

THE UNIVERSITY OF MANITOBA

PROVIDING UNIVERSITY COURSES AND PROGRAMS
TO PEOPLE LIVING IN NORTHERN COMMUNITIES
IN ALBERTA, SASKATCHEWAN AND MANITOBA:
THREE CASE STUDIES

by

Joachim von Stein

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A B S T R A C T

The purpose of this study was to describe and compare efforts during the 1970's and early 1980's to provide university programs to residents of the Northern regions of Alberta, Saskatchewan and Manitoba. The research design included three data collection techniques: primary documents, secondary sources and personal interviews. The research was conducted in Alberta, Saskatchewan and Manitoba between January, 1982, and March, 1983. Because the study is limited to three provinces and a relatively brief historical period, conclusions may be limited to these provinces and to that period. However as a comparative case study, this research provides a survey of developments in these provinces during that period.

The conclusions of this study indicate that the delivery of university programs in Northern regions has been strongly influenced by geographic, demographic and socio-economic factors. In all three provinces attempts were made to reduce barriers to higher educational opportunities. The three provincial governments had policies which helped to create an atmosphere that encouraged institutions to provide services to Northern residents and to develop affirmative action programs. Extra efforts were required to provide services to Natives and other adults inadequately prepared by the school system. Faced with the need to cope with the geographical dispersion of the enterprise and rapidly increasing costs, the three provincial governments assumed an active and directive role in the development of higher education. Alberta moved from indirect control through commissions toward centralized coordination and direct government control by the Department of Advanced Education and Manpower. The governments of Saskatchewan (until 1982) and Manitoba opted for indirect control through the

utilization of commissions which acted as intermediaries between the government and the universities.

The study also indicates that governments encouraged and supported institutional cooperation in providing services to the North as a way to enhancing access to higher education at relatively modest cost. However, inter-institutional organizations are difficult to manage. The structure and operation of inter-institutional organizations in higher education are inimical to many institutional management principles. Many bureaucratic principles appear to be of little value in understanding or managing these interacting organizations in which process always appears to be of greater importance.

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CHAPTER 1

NATURE OF THE STUDY

THE PURPOSE OF THE STUDY

The general purpose of this study was to describe and compare the efforts during the 1970's and early 1980's to provide university programs to residents of the Northern regions of Alberta, Saskatchewan and Manitoba.

Three specific research questions were posed for this study:

1. What were the characteristics of the Northern region in each of the three provinces in terms of geography, population distribution, and selected features of the socio-economic conditions?
2. What was the strategic environment in which the development of university programs occurred and what opportunities for university education did exist in 1980 in each of the three Northern regions?
3. What were the interorganizational relationships among agencies involved in providing university programs to Northern communities in each of the three regions in 1980?

To determine answers to these questions, a comparative case study approach was selected. This involved an examination of the research questions in the Northern regions of Alberta, Saskatchewan and Manitoba.

SIGNIFICANCE OF THE STUDY

This study was intended to complement and extend earlier related studies¹ in terms of substantive focus and conceptualization. It was also intended to provide information and insight into the complex problems faced by institutions as they provided university programs to people living in Northern communities. Students of educational administration may find this study significant because it focuses on the organizational and administrative

arrangements of institutions serving Northern communities and because it describes significant developments in higher education. The study will also be of interest to university and governmental planners who may seek to modify their policies in relation to the issue.

The 1950's and 1960's were decades of increased interest in the Northern regions of Alberta, Saskatchewan and Manitoba, primarily based on natural resource exploitation. In the late sixties, several government sponsored studies reported on the sharp disparities in accessibility to higher education between southern and northern regions in each of the three provinces. Canadians in general and governments in particular also became aware of conditions under which many Native people had to exist in the Northern regions: rampant unemployment, poor sanitary conditions and health care, high infant mortality, inadequate housing, and minimum levels of education in the midst of growing prosperity. The response of governments, universities, colleges and other interest groups to these disparities eventually resulted in major efforts to make higher education more accessible to people living in Northern communities.

The interests and concerns which generated this study were expressed in 1975 by D. M. Koenig, Institute for Northern Studies, University of Saskatchewan,² and by W. J. Waines in 1978 in his report to the University Grants Commission of Manitoba.³ In conducting her study of the quantity and quality of northern-oriented activities at Canadian universities, Koenig suggested that northern people are dissatisfied with the higher education situation in Canada and Alaska. She stated that, although complex, the problems are not insurmountable, and improvement of north-south (isolated-urban) programming is possible. She added that the situation and the time for decision are crucial; post-secondary

education is one of the keys that can give Northern people the power to chart their own destiny, or its absence can be instrumental in creating a generation of unproductive, socially maladjusted adults. In his report to the Manitoba University Grants Commission and the Committee of University Presidents, Waines stated his conviction that the Northern people will continue to demand university education services delivered to the Northern communities by the universities of the province. He emphasized that a cooperative effort by the three southern universities is the only rational way to serve the North educationally, that it has been well established and well supported locally, and that it is probably the only effective way to serve the North at modest cost. The study by Waines extended the investigation of historical developments of Inter Universities North to Spring, 1978 and included a review of the organizational structure of I.U.N. and specific recommendations to alter that structure. Both Koenig and Waines suggested complementary studies such as this investigation.

