

REPORT OF AN EDUCATIONAL SURVEY CONDUCTED
IN THE MACKENZIE DISTRICT OF THE CANADIAN
NORTHWEST TERRITORIES DURING THE MONTHS OF
JULY AND AUGUST, 1944.

by

Andrew Moore, B.A., B.Sc., LL.B., Ph.D.

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Andrew Moore, B.A., B.Sc., LL.B., Ph.D.
Inspector of Secondary Schools
Province of Manitoba

Submitted Jointly to the Northwest Territories
Administration, Department of Mines
and Resources, Ottawa, and to
the Canadian Social Science
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REMARKS

In submitting this report the author is keenly conscious of many of its shortcomings. Time has precluded the inclusion of a brief historical sketch of the denominational schools in the Mackenzie District. Many other persons are, however, much more competent to write this history and it is to be hoped that in the near future someone will do so. Instead of just the two or three sample timetables and lists of text-books and supplementary readers included among the Appendices, such information should be shown concerning every school. So also should statistics concerning enrolment, attendance and financing be given for all schools. More information along these lines is expected by mail from those schools but here again time is pressing and completion of the report cannot be further delayed.

The author's most grateful thanks are hereby conveyed to all the officials of the Department of Mines and Resources at Ottawa and most particularly to Mr. R.A. Gibson, Deputy Commissioner, Northwest Territories Administration and to Mr. R.A. Hooy, Superintendent of Welfare and Education in the Indian Affairs Branch. In the Mackenzie District itself the assistance rendered by Mr. M. McKillo, District Agent, was invaluable.

This survey was one of several carried out in northern Canada during the summer of 1944 under the direction of a Committee of the Canadian Social Science Research Council of which Professor H.A. Innis of the University of Toronto is Chairman. Professor Innis, who has himself visited the Mackenzie District, was an unfailing source of advice and assistance. Dr. J.E. Robbins, Secretary of the Canadian Social Science Research Council, transacted the preliminary negotiations and met numerous emergency demands in his usual cordial manner.

Andrew Moore

Winnipeg,

November, 1944.

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REPORT OF AN EDUCATIONAL SURVEY CONDUCTED IN THE MACKENZIE DISTRICT
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Introduction

In many respects the Northwest Territories, as they exist in 1944, are a vestigial remnant. Immediately prior to 1905 when the provinces of Saskatchewan and Alberta were erected, the Northwest Territories embraced the whole of Canada except the Yukon Territory and the seven provinces as they then existed¹. In 1912 the boundaries of Manitoba were extended to the sixtieth parallel of north latitude, in line with the northern boundaries of the other western provinces, and also north-eastward to the Hudson Bay. At the same time Ontario and Quebec received large additions at the expense of the Northwest Territories.² Notwithstanding all these excisions the Northwest Territories still comprise some 1,309,682 square miles or approximately two-fifths of the area of Canada.³ The Northwest Territories at present are divided into (1) the District of Mackenzie, (2) the District of Keewatin and (3) the District of Franklin. The last is composed of mainly the islands of the Canadian Arctic archipelago. Except for the basin of the Mackenzie River the Northwest Territories consist of vast stretches of barren land of the tundra type.

With the advent of modern aerial transportation and wireless communication and with the discovery of valuable radiu⁴ and gold mines as well as considerable high quality petroleum deposits the whole attitude toward this northland has changed. Moreover it may be that there are large as yet undiscovered oil and

¹L.J. Purpoo, An Historical Atlas of Canada, Thos. Nelson & Sons, New York, 1927, Map No. 58, p. 21.

²Ibid., map No. 60, p. 22.

³Do. Inion Department of Mines and Resources, The Northwest Territories, Lands Parks and Forests Branch, Ottawa, 1943, page 3.

⁴Ibid., Appendix A.

some

mineral riches. So far as agriculture is concerned, surface crops can be matured even as far north as Alavik which is over one hundred miles north of the Arctic Circle and where for a portion of the summer months the sun never sets. But root crops or any deep-rooted plants cannot prosper because in the polar regions the frost goes out of the ground to a depth of only some twelve to eighteen inches during the summer season. At ~~some~~^a few points farther south, where some of the warm winds from the Pacific Ocean filter through the Rockies to a marked degree, considerable in the way of agriculture is possible. At Fort Simpson the soil is good and crop returns usually are satisfactory but as yet no areas where agriculture would be feasible on a large scale have been revealed. Except for consumption in the Northwest Territories and perhaps also the Yukon, agriculture in the Mackenzie valley would be too far from world markets but very useful for home consumption.

Unquestionably the present world war has accelerated the development of the Northwest Territories. Landing grounds for aeroplanes have been constructed at most of the settlements as far north as Norman Wells which is within fifty miles of the Arctic Circle and from which the Canol oil pipeline extends to Slangway on the Pacific Ocean. Moreover the Alaskan Highway has been constructed across the Yukon Territory. The advent of several thousands of American soldiers, some of them negroes, has had an incalculable effect on the Northwest Territories and the aboriginal inhabitants thereof. And the end is not yet.

Having regard for future intercontinental aerial traffic the Northwest Territories lie across the great circle aerial routes from the United States to both Asia and Europe. In fact according to some enthusiasts the Arctic Ocean is about to become the next great mediterranean sea. A glance at a globe, not a flat map, will bring out some of the reasons for such a statement. The Arctic Ocean is in the centre of the great land mass of the northern hemisphere. It is shorter to

The NW

fly say from San Francisco to London via the Hudson Bay than it is via New York. Similarly it is shorter to fly from New York to Shanghai via Edmonton than via San Francisco. No doubt after the Arctic aerial routes have been established the shortest flight from Winnipeg to Calcutta will be almost directly over the north pole. Rumor has it that the stratosphere over the polar regions is only half as far up as it is over Washington, D.C. Some of these ideas may seem fantastic at the present moment but it is well within the realm of possibility that some of the present generation will ride on giant stratoliners flying regularly over the great circle routes. Recently the American Ambassador to Russia flew from Moscow to Washington, D.C., in some fifty-seven hours.

It is granted that the Arctic Ocean is very unlike the Mediterranean Sea in most of its aspects but there is another similarity which may or may not have any significance. Across most of the northern section of the continent of Africa lies a vast barren desert land. Across the eastern side of this desert stretches a strip of green maintained by the Nile River. Across the northern section of the North American continent stretches a vast frozen barren land. Across the western side of these barrens the Mackenzie River provides if not a strip of green at least a strip on which human life can survive. History reminds us that in due course the Nile and the northern shores of Africa were overrun by hardier races from the north. Whether anyone will ever desire to overrun northern North America seems very problematical but rumor has it that the German General Staff is already planning a third world war by way of a "Pearl Harbor" through Canada. Another rumor runs that should Russia and the United States ever go to war (which God forbid!) Canada would be the cockpit of such a struggle. In any event it behooves Canada to become as thoroughly familiar as possible with her vast little-known northland and the education of its people cannot be further neglected.

Auspices Under Which This Survey Was Conducted

This survey was conducted under unusually favorable circumstances. The Territorial Government of the Northwest Territories,¹ and the Indian Affairs Branch of the federal Department of Mines and Resources² both desired an investigation of existing educational activities and facilities in the Northwest Territories together with recommendations for their improvement. Co-incidentally the Canadian Social Science Research Council had decided to make an educational survey of the Northwest Territories. These two authorities joined hands for the project with most beneficial results. Everywhere school-teachers, school officials, church officials, government officials, transportation officials, the R.C.M.P., and in fact all who were consulted were most cordial and co-operative. In Winnipeg Hudson's Bay House was contacted in advance and throughout the whole trip their personnel could not have been more co-operative. By most fortunate coincidence

¹A Bulletin of the Dominion Department of Mines and Resources entitled The Northwest Territories dated 1943, at page 5 reads:-

The Northwest Territories Council is now composed as follows:

Commissioner	Charles Cansell
Deputy Commissioner	R.A. Gibson
Member of Council	A.L. Cuning
" " "	K.R. Daly
" " "	H.L. Koonleyside
" " "	H.W. McGill
" " "	S.T. Wood
Secretary	D.L. McKeand

The Council meets whenever circumstances warrant. It functions not only as a legislative body, but in an advisory capacity to the Minister of Mines and Resources on matters pertaining to the administration of the Northwest Territories. Careful consideration is given to matters affecting the well-being of the resident population, white and native. Appreciation of the fact that natives must, by reason of character, training, and environment, depend almost entirely on hunting and trapping for a livelihood is reflected in the provisions of the game regulations and in the large areas set aside as game sanctuaries and native game preserves."

All members of this body except Dr. H.L. Koonleyside and Col. S.T. Wood are officials of the Dominion Department of Mines and Resources. Dr. Koonleyside is Assistant Deputy Minister, Department of Foreign Affairs and Col. S.T. Wood is the Chief Commissioner of the Royal Canadian Mounted Police.

²The Indian Affairs Branch of the Dominion Department of Mines and Resources is the lineal descendant of the former Department of Indian Affairs; vid. Statutes of Canada, 1956, chapter 33, section 9.

the Post Office Inspector¹ for the region nearly always travelled on the same 'plane. He seemed to know everyone and everyone knew him. Whenever any question arose concerning transportation or when to contact he nearly always had the answer. The most grateful thanks is hereby expressed to him and to the host of other officials who so often went out of their way to render assistance. This is typical of the spirit of the North of which more shall be said later.

Even the weather was most propitious. Only once or twice were the 'planes grounded by weather or smoke. Moreover, owing to the large number of unscheduled flights there was never any great delay in the 'plane service.

