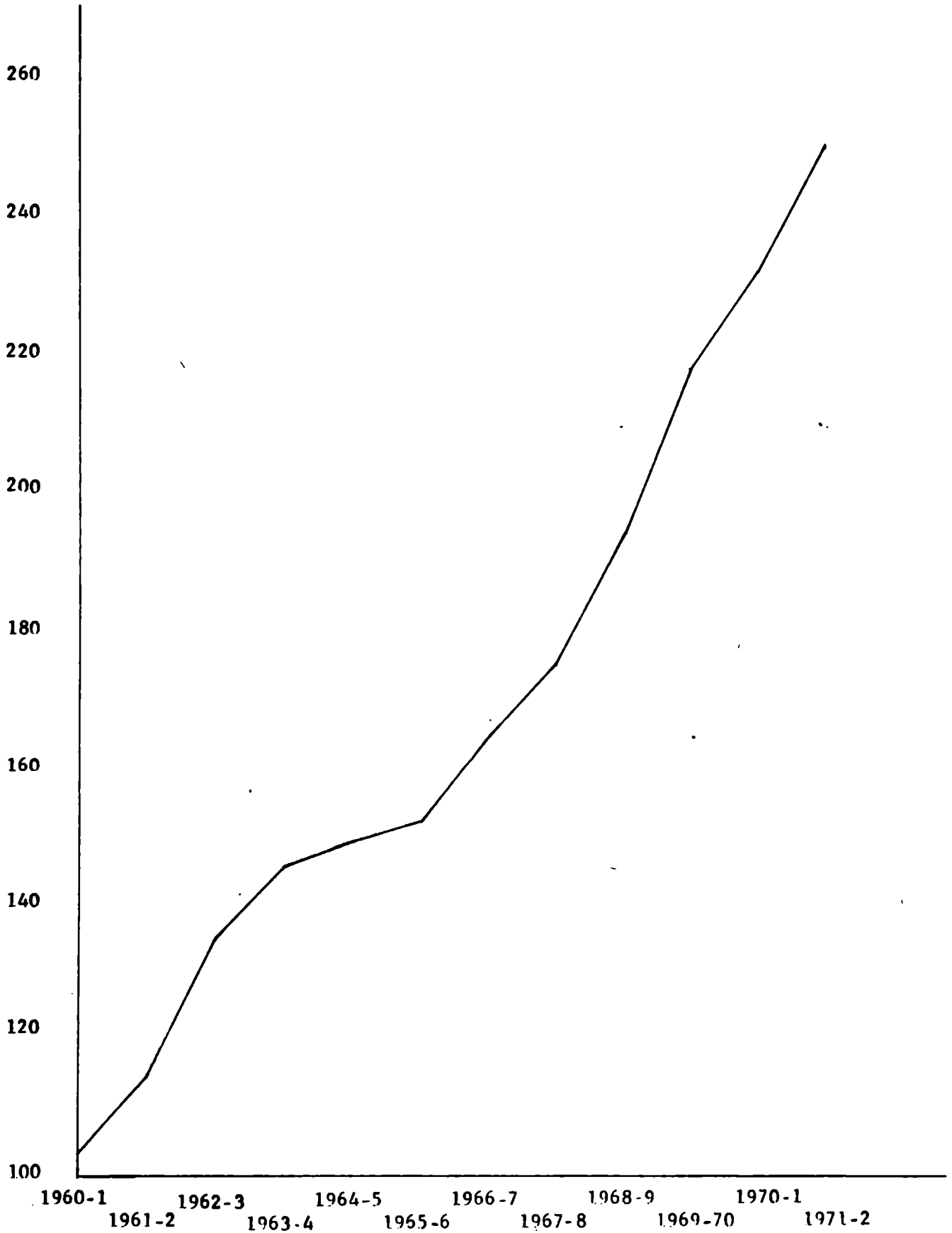
Enrolment of Pupils in Various Grades in Successive Years as Compared with Average Enrolment in Grades 2-6 for 1960-66.

Sources - Education in Canada's Northland, 1960-70.
 Department of Education, 1970-72.