Terms of Reference

In communications received from responsible officials of the Dominion Department of Mines and Resources, Messrs Hooy, Gibson and Jackson, the following duties with respect to the Mackenzie District of the Northwest Territories were assigned the writer:
to xxx

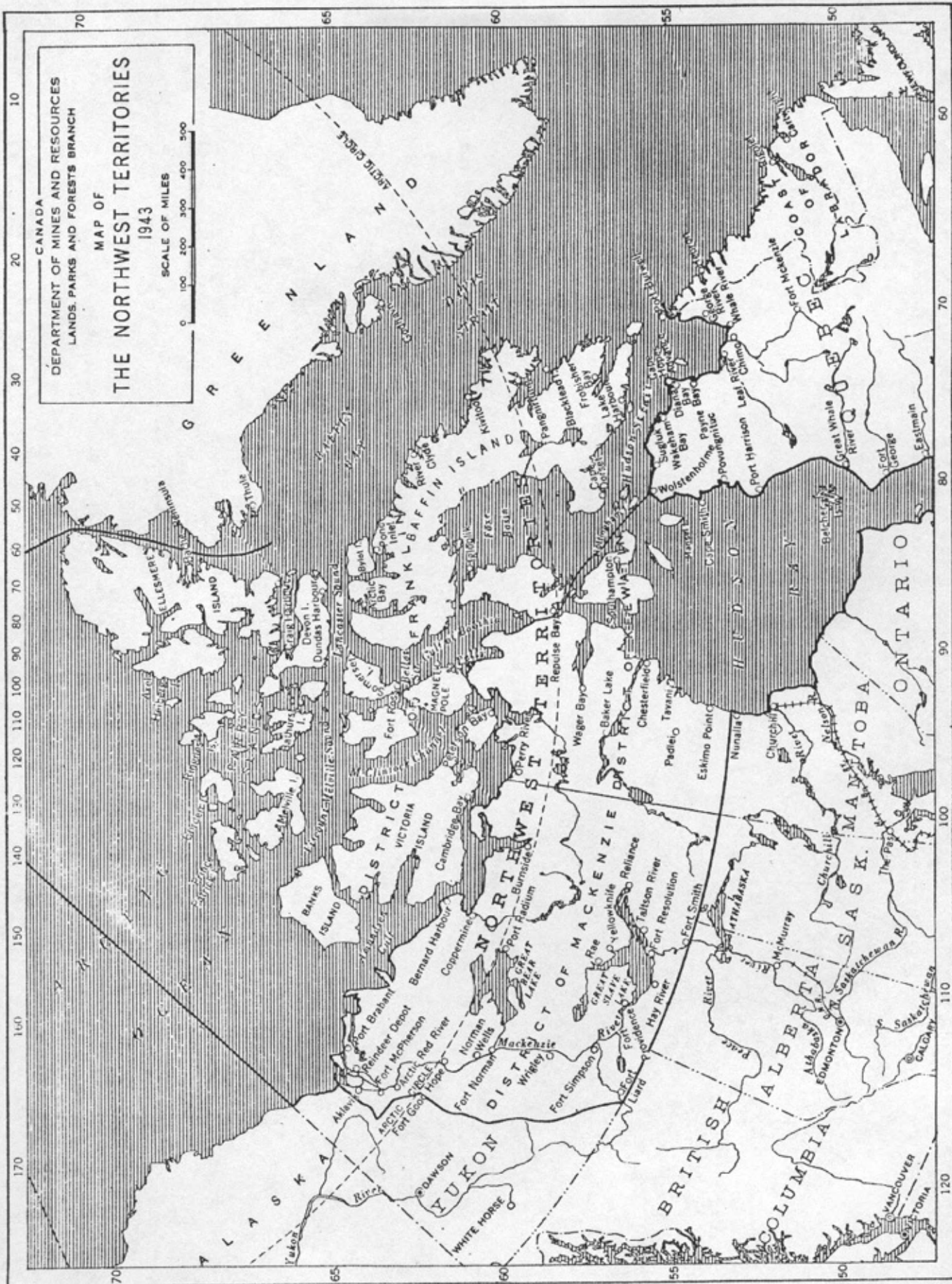
- (a) to inspect Indian Residential and Day Schools as well as non-denominational schools for children who are not wards of the Dominion government;
- (b) to survey all educational facilities and activities therein;
- (c) to make recommendations for improving educational services therein.

Localities Visited

In pursuing this assignment during the months of July and August 1944, the following localities in order of contact were visited (see Map on p. 6):

- (a) Fort Smith
- (b) Norman Wells
- (c) Arctic Red River
- (d) Aklavik

Mr. R.H. Mitchell, Post Office Inspector with headquarters in Edmonton.



- (e) Fort McPherson
- (f) Fort Good Hope
- (g) Fort Simpson
- (h) Fort Providence
- (i) Hay River
- (j) Fort Resolution
- (k) Yellowknife
- (l) Fort Radium.

Thanks to the very complete list of key people provided by the Department of Mines and Resources¹ it was possible to meet those who knew most about the matters under investigation and who, without exception, were most co-operative and seemed anxious to provide all relevant information and all possible assistance.

This opportunity cannot be permitted to pass without paying tribute to the 'spirit of the North' where much more of the golden rule is functioning in daily human relationships than anywhere else in Canada. In the north people help each other and play the game to a most notable degree. While much of this probably is due to man's closeness to the great elemental forces of nature no doubt some of it can also be traced to the educational and religious institutions of the District. No matter what improvements in education are attempted in the future it will be most unfortunate if this spirit of fair play is lost or even diminished. Would that we could transplant some of it back into the provinces!

At this time of year large numbers of husky sleigh-dogs are tethered in and around the settlements. At Aklavik there were so many that a regulation was laid down that they must be tethered on the opposite bank of the river. Notwithstanding this the chorus of the huskies could be heard round the clock even though at this time of year there are twenty-four hours of daylight in Aklavik. This chorus of the huskies is characteristic of every settlement down the Mackenzie. It is not one of the things which would be appreciated back in the provinces!

¹Vid. Appendix B

In addition to meeting most of the individuals on the abovementioned list opportunities arose of meeting and talking with numerous other residents of the District.

PART ONE

Principally Concerning the Denominational Schools

This part is directed especially to the attention of the Indian Affairs Branch of the Dominion Department of Mines and Resources.

General Principles

1. As a result of contacts with traders, trappers, miners, engineers, oil operatives, transportation personnel, R.C. M.P., clergymen, teachers and natives, including some of mixed blood, two extremes in point of view were evident concerning the education of natives who are wards of the government. Incidentally throughout this report they will be called "Indians" which term will include both the "Indian" and the "Non-Treaty Indian" as defined in The Indian Act¹. All other individuals having a mixture of Indian and any other blood will be referred to as being of mixed blood.

¹Ibid., Indian Affairs Act, R.S.C., 1927, ch. 98, secs. 2 (b), 2 (d), 2 (g) and 2 (h):

2. (b) "band" means any tribe, band or body of Indians who own or are interested in a reserve or in Indian lands in common, of which the legal title is vested in the Crown, or who share alike in the distribution of any annuities or interest money for which the Government of Canada is responsible; and when action is being taken by the band as such, means the band in council.
2. (d) "Indian" means
 - (i) any male person of Indian blood reputed to belong to a particular band,
 - (ii) any child of such person,
 - (iii) any woman who is or was lawfully married to such person.
2. (g) "irregular band" means any tribe, band or body of persons of Indian blood who own no interest in any reserve or lands of which the legal title is vested in the Crown, who possess no common fund managed by the Government of Canada, and who have not had any treaty relations with the Crown.
2. (h) "non-treaty Indian" means any person of Indian blood who is reputed to belong to an irregular band or who follows the Indian mode of life, even if such person is only temporarily resident of Canada.

More than one old-time resident of the Mackenzie District is of the opinion that Indians are better off without any of the white man's schooling. Two criticisms of the effect on the Indian of the white man's schools as at present conducted are (1) that the Indian boys when they return to their native bands after four or five years of such schooling are not nearly as competent as trappers or in general in their natural environment as boys who never left the bands and (2) that the boys who attended the white man's school are neither good Indians nor good whites. On this latter point more than one old-timer emphasized that the most unscrupulous and unreliable among the Indians were those boys who had attended the white man's schools. Nearly every one interviewed had a good word for the girl graduates of the white man's schools. For example, one old trapper confided that whenever he was forced by the weather or other emergency to remain temporarily with a band of Indians he always sought refuge with a family where the woman had gone to school.

On submitting the above-mentioned criticisms to several members of the clergy and teachers operating Indian schools their answers were definite and concrete. They admitted that at first an Indian boy who had spent four or five years in a residential school was not likely to be as good a trapper or as efficient in the life of an Indian generally but claimed that almost invariably after a year or two spent with his band he was more efficient than were boys who had not gone to school. They also ^{remarked} ~~xxxxxxx~~ that quite a large proportion of the Indian boys who had been to school had not returned to their bands but had made good in wider spheres of activity. At my request several schools have provided lists of former school-boys who have made good as trappers, as guides, on boat crews, as interpreters, etc.¹ With respect to the second criticism the reply was that by far the greater majority of former boy-pupils lead exemplary lives but that the relatively few who go wrong receive a great deal of publicity.

¹Ibid., Appendix C

On the other extreme of viewpoint were those who claimed that, as Canadians, the Indian children were entitled to the same opportunities in education as are to be found anywhere else in Canada in order that they might in due course assume the full responsibilities of Canadian citizenship which is the recognized policy toward Indians.

Under the present conditions in the Mackenzie District, it seems to me that the path to follow lies in the middle way between these two extremes. Whether we like it or not white man's civilization is thrusting itself upon these natives at a rapidly increasing rate and appropriate educational measures should be adopted. It is more than likely however, that more than one generation will be required to fit them to assume the full responsibilities of citizenship.

2. A middle-of-the-way curriculum is therefore desirable for the natives of the Mackenzie District at the present stage of their development. This curriculum should have two main objectives. First, it should include as much of the white man's knowledge and behavior as will assist them to enjoy a more abundant and efficient life in their own environment. Secondly, it should equip them to cope satisfactorily with the impact of the white man's civilization upon their lives not only at the present moment but also with the long-range objective of gradually enabling them to utilise as much of his civilisation as will function satisfactorily in their changing world. It is essential that they ultimately become self-respecting and self-supporting Canadian citizens no longer under the tutelage of the government. The fundamental principle cannot be too strongly emphasized that all educational and social improvement programmes in this area must be directed toward reestablishing the native in his own self-esteem and self-sufficiency which will in itself go a long way toward removing the superiority complex which some white people display toward him. The deterioration of Indian morale is emphasized by such authorities on

It is noticeable that the Eskimo do not have any great inferiority complex toward the white man. In fact when he is among them in their own environment the reverse is true. Centuries of tutelage have robbed the Indian of his independent spirit and self-reliance. All possible measures should be taken to restore them.

No school curriculum can of itself accomplish these objectives but at the present stage of development of these Indians the following is recommended:

- * curriculum*
- (a) reading, writing, and arithmetic on the elementary school level;
 - (b) simple social studies with emphasis on citizenship, conservation and simple business practice;
 - (c) health and hygiene including modern physical education;
 - (d) nature study which would assist them to understand the scientific background of much of their native woodcraft and nature lore;
 - (e) an adaptation of the modern general shop courses and organization to develop fundamental manual skills and to include emphasis on motor mechanics or carpentry or mining or prospecting or navigation or agriculture or forestry or whatever would especially help them in their immediate environment;
 - (f) a suitable adaptation of homemaking courses for the girls;
 - (g) the preservation of their native handicrafts wherever necessary;
 - (h) appropriate instruction in art and music;
 - (i) development of suitable extra-curricular activities in a variety of projects including Red Cross activities, dramatics, journalism, etc.;

¹D. Jenness, Indians of Canada, National Museum of Canada, Bulletin No. 65, Ottawa: The King's Printer, 1932, pp. 257 - 259.

²G.H. Raley, Canadian Indian Art and Industries, The Journal of the Royal Society of Arts, Vol. LXXXIII., No. 4320, September, 1935, pp. 992-994.

(j) lectures by visiting scientists, statesmen, etc.

Throughout this whole curriculum the greatest possible use should be made of
It is understood
audio-visual aids and radio. ~~It is understood~~ that the Indians and mixed-bloods always
show great interest in motion pictures.

It is comparatively easy to enunciate such simple objectives and a curriculum designed to achieve them. It is much more difficult to establish and operate the organization and administration necessary to accomplish and maintain the desired results. First, there must be appropriate school law and regulations. Second, adequate school accommodation (buildings, grounds, equipment, etc.) must be provided. Third, an alert, fully trained and experienced teaching staff is essential. And the greatest of these is the teaching staff. Unfortunately the teaching staff in the denominational schools in the Northwest Territories is one of their weak spots. This is not a criticism of their devotion or desire to serve the Indian children who are lucky to have them rather than none at all but in nearly every case they are uncertificated and not abreast of modern methods and practice. Instead of being under-qualified, teachers in the Northwest Territories should have special training over and above the usual requirements for recognized certification. More will be said on this point in a recommendation to be made later.

3. In the past, in the Northwest Territories, the practice has been to bring the Indian children in to the white man's settlements and buildings to receive such education as has been given them. Could not something be done to take considerable of such a curriculum as above-mentioned to them in their own environment? Although the life of these Indians is nomadic to a considerable degree, there being no reservations in the Northwest Territories, it follows a fairly consistent pattern from year to year. During the winter months they are on their trap lines and hunting. These activities are not infrequently carried on from a central location where a group of families congregate each season especially if they are a band organized under a recognized Chief. In the summer months they usually gather at well known rendezvous locations

generally where a river runs into a lake or where a smaller river runs into the Mackenzie. These spots are good fishing locations and here they catch fish for themselves and their dogs. One of the complaints most frequently heard from officials and traders is that of late years it has become too much their habit to loiter around the settlements and waste their substance in liquor and gambling. Meanwhile their families and dogs starve. Something constructive done to keep them from idling around the settlements would be all to the good. The principle of taking as much as possible of suitable white man's lore to the Indians in their native environment might be tried out, as follows.

- (a) In northern Ontario the school railroad car has proven very popular and successful. One of the R.C.M.P. constables who had observed these school cars in operation in northern Ontario wondered if a school barge could not be fitted up to visit at Indian rendezvous points on the southern shore of Great Slave Lake. There are several such points east of Fort Resolution commencing at Recher River. Although such a school barge could only function for from three to five months in the summer months it could accomplish a great deal. Dr. J.B. MacDougall of the Ontario Department of Education, who was in charge of the school car service in northern Ontario, states most emphatically that even a few months each year paid ^{good} dividends. The pupils were anxious to make the most of their opportunities and there were not the distractions of the older communities. A school barge or barges could serve adults as well as children. Health education, conservation programmes, modern methods of handling fish and fur products and numerous other things that the Indians must know if they are to assume the responsibilities of citizenship could be presented, especially if motion pictures and the radio were properly utilized. In any event it would seem that this school barge idea is worth a trial.

(b) (i) Furthermore there are several rendezvous points where a Community Centre project could be tried out through which not only education but also health, recreation and a more satisfactory economic existence could be organised for the natives. In Fort Smith this idea was submitted to Mr. Haidle, the chief representative in the Northwest Territories, of the government of the Northwest Territories. He referred it to Mr. H.J. Dempsey, a veteran Park Warden in Wood-Buffalo Park who has intimate knowledge of the natives over a long period of years. After mature consideration ^{the latter} ~~is~~ submitted the following memorandum on the matter:

Fort Smith, N.W.T.
July 19, 1944.

Memo for Mr. Moore Re the Indians
at Fort Smith, N.W.T.

There are about thirty families of treaty Indians living at Fort Smith.

Prior to 1930 about one half of these Indians lived regularly at Salt River Settlement about twenty miles down Slave River from Fort Smith, and the other half used to spend the first half of the summer there putting up dry fish. They have gradually all moved to Fort Smith and established homes where they make a much poorer living than when they lived at Salt River Settlement.

The late Chief Squirrel had his permanent home at Salt River Settlement and there were two trading posts there. Now there is no settlement and no trading posts.

The Indians are living in Fort Smith to be able to take in as much as they can find in opportunities to get liquor and gamble.

At Fort Smith they do not have the natural recreation of the Indian and instead try to imitate the whites which is contrary to their best interests.

At Salt River Settlement a properly established community properly supervised with a school, church, some kind of medical facilities, enforced sanitary precautions, and amortization of the fur catches to insure that the women and children would at all times

have sufficient proper food would in a few years result in developing a feeling of thrift and self respect in the Indians and have the effect of improving the health of the Indians generally.

At Salt River Settlement the soil is good and the Indians could be encouraged to raise gardens which would also be of great benefit in producing a kind of food which is noticeably deficient in their diet at present.

There are two other locations which would be very suitable and would be worth investigating.

One is at the Fox Lake Indian reserve on Peace River and one at Fond Du Lac on Lake Athabasca. At both of these locations the chiefs are men of outstanding qualifications and are trying to improve the conditions of the Indians under them but haven't the necessary authority to enforce co-operation.

H.J. Dempsey,
Park Warden
Wood-Buffalo Park.

After visiting the deserted site of the above-mentioned Indian Settlement located where the Salt River joins the Mackenzie the writer recommends that a thoroughly organized and well-planned Community Centre project be attempted at this location. This would need to be a long-range project with adequate financial support. It would be necessary for some trained social worker experienced with natives of this type to visit the region to make the preliminary surveys and evolve such a five - ten - or even twenty-year comprehensive plan as would be necessary to give the experiment an adequate opportunity to demonstrate its value. This specialist or someone suitable for the purpose would have to be on the ground sufficiently during the period of the experiment to supervise and get the most out of it. Mr. Dempsey is very definitely of the opinion that some form of compulsion might be necessary in the initial stages and that supervision and control would at first have to be in the hands of a suitable white man or men, working as much as possible through the Indian Chief concerned. In due course natives could gradually take over the key positions with the ultimate objective of having them run it themselves to the greatest possible extent. This would be in accordance with the long-range and supremely fundamental

principle of helping these natives to become rehabilitated in their own esteem and in that of their white neighbors. Those who know these natives will give the assurance that they have it in them to accomplish this but that they must be brought to stand on their own feet and forget the idea that the government will not see them starve.

Some co-operative enterprises on a profit sharing basis might well be included in this Community Centre project. It is reported that a band of Indians in northern Alberta, under the guidance of a Roman Catholic priest who is a native of Alberta, are operating a co-operative leather goods factory which is producing some revenue. Could not a co-operative store be developed?

Anyone charged with carrying out an experimental Community Centre project at Salt River Settlement or elsewhere in the Northwest Territories, would, of course utilize all he could learn from this venture and any others with which he might become familiar. Such an experiment in the Northwest Territories would involve new and unique factors and considerable adaptation.

(b) (ii) In Aklavik a Canon of the Church of England, who had spent some twenty years among the Eskimo at Eskimo Point on the west coast of Hudson Bay, was very much of the opinion that some such project with suitable modifications could and should be tried out among the Eskimo. He stated that for two or three months during the summer considerable numbers of Eskimo leave the coastal regions and rendezvous on heights of land as much as a hundred miles inland to hunt the caribou. Suitable summer buildings could be erected and a teacher and a nurse flown in to one of these points for the season. The Canon is of the opinion that the Eskimo would welcome such an opportunity to take advantage of suitable white men's learning and would profit greatly by even such a short period each summer.

Another writer on Eskimo habits states "Although no Eskimo camp-site may be classed as permanent or certain there are so many places where the camps are used throughout the year and they usually remain in the immediate vicinity of some favorable hunting spot for several years. Although some of the families, or members of a family, may be absent from it for a time, there is usually someone there. Such camps are the closest approximation to a native village that these migratory people have"¹

At another point he says:

"Usual summer camps are generally found at the same place for several years in succession but during the summer months only. They are quite often located on off-shore islands or at the mouths of rivers A summer camp at the mouth of a river is so located as to permit fishing there in July when the fish are going out to sea, and again in September when they are running upstream to the interior lakes"²

No doubt there are similar camp-site locations in the western Arctic. Perhaps such a project as that recommended by the Canon might be tried out in the Coppermine area.

(c) In the rural parts of several of the Canadian provinces are to be found specialists in Agriculture who live and work among the agriculturalists in many areas. Could not selected Indian and Eskimo youths, both male and female, be given special social service training with a view to returning to their native environment to live among and teach and counsel both the young

¹J. Lewis Robinson, Eskimo Population in the Canadian Eastern Arctic. The Canadian Geographic Journal, Vol. xxix, No. 3, September 1954, p. 134.

²J. Lewis Robinson, loc. cit.

and the adult members of their tribes and bands? This again is no new recommendation but could not an immediate start be made in trying it out on an experimental basis in at least one or two carefully selected areas. Female social workers of Indian blood living with their bands could render especially useful service.

To recapitulate, it is hereby submitted that the general principle of taking suitable white man's education to the natives be tried out on an experimental basis as soon as possible along the following lines:

(a) that a suitable school barge (or barges) be fitted up to be tried out during the summer months at the rendezvous centres of the natives along the southern and eastern shores of Great Slave Lake (health, conservation, adult education, etc., might be included in the programme).

(b) (i) that a Community Centre project along the lines suggested in Mr. Dempsey's memorandum be tried out at the site of the former Salt River Settlement. This must be carefully planned and supervised on a long-range basis.

(ii) that some similar but not so elaborate project be tried out at some specially selected camp-site among the Eskimo; e.g., in the Coppermine area;

(c) that specially selected natives, both Indian and Eskimo and of both sexes, be trained with a view to returning to their environment to live among and serve as teachers and counsellors to their native tribes and bands. This might be tried out experimentally with say half-a-dozen specially selected tribes and bands.

It is recognised that the authorities in charge of the Northwest Territories may not have the funds available for experimental projects such as these. If such is the case might it not be possible, through the Social Science Research Council or otherwise, to secure Foundation funds to carry out such projects on a research basis? By approaching these projects on an experimental basis the governing authorities of the Northwest Territories would not need to make decisions concerning general policy until they found out whether the said projects were feasible or not for general application.

Anyone charged with the responsibility of carrying out such experiments might secure information from study of the projects developed in Alberta under their "Indian Population Betterment Act",¹ in Saskatchewan through their Northern Areas Branch,² and in Manitoba under their Fur Rehabilitation Block Regulations.³ Incorporated in the Manitoba projects is the principle of conserving the spending power of the participants by paying the returns from their furs to them on a monthly basis rather than in a lump sum. *Good - self pride, self esteem.*

School Visits

One of the terms of reference called for the inspection of Indian residential and day schools in the Mackenzie District of the Northwest Territories. Since these schools were not in operation at the time of the visit, inspection in the full meaning of the term was not possible. No regular classes were being taught so no observation could be made of any of these schools in normal operation. Hence, little

¹Revised Statutes of Alberta, 1942, chapter 309.

²The Saskatchewan Gazette, Vol. XL, No. 13, July 15, 1944, page 4; and the Annual Report of the Northern Areas Branch, 1941-42, the King's Printer, Regina, page 16.