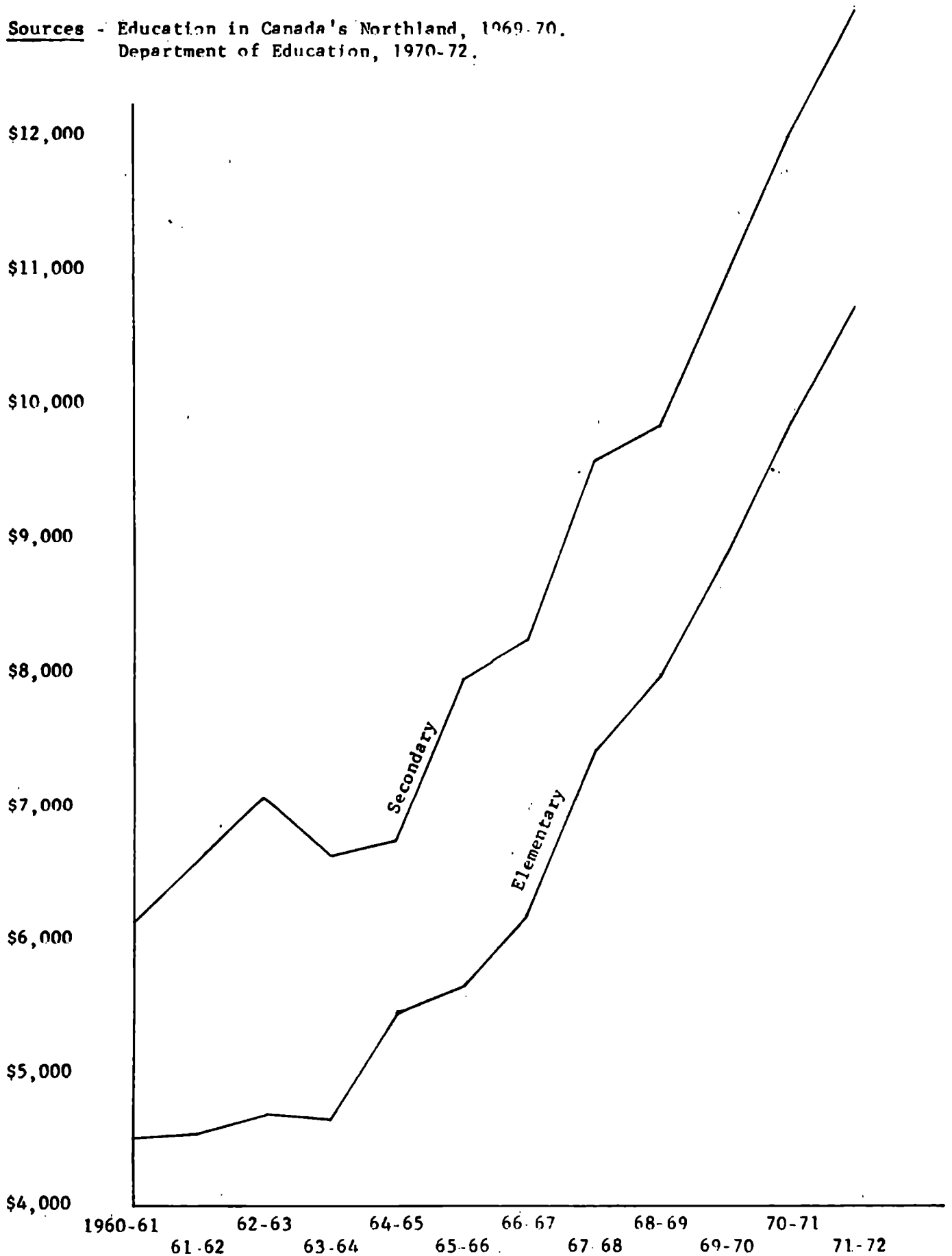
Number of Teachers

Sources - Education in Canada's Northland, 1960-70.
Department of Education for 1970-71 and 1971-72.