³The Manitoba Gazette, Vol. 73, No. 10, March 4, 1944, page 156.

first-hand knowledge could be obtained concerning the teaching methods, discipline, classroom management, teacher-pupil relationships, academic advancement and the many other factors which go to make up classroom instruction. The majority of the teachers were interviewed and found to be most co-operative in explaining how they conducted their classrooms, in outlining curricula followed, in providing timetables, in submitting exercise books, in showing accommodation and equipment and in general supplying all information possible when the classes were not in actual operation. It must be emphasized, however, that this is not a report on an inspection of these schools within the usual meaning of this term. One simply tried to form the most accurate estimate possible based on the qualifications, experience and personality of the teachers, the adequacy of the accommodation and equipment, and the general characteristics and background of each school. It should also be added that considerable of the routine details concerning enrolment, attendance, financial condition, etc., often shown in the reports of school inspectors are not included here. They no doubt are available in the files of the appropriate authorities in Ottawa.

The schools visited in order of contact were :-

(a) in Fort Smith:

- (i) the day school conducted under the auspices of the Roman Catholic Mission;
- (ii) the non-denominational day school;

(b) in Aklavik:

- (i) the Anglican residential school;
- (ii) the Roman Catholic residential school;

(c) in Fort Simpson the Roman Catholic day school;

(d) in Fort Providence the Roman Catholic residential school;

(e) in Fort Resolution the Roman Catholic residential school;

(f) the non-denominational school in Yellowknife.

Due to shortage of personnel the Church of England day schools at Fort McPherson, Fort Simpson and Hay River had not been in operation during the 1942-44 school year. At Hay River the nurse remaining in charge after the Missionary left did what she could but emphasized that her efforts could not qualify for the status of a school.

Concerning each denominational school the Indian Affairs Branch requested the following information:

- " 1. An outline of the courses of study now provided and the adequacy of these courses to meet the peculiar needs of the Indian population.
2. A report on the proficiency of the pupils in the use of the English language and their aptitude in working out simple problems in Arithmetic.
3. A report on the textbooks and supplementary readers in use and their suitability, etc.
4. The academic and professional standing of the teachers in charge of classroom work and the teaching experience of these teachers in (a) Indian schools (b) white schools.
5. A report on the condition and furnishings of the school building in each case, classroom accommodation, lighting and sanitary conditions, cleanliness, heating equipment, athletic grounds, sports equipment, fire escapes, etc..
6. An expression of opinion on the adequacy of the courses now provided in health and personal hygiene.
7. A report and recommendation on districts where the need for the establishment of an Indian day or residential school appears urgent.
8. A recommendation on ways and means whereby the educational facilities now provided might be improved."

In so far as they could be obtained the data requested are shown in the following tabulation.

TABLE ITABULATION OF INFORMATION REQUESTED BY INDIAN AFFAIRS BRANCHABBREVIATIONS:

Resid	- Residential
Ind Aff	- Indian Affairs Branch
-Ind Aff plus	- Indian Affairs and others
Alta Curric	- Alberta Curriculum
Adap Alta	- Adapted Alberta
Elem Sch	- Elementary School
Uncertif	- Uncertificated
Alta XII	- Alberta Grade XII
Alta 1st	- Alberta First Professional
Man X	- Manitoba Grade X
Mass El	- Massachusetts Elementary
Mass Gr	- Massachusetts Grammar School
Que El	- Quebec Elementary
Unneo	- Unnecessary
Inad	- Inadequate

INTERPRETATION:

In connection with the terms "adequacy", "suitability", etc.,

the legend:

A	means	80% to 100% perfect,
B	"	60% to 80 % "
C	"	40% to 60% "
D	"	20% to 40 % "
E	"	0% to 20 % "

Information Requested by Indian Affairs Br.	Fort Smith DAY SCHOOL R. Catholic	Aklavik/ RESIDENTIAL Anglican	Aklavik RESIDENTIAL R. Catholic	Ft. Simpson DAY SCHOOL R. Catholic	Ft. Providence RESIDENTIAL R. Catholic	Ft. Resolution RESIDENTIAL R. Catholic
(a) Courses of Study	Mainly Ind Aff	Alta Curric	Adap Alta	Adapt Alta	Ind Aff	Ind Aff and French
(b) Adequacy for Indians	C	C	C	**B	C	D
(c) Text-books used	Ind Aff and Alta	Alta	Alta	Alta and Ind Aff	Ind Aff plus	Ind Aff plus
b) Suit of app. reading	C	A	C	C	C	D
Suff. of app. reading	D	B	C	B	D	D

Information Reported by Ins-Affairs Br.	Fort Smith DAY SCHOOL R. Catholic	Aklavik RESIDENTIAL Anglican	Aklavik RESIDENTIAL R. Catholic	Ft. Simpson DAY SCHOOL R. Catholic	Ft. Providence RESIDENTIAL R. Catholic	Ft. Resolution RESIDENTIAL R. Catholic
a) Teachers: Academic standing	Elem Sch	Alta XII Ont. XIII	(1) Man. X (2) Mass El	Man, IX	(1) Mass. Gr (2) Quo X	Quo El
b) Pro- fessional standing	Uncert	Ont. 1st Alta 1st	Uncert	Uncert	Uncert	Uncert
c) The school building	A	B	B	A	B	B
d) Classroom accomod.	B	B	A	A	B	B
e) Lighting and sanitation	B	B	B	B	B	B
f) Cleanliness	A	A	A	A	B	B
g) Heating	C	A	A	B	B	B
h) Athletic grounds	C	B	B	B	B	C
i) Sports equipment	C	B	B	B	C	C
j) Fire-escapes	Unrec	Unrec	Unrec	Unrec	Inad	Inad
k) Adequacy of health and personal hygiene courses	C	B	B	B	B	B

Has good pupils' garden plots

Religious precepts interspersed through exercise books.

Footnotes,-

A. With respect to Item No. 1 concerning the adequacy of the courses for Indian children one cannot help but be struck by the paucity of suitable vocational and occupational courses.

B. Item No. 2 is omitted. Since classes were not in operation very little information concerning proficiency in English and Arithmetic could be secured. The

few pupils encountered at some of the schools were quite diffident in conversing with strangers. With the possible exception of some pupils at Fort Resolution they all seemed to understand and reply to questions in English but these contacts were too superficial to form any reliable judgment. Nothing was learned of their knowledge of Arithmetic.

C. Recommendations concerning Items Nos. 6 and 7 are to be found elsewhere in this report.

D. Samples of time-tables have been received from the Roman Catholic schools at Aklavik, Fort Simpson and Fort Providence. For copies see Appendix G

E. We are particularly indebted to the Church of England School in Aklavik for a list of books especially suitable for use with Indian and Eskimo children. Some of these are said to be in use in Alaska. For copy of this list see Appendix H

F. Particular attention is directed to the fact that all but two of the teachers are uncertificated.

The general impression was gained that the school accommodation was much superior to that of the average rural or small town school teaching at the same level in the prairie provinces. The premises were usually much cleaner and kept in a better state of repair. The heating and sanitary conditions were at least equal if not superior to said prairie schools. The library and supplementary reading material was below the prairie standards. The playground areas and equipment were about equal to those of the prairies. On the whole the physical school plants, their equipment and its state of repair were above the prairie average.

From what was observed in exercise-books, time-tables and curricula, as well as from conversations with the teachers and clergy concerned the general standard of instruction and the academic advancement would seem to be considerably below that of the prairie schools.

Even without regular inspection much information concerning academic standards in these denominational schools could be obtained if they would utilize the practice followed by the two non-denominational schools at Yellowknife and Fort Smith which require their pupils to take the tests provided and marked by the Correspondence Branch of the Alberta Department of Education. It was mentioned that the Anglican residential school at Aklavik has such action under consideration.

The only two fully qualified teachers encountered in the denominational schools were to be found in the Church of England residential school at Aklavik. These held recognized first-class professional certificates from Ontario and Alberta respectively. The academic standing of the remaining teachers ranged from grade eight to grade ten. They had no recognized professional teacher training or provincial teachers' diplomas. One or two of these were "out" in other parts of Canada and one was in hospital.

The writer

would like, however, to take this opportunity to pay a tribute to this earnest group of teachers who have devoted their lives to the education and welfare of the Indian and Eskimo children of the Northwest Territories. Although nearly all of them are uncertificated I am sure that the majority have considerable native ability for

teaching and that the children under their care are receiving a service incomparably greater than if there were no schools at all. But no matter how great one's ability for teaching may be, one is always the better for professional training and refresher courses.

When inspecting a school in his home province of Manitoba it is the writer's practice to keep three main criteria in mind:

- (a) does the school conform to all the requirements of the school law and regulations;
- (b) is the school accommodation, including equipment and supplies, adequate and up-to-date and is it properly maintained (which includes repairs, re-decoration, caretaking, etc.);
- (c) is it an efficient instrument of instruction?

So far as school law and regulations are concerned in the Northwest Territories no one seemed to have them very much in mind. Since there has been no professional inspection of these schools those in charge were living up to their own conceptions of school law and regulations not because they had to do so but because they wished to do so. My whole impression in this respect was most refreshing. Nowhere did anyone in charge of, or teaching in these schools seem to have anything to hide. With the invigorating candor of the North they were most anxious to disclose all the facts and seek direction if any were available. The only regulations available seemed to be the very brief and sketchy set to be found on the inside back cover of the "Daily ² Register" supplied by the Indian Affairs Branch of the Department of Mines and Resources which are quoted below.

INDIAN DAY SCHOOL REGULATIONS

All Indian Day Schools shall be kept open the prescribed number of days in each year.

A circular letter will be sent teachers each year, setting forth the date of opening and closing; the number of teaching days during the academic year; and holidays allowed. It is expected that teachers will closely adhere to the dates as set forth

in this circular letter. In the event of a teacher not obtaining this circular by June 1st each year, request should be made to the Department for a copy.

Where, in the interest of the school work, such action may be desirable, the holidays allowed during the summer (two months) may, upon the recommendation of the local agent, be taken at some other time of the year; but no change is to be made without the express approval of the Branch.

The morning session shall be from 9 a.m., to 12 noon and the afternoon from 1 P.M., to 4 P.M., with a recess during each session of not less than 15 and not more than 20 minutes. There shall be no deviation from this regulation without the approval of the Branch.

Salaries of teachers will be paid monthly, on the basis of ten (10) teaching months in each school year. In the case of isolated schools in northern Communities, salaries will only be paid upon receipt of the quarterly return of attendance.

Teachers should prepare promptly, at the end of each quarter, on the form for that purpose, a return showing attendance, days taught, etc., and fill in all particulars under the various headings, as required by the form. They should send the completed return to their local Indian agent, who will transmit same to the Department. THIS IS IMPERATIVE.

Summer holidays are not taken into account in payment of yearly salaries. Each school year shall begin and end on the dates mentioned in the circular above referred to and the yearly salary allowed will be paid for the period taught between those dates only, unless, as heretofore stated, special provision has been granted for a change in the holiday period.

All teachers will be required to give at least one month's notice of their intention to resign.

That these are all the regulations now extant is confirmed by the present Superintendent of Welfare and Training, Indian Affairs Branch, Mr. R.A. Hoey, who states

".... I think you are absolutely safe in the preparation of your report to proceed on the assumption that regulations governing educational effort amongst Indians and Eskimos in the Northwest Territories are practically non-existent."¹

The 1898 Consolidated Ordinances of the Northwest Territories as amended up to the time of the erection of the provinces of Saskatchewan and Alberta in 1905 provide a foundation for a publicly supported school system.² Presumably these are still in full force and effect in the Northwest Territories as at present constituted but would scarcely apply to Indian schools.

¹Id. Letter from R.A. Hoey, dated September 21, 1944.

²The Consolidated Ordinances of the North-West Territories of 1898 and Amendments, Chapter 75, The School Ordinance, 1901, c. 29.

The official curriculum of the Indian Affairs Branch, which also is printed on the back cover of the "Daily Register", is quoted below.

PROGRAMME OF STUDIES FOR INDIAN SCHOOLS

The PROGRAMME OF STUDIES herein prescribed shall be followed by the teacher as far as the circumstances of the school permit. Any modifications deemed necessary should be made only with the sanction of the Branch.

Textbooks While in the case of most subjects, Provincial textbooks are used, it should be noted that the Indian Affairs Branch prescribes certain books which have been found specially suitable for Indian Schools. Particulars regarding these books may be obtained on application to the Indian Affairs Branch, Ottawa.

Requisitions. When preparing requisitions for school material ask only for those texts authorized above. The Indian Affairs Branch requires you to adhere strictly to this rule. Teachers will please note the instructions on the "Requisition for School Material" form No. 413. Indian Agents will supply these forms.

TEACHERS -- NOTE THE FOLLOWING SUGGESTIONS

Language Every effort must be made to induce pupils to speak English and to teach them to understand it. Insist on English even during the supervised play. Failure in this means wasted efforts. (In some schools in Quebec, where French is the classroom language, the word "French" should be substituted in the above instruction where the word "English" appears).

Reading Do not hear the children read, teach them to read. Do not use the phonic method to teach beginners unless it is for children with serious disabilities. Remember reading is a basic skill. Great care should be taken to teach it properly. The primary division members should be grouped and regrouped for reading practice upon the basis of their reading ability and not upon the time spent in school. Pupils should be tested at the beginning of each year and grouped accordingly. Apply remedial measures whenever necessary.

Vocational Instruction Teachers are expected to emphasize the importance of vocational instruction. Dressmaking, crochet work, knitting, hand loom weaving, elementary domestic science, gardening and care of poultry are recommended for girls, and elementary carpentry work, general shop, Indian handicraft, gardening and poultry raising for boys. At residential schools the care of live stock, auto mechanics and cultivation of land should be emphasized. Cultivation should conform to the requirements of the home of each pupil. This is especially true of residential schools where pupils come from different reserves.

Physical Education Lay stress on physical activities that will strengthen the chest and neck. Special attention should be given to outdoor group games, supervised play and exercises, accompanied by singing, to afford variation and improve physique.

Vocal Music

Simple songs and hymns; the theme of the former to be interesting and patriotic; the tunes bright and cheerful.

Religious Instruction

Scriptural reading, the Ten Commandments, the Lord's Prayer, the Life of Christ, etc.

Character Training

Teachers will strive to develop the spirit of responsibility among the children, giving responsibility in turn, even in small things; gathering books, pencils, etc. for the smaller ones. Give greater responsibility as the child advances in age. Command success and tactfully reprimand failures. Teachers will stress obedience, courtesy, cleanliness, self-respect, thrift, self-maintenance and patriotism. Cultivate honesty and the spirit of fair play. Teach respect of law, order, authority and public property. Explain the relation of the sexes as to labour, home and public duties.

Health Education

The object of health education is to have the pupils form worth-while habits. Habits cannot be taught in the traditional way as book-learning, but must be acquired by constant practice. Methods must be worked out by the teacher, who will have the pupils make health posters, join classroom health activities and health games, etc. It is of the utmost importance that Indian pupils be taught to recognise the value of a well balanced diet. Recommend the use of meat, milk and vegetables. The teacher should stress the relationship of such diet to physical fitness, growth and general health.

Great care must be exercised by the teacher to see that the schoolroom is kept thoroughly clean. The floor should be swept daily and scrubbed frequently. The air in the schoolroom should be completely changed during recess and at the noon hour, even in the coldest weather, by the opening of windows and doors. Spitting on the floor, or inside the school building should not be allowed. Cleanliness in the classroom as well as in the surrounding buildings and school yard is a definite phase of health education. Great stress will be emphasized on these by the teacher.

General

Whenever possible the teachers will employ the activity programme. Teachers must keep in mind that the text-book is but an educational instrument. Pupils must be well grouped according to their ability. Objective achievement tests should be used as frequently as necessary.

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This is, to say the least, a very sketchy programme of studies. But, as shown elsewhere, even this is not fully carried out especially with respect to the use of modern educational practices and the teaching of up-to-date occupational courses.

The denominational schools in the Mackenzie District of the Northwest Territories whether day schools or residential schools, are owned and operated by either the Anglican Church (Church of England in Canada) or the Roman Catholic Church. The Indian Affairs Branch of the Dominion Department of Mines and Resources does not own or operate any schools in the District. It delegates its responsibility

for the education of Indian children to these Churches and pays them grants for their services. For the year 1942-43 these grants amounted to \$1667.15 for the Day Schools and to \$31,558.00 for the Residential Schools making a total of \$33,225.15 for the Northwest Territories.¹ The total enrolment in the Day Schools for 1943-44 was 86 and in the Residential Schools for the same year was 115 pupils.

According to the official census returns of 1941 there were in the Northwest Territories 1007 Indian children between the ages of 5 and 14 years, inclusive. Moreover, according to the same census, there were in the Northwest Territories 1443 Eskimo children between the ages of 5 and 14 inclusive. This makes a total of 1450 native children of school age in the Northwest Territories. From the foregoing figures only 170 of these were receiving schooling from the denominational schools in 1943-44. Even admitting that many of them, especially the Eskimo, are highly nomadic and inaccessible, too large a proportion of them are receiving no schooling. No doubt compulsory education would be difficult to enforce but wherever feasible it should be attempted. Indian parents are inclined to permit their children to be absent from school too readily. The R.C.M.P. should have the necessary authority to require school attendance whenever possible.

Elsewhere in this report it is recommended that a highly centralized publicly-financed type of non-denominational school system be set up in the Mackenzie District and that the governing body of the Northwest Territories be the ultimate authority in education acting through a resident Director of Education. To implement this recommendation it will be necessary for the governing body to absorb the existing schools both denominational and non-denominational. Undoubtedly the new system will require residential schools and perhaps also in some settlements it will be necessary to operate hostels or some form of boarding accommodation. Wherever the existing school accommodation is suitable it should be modernized and utilized under the new system. Wherever present classrooms are housed in a hospital or other building the new authority could

¹Report of the Department of Mines and Resources for the Fiscal Year Ended March 31, 1943, at page 150. Ottawa: King's Printer, 1943.

scarcely utilise them without taking over the whole building. If this is not feasible the denominational authority involved should receive suitable compensation.

In approaching the problem of providing adequate requirements for a modern educational programme in the Northwest Territories the requirements of each settlement in the Mackenzie District should be ascertained through a comprehensive survey having regard not only for immediate demands but also for future possibilities. The present accommodation in the nearby prairie provinces should not be taken as a standard. Much of it is quite obsolete for modern educational requirements and it would be short-sighted, in inaugurating a new system in the Mackenzie District, to take the average prairie school as a standard. For example, if the improved curriculum recommended herein is inaugurated in the Northwest Territories considerable accommodation and equipment for practical courses would have to be provided. Outside of the larger centres relatively few prairie schools have adequate equipment.

PART TWO

Concerning Non-Denominational Schools

The Ordinances of the Northwest Territories make provision for a decentralized form of school administration consisting of a central authority¹ (Department of Education) with wide regulation-making powers,² and numerous local school authorities³ (elected school boards). For obvious reasons no such organization has been set up in what is now (1944) the Northwest Territories. Over this vast region the Indians were under the care of the Department of Indian Affairs and there were not enough white children⁴ and children of mixed-blood⁵ to require any such organization.

¹Consolidated Ordinances 1898, ch. 75, secs. 3 to 5 incl.

²Ibid., sec. 6.

³Ibid., secs. 12 to 150 incl.

⁴Census of 1941 shows 164 white children in the N.W.T.

⁵Census of 1941 shows 87 children of mixed blood not under the Indian Affairs Branch.

At Yellowknife

Instructional Efficiency

With the advent of modern methods of communication and transportation and the mining development there came a ^{greater} need for education for white children and for children of mixed-blood who were not wards of the government. This need became particularly acute at Yellowknife where considerable gold mining developed. The result was that in 1941 a three-roomed non-denominational school was built and three qualified teachers engaged who taught Grades I to VII according to the Alberta course of studies. From the standpoint of instructional efficiency this is one of the most successful educational institutions in the Northwest Territories. At the time of this visit in August, 1944, summer holidays were in effect and all the teachers except the Principal, Mrs. Christine May, were "out" in the provinces. Some very definite evidence concerning the instructional efficiency was available, however. From Grade III upward the pupils of this school wrote tests sent in by the Correspondence Branch of the Department of Education in Alberta. Their answers were sent out to Edmonton to be marked and the results were well above the average. Furthermore, several pupils from this school have gone out to schools in Alberta and elsewhere and have made a good showing.

It would seem, however, that a few modern touches would greatly improve the instructional efficiency of this school. Suitable utilisation of modern testing materials should be part of its programme. Mental alertness tests, achievement tests, and personality ratings might be used to build up a cumulative record for each pupil. This record should include not only the results of the above-named tests but also the usual school information together with a personal history record to contain information concerning the home environment and as much as possible about the out-of-school activities and interests of each pupil. All these should be adapted to suit the circumstances in Yellowknife. Nothing too elaborate should be attempted in the

beginning but the better the educational assessment of each pupil the greater should be the educational efficiency. It is not to be expected that the teachers in Yellowknife will be able to make expert statistical analyses and interpretations of all the assessment data procured but they can utilize many of them in their raw form for diagnostic and remedial purposes and the data can be sent out to some of the educational research branches in the provinces if more technical interpretations are desired.

Moreover it would seem that modern project and enterprise methods of teaching could be utilized to a considerable degree with these children and the fullest possible use should be made of motion-pictures and all other available visual material. A great variety of charts, maps, diagrams, film-slides, art-exhibits, music appreciation records, etc., are particularly necessary in this remote environment. Of these there are too few in this school. Could not good use be made of the radio in this school?

Some attempt is being made at manual training and sewing in the Yellowknife school. Could not these projects be developed into very effective adaptations of general shop courses for the boys and homemaking courses for the girls?

The teachers in this school should not only be encouraged but should also be subsidized to take summer courses out in the provinces or elsewhere every two or three years, or, better still, a Sabbatical Year every five years or a combination of these plans. A Teachers' Convention, at public expense, for all teachers, whether denominational or non-denominational, who remain in the District should be held every summer at some convenient centre. Such measures as these are essential in this remote area and would contribute greatly toward attracting the calibre of teachers required.