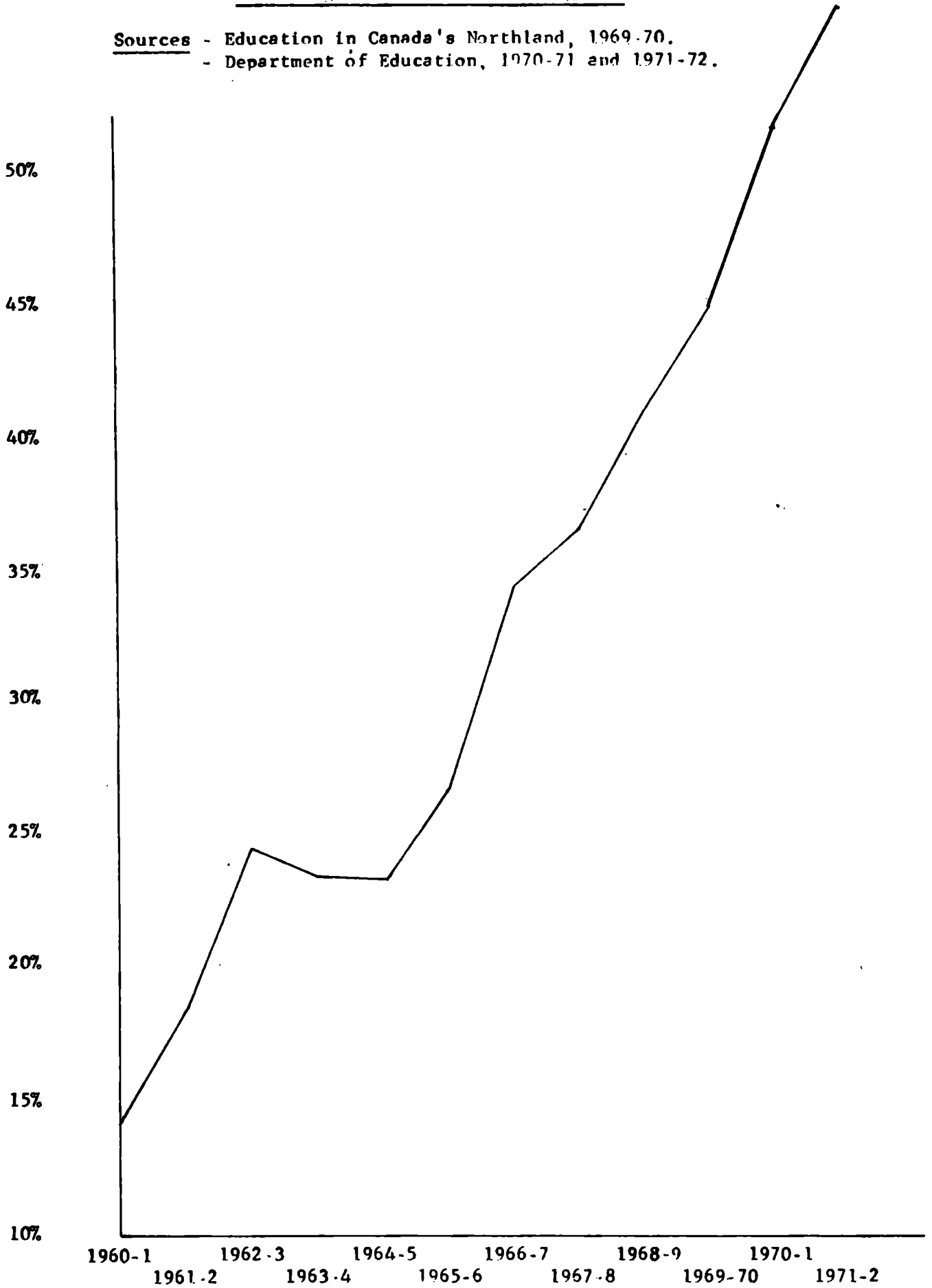
Salaries of Teachers (Average)

Sources - Education in Canada's Northland, 1969-70.
Department of Education, 1970-72.