Since the enrolment in 1943-44 was down to something under 50 for the whole school, the school board were considering the idea of reducing their staff to two teachers. The Principal informed the writer that consideration also was being given to asking her to teach to the end of Grade XI; i.e., the senior room would include at least Grades VII to XI, inclusive of the Alberta programme. The writer recommended

to her and to two members of the school board that if Grades X and XI were to be included in the teaching load of the school ~~that~~ the three teachers should be retained. This would be wise even if correspondence courses were utilised for the senior Grades because these pupils would benefit greatly from supervised study and other assistance which could be provided much better with three teachers with two.

The Canadian Institute for International Affairs is sending Mrs. May, who asked for this assistance, a great deal of information on how to keep informed concerning the affairs of the day. In fact the Canadian Institute for International Affairs is sending similar information to all the schools in the Mackenzie District. Like all the other schools, Yellowknife school is deficient in supplementary reading and in fact in general reading and library accommodation. If there is any place that good reading material is needed and where good reading habits could be inculcated, the Northwest Territories should be that place. No one, to-day, is expected to know everything but everyone should be trained in the use of a library and how to find information. Could not every school in the Mackenzie District serve as a library centre? Could not one of the Foundations try out say a Mackenzie River Valley library project?

The paucity of library material and library accommodation naturally brings up the question of school accommodation and equipment in general. Since Yellowknife school is now functioning on the Junior High School level and is giving some thought to including Senior High School work to the end of the Junior Matriculation level, it will be in order to mention a few of the accommodation requirements for a modern Junior-Senior High School plant. In addition to whatever classrooms are necessary to accommodate the enrolment reasonably, such a school requires an auditorium, a gymnasium, a library, a science laboratory, a general shop, home-making accommodation, commercial course accommodation, a principal's office, a nurse's office, restrooms for the teachers, a natural history museum, to say nothing of modern toilet and lavatory accommodation. No doubt it will be difficult, having regard for the resources of the community, to provide all this accommodation at Yellowknife but it should be kept in mind for future planning.

What is actually to be found at Yellowknife is a three-room frame school building¹ which has been erected on a site on the shore of Great Slave Lake about midway between the town of Yellowknife and the "Con" mine. This means that the children from each of these places, as well as from the Hegus mine, have to scramble over the rocks and muskegs or travel over the lake ice in winter for a distance of anywhere from one to three miles. This may have had some effect on the attendance record.² No doubt some of the smaller children have too far to go to school, especially having regard for the northern climate and short winter days.

A suitable school site was not easy to find at Yellowknife where the terrain largely alternates between rocky promontories and muskegs. At the site selected there is enough level ground to carve out a relatively small playground about only half of which is now in use for this purpose. The outdoor toilets are far from satisfactory. No attempt has been made at beautifying the school grounds.

The exterior of this school building is drab and unprepossessing. It is covered with some sort of dark building paper material over which the secretary-treasurer states a further siding can be placed. Having regard for the fact that in severe weather the temperature in some of the classrooms is none too comfortable this might be desirable. The classrooms are a fair size but the ceilings are low. The partitions are not very substantial and the interior decorations and wall pictures leave much to be desired. The light from outside is suitable but during a good portion of the school year electric lighting is necessary. Greater use could be made of indirect lighting. On the whole this building does not impress one as being very substantial. It appears to have been run up in a hurry to cope with immediate demands rather than from any long-range point of view.

Equipment and apparatus are insufficient especially now that more senior work,

For the 1943-44 school year attendance in the Senior Room was approx. 95%; in the Intermediate room approx. 65% and in the Primary Room approx. 99%.

¹ Id., Appendix I. for photographs

to the completion of the junior matriculation level, is to be undertaken. More maps, charts, diagrams, blackboard devices, etc., are necessary. The library and supplementary reading material are inadequate as is also the science laboratory accommodation and equipment. The playground and sports equipment is insufficient.

Every school should be an attractive place to which children would desire to go and which would not compare unfavorably with a high standard of living at home. Although the citizens at Yellowknife are to be commended for the initiative and enterprise shown in establishing this school in the wilderness they are by no means at the point where they can rest on their oars.

School Law and Regulations

Presumably the non-denominational local school authority at Yellowknife is constituted under the School Ordinance of 1901 and its amendments to which reference has already been made. Presumably also the Regulations of the Board of Education of the Northwest Territories as adopted March 25, 1898, and subsequent amendments² are still in force. Be this as it may this school seemed to be operating much the same as if the school law and regulations of the nearby provinces were in force. School hours were similar. The premises and equipment were similar. The teachers held recognised provincial certificates. The Alberta Programme of Studies was being followed and Alberta tests were in use.

There is an elected local school board which secures the bulk of its revenue through a local municipal organisation from taxation chiefly on property. The secretary of the Yellowknife school board stated that it cost them about seventy-five hundred dollars to operate their school for the 1945-46 school year. To help meet these expenditures the governing authorities at Ottawa had provided a grant of some fifteen hundred dollars, that is to say approximately twenty percent. This is much the same proportion provided by the Department of Education in several of the provinces. If a

²e.g., those to be found on pages 8 to 11 of the Report of the Board of Education for the year ending September 1899. Regina: Government Printer 1899.

centralized system of school administration is set up in the Northwest Territories, as recommended elsewhere in this report the Ottawa authorities should provide at least fifty percent of the cost of operating the schools under their jurisdiction. This is an up-to-date principle in school finance and is the common practice in England, Scotland, Denmark and some other enlightened countries. If the local school boards in the provinces of Canada are going to be able to meet modern educational requirements they too must be financed on some such a basis without further delay.

Several residents of Yellowknife, including a couple of school trustees, emphasize that their school compares favorably with those of a similar type on the prairies. This can be admitted but the comparison is quite unfortunate. It is now pretty generally conceded that the schools on the prairies, ~~except perhaps some of the older ones~~ which they are using for comparison, are themselves hopelessly obsolete and most of the provinces of Canada are struggling to replace them with something better. Elsewhere in this report there is recommended for the Northwest Territories a highly centralized form of school administration. Under this plan of organization the local school board in Yellowknife would act in an advisory capacity only. Such local advisory bodies throughout the Northwest Territories might be either elected or appointed or a combination of both of these methods but they would not actually be in charge of the operation and administration of the school. This recommendation might not prove to be popular with the present school board in Yellowknife but every effort should be made to induce them to concur and thus avoid setting up in the Northwest Territories an out-of-date school organization such as most of the other Canadian provinces are now struggling to modernize.

Incidentally, a thorough revision and modernizing of School Ordinances and School Regulations for the Northwest Territories is long overdue.

Fort Smith

Instructional Efficiency

Having regard for the fact that 1943-44 was the first school year of operation the non-denominational school at Fort Smith made a most satisfactory showing. This

is evidenced by the fact that the pupils wrote examinations sent in from, and marked by, the Correspondence Branch of the Department of Education in Alberta with highly satisfactory results. Moreover the teacher was duly certified. A small enrolment¹ enabled her to give considerable individual attention to the pupils. This was particularly necessary in some cases due to unsatisfactory scholastic foundation.

Since the teacher was away on holiday it was impossible to ascertain from her the degree to which modern teaching methods were utilised. None of the records or materials to be found in the school building showed any evidence that modern testing materials such as standardized achievement tests, aptitude tests and mental alertness tests, were in regular use. Whether systematic diagnostic and remedial measures, based on accurate data, were employed is doubtful. Too much cannot, of course, be expected from one year's operation but if there is any place where modern teaching methods, modern testing and selection, and diagnostic and remedial measures should be in constant use it is in the Mackenzie District of the Northwest Territories. The establishment and operation of such a programme should be one of the first responsibilities of the new Director of education for the Northwest Territories. The development of this programme would need to be gradual and by peaceful penetration. After it had been in operation for a few years a survey along the lines of that conducted in Ontario by Miss L. Helen Delaporte², would provide valuable data for use ^{for} ~~as~~ diagnostic and remedial purposes and toward classification and selection of all pupils in the Northwest Territories whether white or native. One of the objectives for the proposed new system of education in the Northwest Territories should be to make provision for more advanced education for all children, whether white or native, who are capable of benefiting therefrom.

¹During the 1943-44 school year there were enrolled eight white pupils and seven of mixed blood.

²L. Helen Delaporte, Assistant Inspector of Auxiliary Classes, Department of Education, Ontario. A Survey of a Group of Indian Schools in Ontario, October 1937 - June 1941, to be found in files of Indian Affairs Branch, Department of Mines and Resources, Ottawa.

In the Northwest Territories, however, no such intensive testing programme would be fair to the pupils until they have had some experience with modern testing materials and procedures, especially if their results are to be compared with those of white children or other native children who are "test-wise".

The Non-Denominational School Plant

The non-denominational school building, which has now been in use for one school year, is somewhat superior to the average one-room rural school building on the prairies. It is a snugly built log building¹ with indoor toilets for the girls in winter-time and a pipeless furnace which should keep it warm. The ceiling is too low. Indirect lighting would be an improvement over the present frosted^{electric}/bulbs. Up-to-date school desks and furniture are in use. The supplementary reading and library material is scanty. Maps, charts, wall-pictures, etc., are few. No doubt equipment and apparatus will be accumulated as the years go by. A school-ground improvement programme would be in order.

School Law and Regulations

Since school finances are usually controlled by school law and regulations it is interesting to note that there is no debenture debt on the non-denominational school at Fort Smith. This little building was built as a community enterprise.

To operate this school for the 1943-44 school year approximately \$1500.00 were required of which the teacher's salary amounted to \$1000.00. An interested parent provided her with board and lodging which was conservatively estimated at \$300. To meet these expenditures the Ottawa authorities granted \$700; fees from parents amounted to some \$360 and the balance was raised by concerts, dances and bingo games. The net result is that the building and equipment have been provided, that the school has been operated for one year and at the conclusion thereof there is no outstanding indebtedness. All of which is highly commendable and typical of the spirit of the North. Highly commendable also is the almost fifty percent contribution from the Ottawa authorities.

¹Id., Appendix J for photograph

It is not recommended however, that the Fort Smith method of raising the other fifty percent should be followed as a general policy. This is altogether too precarious a practice and the necessary school law and regulations should be enacted in order to obtain it on an equitable basis of taxation not only in Fort Smith but over the whole Northwest Territories.

General

In several other settlements of the Mackenzie District there are one or two white children and several children of mixed blood whose parents would prefer to send to non-denominational schools. Their numbers do not, however, justify setting up non-denominational schools like those at Yellowknife and Fort Smith. In several cases these pupils are following Alberta correspondence courses with the help of their parents or other members of the community. These conditions exist at Fort Simpson, Fort Providence, Hay River and Fort Resolution. Would it not be possible to provide an itinerant schoolmaster to visit these communities successively for a month at a time to assist pupils taking correspondence courses? This would be of great assistance and inspirational value because correspondence courses without some help at critical moments are difficult to keep going. Board and lodging for the teacher could be provided by interested parents during the period of his visit to each settlement. The regular flights of Canadian Pacific Airlines would provide adequate transportation.

Another itinerant teacher might be profitably employed to serve Fort McPherson, Arctic Red River, Fort Good Hope and Fort Norman in a similar manner.

PART THREE

Concerning Adult Education

In the Northwest Territories Adult Education is likely to develop along two rather distinct lines; viz., adult education for the white residents and adult education for the natives.