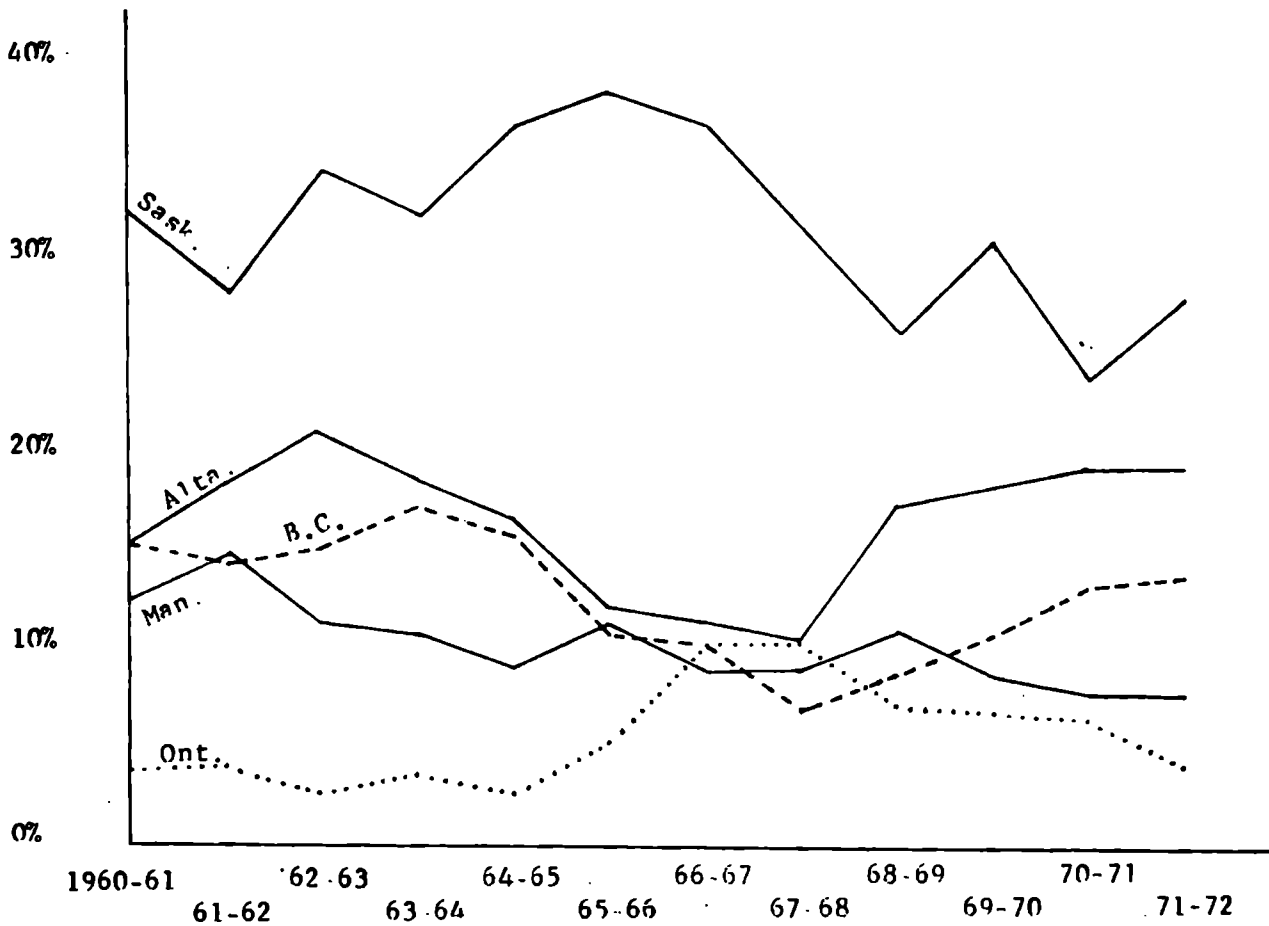
Percentage of Teachers with Degrees

Sources - Education in Canada's Northland, 1969-70.
- Department of Education, 1970-71 and 1971-72.



First Certificates of Teachers by Province of Origin*

Source - Education in Canada's Northland, 1960-70.
Department of Education, 1971 and 1972.



* Only those provinces from which a significant percentage of teachers has been drawn are mentioned.

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