For White Residents

With a little stimulation and leadership some very profitable adult education activities could be developed at such centres as Norman Oil Wells, Eldorado Mines, Yellowknife and Fort Smith along the following lines:

- (a) correspondence courses in all fields; e.g., occupational, Commercial, vocational, technical, high school, university;
- (b) study circles, discussion groups, radio forums etc., on any desired topic; e.g., current events, economics, foreign languages, conservation, etc..;
- (c) directed reading;
- (d) handicrafts and hobbies;
- (e) music and art appreciation.

These are but a few examples. In fact the whole range of human knowledge can be tapped to a very considerable degree ~~by utilising the facilities of the correspondence~~ ~~branches of the various provincial departments of education, the extension departments of the universities, the Canadian and American Associations for Adult Education, the public libraries, the Y.M.C.A., and the churches, to mention but a few.~~ by utilising the facilities of the correspondence branches of the various provincial departments of education, the extension departments of the universities, the Canadian and American Associations for Adult Education, the public libraries, the Y.M.C.A., and the churches, to mention but a few. In the long winter nights with the wealth of technical and other highly educated personnel, many of them Scandinavians, at the mining and oil centres there should be a most fertile field for Adult Education. Moreover, the white residents and perhaps some of the natives living in the various settlements down the Mackenzie might also form discussion groups, listening groups, study circles, etc.

At the request of the managers concerned definite suggestions have been made for the development of adult education activities, at Norman Wells and Eldorado Mine. A practical approach at such centres would be to make a survey to ascertain what members of the professional and technical staffs would be prepared

- (a) to devote a night or two a week in assisting those taking correspondence courses to cope with their difficulties;
- (b) to devote a night or two a week actually to teaching courses in various subjects or leading study circles and discussion groups.

Once the voluntary instructional staff available has been ascertained a canvass might then be made of all personnel to discover what courses or study groups would have sufficient enrolment to justify their existence. A half dozen to a dozen members usually constitute a satisfactory study or discussion group.

In Canada adult education has been too much a pastime for the intelligencia. In the Scandinavian countries it developed as a movement among the masses. This was largely due to an economic urge. The average individual, in the initial stages at least, does not as a rule attend study circles regularly or exert himself in adult education activities unless there is some immediate economic or social or other personal incentive. This must be kept in mind when organizing and carrying out any adult education programme. Fulllest possible use should be made of audio-visual aids and the radio.

For the Natives

Adult education for the Indians and persons of mixed blood is a more specialised undertaking. Here, particularly, the self-preservation and economic improvement incentives would have to be utilized. If the field counsellors, recommended elsewhere, are appointed to live among and move about with the natives bands they should be trained and experienced in the utilization of adult education organization and study techniques. There are many things about improving their economic condition and how to cope with the oncoming white civilization that the native should find of interest especially if full use were made of sound movies and the radio. Could not white man's ideas concerning health, conservation, prospecting, fishing, etc., be shown to the natives even if they are unable to read and write? The Scandinavian Folk High Schools emphasize the use of the spoken word. The proposed School barges should be fitted up for use of adult education purposes outside school hours.

When inaugurating adult education activities in any tribe or band someone competent to do so should make a preliminary survey of the needs and interests of the natives concerned. ^{It is likely} ~~Examine~~, for example, that Mr. H.J. Dempsey, of Fort Smith, who has been ~~mentioned~~ already quoted, could supply valuable information and advice along these lines.

Could some adaptation of a Danish Folk High School be tried out on an experimental basis in some one or two of the present residential school plants especially after they have been absorbed by the state authority in education as recommended elsewhere in this report? The emphasis in the Folk High School is not on book-learning.

Are there not some young and even older Indians, past school age, who would enjoy and learn a good deal from spending a few weeks in one of the residential schools even if they could not read and write? These schools are largely idle during the summer months. So are a good many natives. Why not try out some short courses for them on conservation, prospecting, motor mechanics, fur trading and such other activities as would be of interest and profit to them. Some of them might even desire to learn to read and perhaps do a little arithmetic but these things do not need to be forced upon them. Sound pictures, the radio and the spoken word should be able to do a very great deal for them.

Might not something of the kind be tried out during June, July and August of 1945 at say Ahlaviik and Fort Simpson? Would young adult male Indians and Eskimo like to come in and spend a few weeks in these schools which to them formerly were out of the question? Would there be sufficient enrolment if the grapevine and all other methods of disseminating the offer were used? Could these schools handle them with of course direction from someone on the spot who understood not only the project but also the natives? Frankly, the answers to these questions might only be forthcoming as a result of trial and error but if these school plants could be utilized during the summer for short courses with a folk high school spirit and approach, considerable might be accomplished for the vast proportion of Indian and Eskimo population who now receive

no schooling. Such projects might also accelerate the accomplishment of the very fundamental objective of rehabilitating the native in his own self-respect.

Yellowknife might well form the location for another adult education project in the way of a residential type of vocational or occupational school. People well-acquainted with the natives of the Northwest Territories advise that they can handle machinery very satisfactory. The Eskimo are particularly capable in this respect. Even the Indians, after they are properly fed and gradually acclimated are capable of doing many types of work in the mining and petroleum industries. Moreover all over this north country there shortly will be a great network of radio, meteorological and other stations as well as airfields. Could not some of the natives be trained to carry out, under adequate supervision, considerable of the maintenance and operation of these developments? If such were the case some white men could be relieved of the monotony and isolation of service in the far north. Could anything like the School Forestry project of the Earl Grey Junior High School in Winnipeg be developed from such a centre? In short, an Occupational Training Centre at Yellowknife should pay good dividends.

No doubt the proposed Director of Education for the Northwest Territories would develop many other suitable adult education activities. Certainly adult education should be one of his responsibilities. Wherever desirable and feasible could not the school be used as a canteen centre?

One of the greatest problems which will face the Director in inaugurating and maintaining the proposed new educational system in the Northwest Territories will be to secure and retain adequately trained suitable teachers and social workers. Would it not be desirable for the governing body of the Northwest Territories through the Director of Education for the Northwest Territories to offer scholarships and bursaries to specially selected natives as well as whites to enable them to take special training for service in these capacities in the Northwest Territories? Some of this training could be given in the Northwest Territories but, in the initial stages, much of it would have to be taken "outside".

Recommendations Concerning the Organisation and Administration of Education in the Northwest Territories

1. It is recommended that there should be just one authority in control of all education (Indian, mixed-blood and white) which is supported by public funds in the Northwest Territories. Under present conditions this authority should be the governing body of the Northwest Territories acting through a Director of Education who must reside in the Northwest Territories.

Reasons -

- (a) In the Northwest Territories as elsewhere in Canada the Indian Affairs Branch is responsible for the education of Indian children who are wards of the government. In the Mackenzie District it has been the practice of the Indian Affairs Branch to delegate the actual provision of educational accommodation and instruction to two religious denominations; viz., the Church of England in Canada (Anglican) and the Roman Catholic. There are no schools in the Northwest Territories operated by the Indian Affairs Branch itself. It should not therefore be difficult for the Indian Affairs Branch to delegate its responsibilities to the sole authority in education abovementioned.
- (b) The responsibility for providing education for native children who are not wards of the government (including children of mixed blood) and of white children is placed upon the civil government of the Northwest Territories by chapter 75 of the 1898 Consolidated Ordinances¹ of the Northwest Territories with amendments to 1905 which presumably are still in force in the Northwest Territories as they exist to-day (1944). In fact this Ordinance makes provision for a Department of Education, an Educational Council,

¹The School Ordinance. 1901 ch. 29.

Local School Districts, Separate Schools, etc. However, the number of such children¹ in the present day Northwest Territories would not justify any such elaborate organization. For even these small numbers, however, there should be some definite legal organization and administrative provision because it is a generally accepted principle that every child in Canada, no matter what his race or creed, or the economic condition of his parents, should have an opportunity to secure, at public expense, as much education on the elementary and secondary levels as he is capable of assimilating. In the past it has been the practice for parents of white children to send them "out" to schools in the provinces at their own expense. More recently some such parents have been utilizing the very excellent correspondence courses which the Correspondence Branch of the Department of Education of the Province of Alberta has been kind enough to provide at the usual rates. It is the policy of the Hudson's Bay Company to assist its personnel financially in meeting² the expense involved in either or both of these practices. Some few white children are also, at the expense of their parents, attending residential or day schools maintained in the Northwest Territories by the two religious denominations aforesaid.

Some parents of mixed-blood children who are not wards of the government also are attempting to pay for the education of their children in a fashion similar to that of the whites. The case of the Hodgson family at Norman Wells will illustrate some of their difficulties. Hodgson, the father, was practically white and his

¹The Census of 1941 shows that there are 87 halfbreed and 164 white children between the ages of 5 and 14 years inclusive, in the N.W.T.

²See Appendix K for letter dated September 26, 1944, from R.H.G. Bonnycastle.

second wife was a treaty Indian. Both of them were working for the authorities of the oil refinery at Norman Wells. Beford Hodgson was accidentally killed while out on his trapline last spring he had been sending two of the children to one of the residential schools in the Northwest Territories for which he was supposed to be paying \$10 each per month. Since Hodgson's death the widow received a bill for approximately \$270 of arrears of fees for education of those two children to date. Two more children of the family of seven are now also of school age. The widow is a valued employee of the oil refinery but her income can not provide for the education in this fashion of those four children with as many more in the offing. One way of solving the problem would be to declare her destitute and have the children educated at the expense of the government. She is not, however, really destitute because she is making a very good wage from her employment with the oil refinery. No doubt the case will be dealt with on a compassionate basis and these children given an opportunity to secure an education at government expense but this is not really the way it and other similar cases should be handled. The point is that some recognised legal educational organization and administration should be provided under which not only all children will have an opportunity to secure an approved standard of education but that their parents and all the citizens of the Northwest Territories will regularly contribute their share of the cost through some form of taxation.

- (c) This recommendation means that the present denominational schools in the Northwest Territories should be absorbed by the state. This does

not mean that they should be unceremoniously ejected. The school plants and teaching staffs, where they so desire, should become a part of the state system. The teachers would be required gradually to become fully certificated by way of summer courses with respect to which they would be assisted financially by the state. One or more such summer courses might even be conducted in the Northwest Territories provided outstanding Normal School teachers could be sent into a convenient centre. However, a journey or two to the outside and the contact with other teachers in Alberta or other provinces would be essential.

2. It is further recommended that the administration of education in the Northwest Territories should be of the highly centralized type. The degree of centralization should be subject to periodical review, say every ten years, with a view to reduction of centralisation as much as possible.

Reasons -

In most of the Canadian provinces school administration is decentralized in form but highly centralized in fact. These administrations are decentralized in form because there is one central authority for the whole province (Department of Education) and many local school districts. Theoretically, because they are elected bodies, these local school authorities are supposed to carry a considerable responsibility and wield considerable authority. It is an open secret that they do little of either. Under present conditions it would be a mistake to set up such a decentralized form of school administration in the Northwest Territories. Some adaptation of the New Zealand system where practically everything is administered from the Department of Education with locally constituted bodies in an advisory capacity only, would be more suitable for the Northwest Territories.

The local advisory bodies might be elected or co-opted or a mixture of both. It should be emphasized that the present writer would not normally recommend such a high centralization of control but this is what he believes to be most suitable for the Northwest Territories at the present moment. As rapidly as circumstances permit it should be evolved into a suitable adaptation of the present Alberta type of school administration.

This recommendation means that the local groups now supporting the non-denominational schools in Yellowknife and Fort Smith should be continued in an advisory capacity only. Other local advisory bodies should be constituted wherever a school is in operation.

3. It is further recommended that the resident Director of Education should have wide powers and a very free hand to organize and administer the educational system in the Northwest Territories within the limits of policy and regulations laid down by the governing body of the Northwest Territories.

Reasons -

In such an extensive and sparsely settled area he must have sufficient authority and responsibility to organize and administer the proposed system of education for the Northwest Territories without the necessity of constant references to Ottawa. He must however, be amenable to his superior authority and duly sensitive to local opinion. This involves certain checks and balances. First, the governing body of the Northwest Territories to which he is directly responsible should carefully lay down the policy he must follow and he must refer to said governing body for guidance whenever he is in doubt as to interpretation. Second, he must not overrule or ignore the recommendations of the Educational Advisory Council recommended elsewhere for the Northwest Territories except by way of an appeal to the governing body at Ottawa. Third, an

appeal should lie to Ottawa concerning any difference between the Director and any local advisory body not covered by regulations. The objective of all this is to secure for the Northwest Territories a centralized system of school administration which will give the resident Director of Education ample authority to organize and administer but at the same time to keep him from becoming unduly bureaucratic. The fact that his administration will come up for review, say every ten years, with a view to reducing centralization as much as possible should have a salutary and restraining influence.

The Director of Education must be very mobile. He must have a suitable motor-boat and an aeroplane with pilot at his service if he is to co-ordinate and supervise the proposed educational system on a modern basis. This is particularly true if some form of compulsory attendance is included in the system.

4. It is further recommended that an Educational Council be constituted to act in a purely advisory capacity to the Director of Education. This Council should not be clothed with legislative, judicial or executive powers.

Reasons -

note

There is a sound general principle in educational administration that such matters as educational standards, teacher-training, text-books, curricula, examinations, etc., should be outside the pale of partisan politics. This Council should advise on such matters and its advice should be followed unless under most exceptional circumstances. It might properly consist of about 9 members carefully selected from representative laymen and clerics who should serve without remuneration but should receive reasonable expenses. No single denominational or

other interest should dominate it. It should be so chosen that a relatively small quorum (say 5 members) could meet on short notice. The Educational Council provided for in ^{the} 1901 School Ordinance embodies the general principle.¹ Neither the Director of Education nor any other civil servant should be a member.

5. It is further recommended that all teachers in the publicly supported schools in the Northwest Territories should be members of the federal Civil Service with special provision for a Sabbatical Year after each five years of teaching in the Northwest Territories. holl

Reasons-

Living conditions and the general environment in the Northwest Territories do not tend to attract the best type of teachers unless they are fired by missionary or religious zeal and of these there is an insufficient supply even at present under church auspices. After the denominational schools are absorbed by the state it will be more difficult to secure the calibre of teachers required in this vast hinterland. well

6. In addition to possessing First Class Professional Certificates teachers in the Northwest Territories should have a year of special training for this type of work.

Reasons-

The teaching of Indian and Eskimo children so close to aboriginal conditions is just as specialised as teaching of Auxiliary classes or in kindergarten classes. *

7. Having regard for all the circumstances at present existing in the Northwest Territories it is further recommended that Separate Schools should not be included in any publicly supported system of education which may be established in the Northwest Territories. This is not to be construed as a condemnation of Separate Schools per se.

¹The School Ordinance, 1901, ch. 29, secs. 8 to 11 inclusive.

Reasons -

(a) In the Northwest Territories as in England and in many other lands, education for the children of the common people was pioneered by religious denominations. As in England and as in Canada generally the burden of providing up-to-date education in the Northwest Territories has become too onerous for religious denominations to maintain. This is evidenced by the fact that they are always having difficulty to make ends meet financially which no doubt is reflected in the fact that the standard of education maintained in these denominational schools in the Northwest Territories is considerably below that of the non-denominational schools in the adjoining provinces. Although the writer did not personally see the schools actually in operation what he did see leads him to concur in the generally accepted opinion that the standards in the denominational schools in the Northwest Territories are not as high as those in the adjacent provinces. In tacitly accepting this appraisal one of the teachers in one of the denominational schools in the Northwest Territories urged that her school be not judged in comparison with those in the provinces but rather in comparison with what her denomination found when they took over their responsibility of pioneering education in the Northwest Territories. With her point of view the writer is very much in sympathy but this does not alter the fact that the children in the Northwest Territories should be securing as good a standard of education as in the adjacent provinces and that this can best be accomplished by a publicly supported non-denominational school system without the complication of Separate Schools. It is admitted that, in some of the adjacent provinces, Separate Schools are included in the provincial school systems but conditions are different in the Northwest Territories.

- (b) It is further admitted that publicly supported schools, in order to avoid controversy, often tend to omit religious instruction to perhaps as great an extent as the denominational schools tend to over-emphasize it. However, in every school manners and morals, and the inculcation of the golden rule should pervade all lessons and all school life but having regard for the fact that citizens of every religious denomination pay taxes for the support of non-denominational schools no segregation of pupils or denominational bias should be permitted during regular school hours.

8. It is further recommended that legal provision be made under which the last half-hour of the regular school day can be devoted exclusively to denominational religious teaching where so desired. The law in this respect in the Province of Manitoba is probably as good as anywhere and its adaptation for use in the Northwest Territories is hereby recommended. It reads as follows:

RELIGIOUS TEACHING

5. Religious teaching, to be conducted as hereinafter provided, shall take place in any public school in Manitoba;
- (a) if authorized by a resolution passed by the majority of school trustees of the district in which the school is carried on; or
 - (b) if a petition is presented to the school trustees asking for religious teaching and signed by the parents or guardians of at least ten children attending the school in the case of a rural school district, or by the parents or guardians of at least twenty-five children attending the school in the case of a city, town or village school.
6. Such religious teaching shall take place between the hours of half-past three and four o'clock in the afternoon, and shall be conducted by any Christian clergyman whose charge includes any portion of the school district, or by any person duly authorized by such clergyman, or by a teacher when so authorized. Provided that where a school is closed at half-past three o'clock in the afternoon under the regulations of the department such religious teaching shall take place between the hours of three o'clock and half-past three o'clock in the afternoon.

7. Where so specified in such resolution of trustees, or where so required by a petition of parents or guardians, religious teaching during the prescribed period may take place only on certain specified days of the week instead of on every teaching day.
8. In any school in towns and cities where the average attendance of Roman Catholic children is forty or upwards, and in villages and rural districts where the average attendance of such children is twenty-five or upwards, the trustees shall, if required by a petition of parents or guardians of such number of Roman Catholic children, respectively, employ at least one duly certified Roman Catholic teacher in such school. In any school in towns and cities where the average attendance of non-Catholic children is forty or upwards, and in villages and rural districts where the average attendance of such children is twenty-five or upwards, the trustees shall, if required by the petition of parents or guardians of such children, employ at least one duly certified non-Roman Catholic teacher.
9. Where religious teaching is required to be carried on in any school in pursuance of the foregoing provisions and there are Roman Catholic and non-Roman Catholic children attending the school and the school room accommodation does not permit of the pupils being placed in separate rooms for the purpose of religious teaching, provision shall be made by the regulations of the department whereby the time allotted for religious teaching shall be divided in such a way that the religious teaching of Roman Catholic children shall be carried on during the prescribed period on one-half of the teaching days of each month.
10. No separation of pupils by religious denominations shall take place during the secular school work.
11. Where the school room accommodation at the disposal of the trustees permits, instead of allotting different days of the week to different denominations for the purpose of religious teaching, the pupils may be separated when the hour for religious teaching arrives and placed in separate rooms.
12. No pupils shall be permitted to be present at any religious teaching unless the parents or guardians of such pupils desire it. If the parents or guardians do not desire the attendance of pupils during such religious teaching, then such pupils shall be dismissed before the religious teaching is begun, or shall remain in another room.
13. The department may make regulations not inconsistent with the principles of this Act for carrying into effect the provisions of the eight last preceding sections.

RELIGIOUS EXERCISES

14. Public schools shall be entirely non-sectarian, and no religious exercises shall be allowed therein except as provided in sections 15 and 16.

15. Religious exercises in public schools shall be conducted according to the regulations of the Advisory Board.¹ The time for such exercises shall be just before the closing hour in the afternoon, except that in cities, towns and villages the school board by by-law may provide that such exercises shall be held just after the opening of school in the morning. If the parent or guardian of any pupil notifies the teacher that he does not wish such pupil to attend such exercises, then the pupil shall be dismissed before the exercises take place or shall remain in another room.
16. Religious exercises shall be held in a public school entirely at the option of the school trustees for the district, and upon receiving written authority from the trustees, it shall be the duty of the teachers to hold such religious exercises.

9. It is further recommended that the legislation concerning education in the Northwest Territories be thoroughly revised and brought up-to-date having due regard for present conditions.

Reasons -

The School Ordinances³ and Regulations⁴ passed prior to 1906 and presumably still legally applicable to the Northwest Territories of to-day contain many excellent provisions

²Revised Statutes of Manitoba, 1940, ch. 175, secs. 5 to 16 incl.

¹Id., Appendix E.

³The General Ordinances of the Northwest Territories in Force September 1, 1905. (Being the Consolidated Ordinances of the Territories 1905 and all subsequent public general Ordinances of the Legislature of the Territories revised in force at the commencement of The Saskatchewan Act.)

Editor Reginald Reimer, Regina; Government Printer, 1907.

- (a) Schools pages 1000 to 1061;
- (b) School Assessment pages 1061 to 1103;
- (c) School Grants pages 1103 to 1106;
- (d) Treasury Department, sec. 29, p. 1171.

⁴Regulations of the Board of Education for the North West Territories:

- (a) For the Examination of Candidates for Certificates to Teach in the Schools of the Territories, Printed by Order of the Board of Education, Regina, 1886 (10 pages);
- (b) General Regulations Adopted 15th March 1888, Printed by Order of the Board of Education, Regina, 1888 (56 pages).

as well as some wholly unsuitable at the present time. The former should be retained and incorporated with whatever further legislation is necessary to provide modern organization and administration of education in the Northwest Territories. No new Ordinances concerning education in the Northwest Territories have been passed since 1905.¹ Certain Dominion Orders-in-Council have been passed under the Indian Act and some of these may be applicable to the Northwest Territories.²

¹ Ibid., letter dated September 16, 1944, from Mr. E.A. Gibson, Deputy Commissioner, Administration of the Northwest Territories, Ottawa.

² James Collins Miller, National Government and Education in Federated Democracies, Dominion of Canada. Published by the author in Philadelphia, 1940 (He was a Professor in the University of Pennsylvania) pages 272-295 incl.