The two studies by Koenig and Waines provided the background directly relevant to the research questions. However, neither used the conceptual framework applied in this investigation or examined systematically the historical development of the issues in the three provinces. Such an examination, it was assumed, would lead to a deeper appreciation of the influences of the geographic environment, the strategic environment, and the interorganizational relationships on the efforts to provide university programs to Northern regions. By comparing the approaches to the issues, this study also attempted to enhance an understanding of a series of related questions. How complex was the delivery system? Where in the provincial network were critical

decisions made about university services to Northern communities? To what extent were institutions involved in the delivery of university programs to Northern communities able to establish, maintain and improve their programs? The present study was basically exploratory in nature and has at least initiated the investigation of such questions.

CONCEPTUAL FRAMEWORK

The three research questions of this study could be examined from the perspective of many significant concepts in educational administration.⁴ The selection of a conceptual framework for investigation, therefore, is basically an axiological problem. The major purpose of such a framework is to isolate key concepts which are directly relevant to the purpose of the study and to indicate how these concepts guided the collection and analysis of data. The purpose of this section is an explanation of the concepts which guided the investigation.

The Setting

A number of studies published over the past several years have identified barriers that prevented prospective students from taking advantage of higher education opportunities available in each of the three provinces. The factor of geographic inaccessibility to higher education as one of these barriers has been mentioned by Dumont in 1976, Deines in 1979, MTB Consultants in 1980, Co-West in 1981, Littlejohn and Powell in 1981, Nichols in 1981, and Owen in 1982. A review of the literature suggested that a major problem facing Northerners, especially those living in relatively isolated communities, is the lack of access to university (and other post-secondary) programs. Deines, MTB Consultants, and Co-West in their reports on Northern Alberta concluded that

relocating from one's home community presents severe barriers to many potential and participating students. These researchers have suggested that adapting to a new environment, usually urban conditions, while at the same time coping with course work is a major reason why many students are either reluctant to enroll or fail to complete course work.

Two related issues, financing and lack of information, have been mentioned as problems facing Northern students wanting to enroll in university (and other post-secondary) programs. The Canadian Institute for Research in the Behavioral and Social Sciences, Carcajon, and Assheton-Smith reported in 1979, and MTB Consultants and Owen in 1982, that financial burdens on students, especially those with families, who had to face the additional costs of maintaining either two residences or of relocating the family in order to remain together, were extremely high. Lack of information regarding available programs and funding opportunities were identified as a problem directly related to the geographic location by Management Advisory Institute and MTB Consultants in 1980, Erasmus in 1981, and Owen in 1982. These research reports pointed out that prospective students lacked awareness of what was available in terms of programs and funding opportunities and how to gain access to them.

Although most of these reports described conditions in Northern Alberta and expressed special concern about the problems facing Native people, the barrier of geographic inaccessibility and its related issues were considered likely to apply equally well to residents in Northern Saskatchewan and Northern Manitoba.

Koenig and Waines both emphasized the unique problems posed by the geographic setting, problems of which anyone who has been involved in the delivery of educational services to Northern communities is well aware.

S.B. Sells stated that a concern with physical aspects of the environment is unusual in organization research but can be defended on both theoretical and practical grounds if it is granted that these aspects too, account for significant criterion variance.⁵ The assumption was that for this study, they do. It is for this reason that a description of the Northern region in each of the three provinces has been included.

For the purpose of this study, the setting has been defined as and restricted to a description of the physical characteristics, the population and its distribution, and some selected features of the socio-economic conditions in each region.

Strategic Environment

Long stated that institutional structures, sites and procedures for decision-making, traditional practice, existing legislation, the state of government policy, and the climate of opinion and ideas are all part of the strategic environment.⁶ He suggested that the use of this concept assumes that "certain features of the social and institutional milieu affect the interactions among governments and institutions in the development of an issue, the resources available to them, and in general, how the development proceeds."⁷ Long perceived the strategic environment as the institutional and social context in which an historical development occurs.

In this study, strategic environment is defined as and limited to the role of colleges and universities and the articulated positions of and actions by governments which made the delivery of university programs to Northern communities possible.

Inter Organizational Relationships

One of the purposes of the study was to describe the interorganizational relationships of institutions providing university programs to Northern communities in 1980. In this study, interorganizational relationships in higher education consisted of interrelationships of many groups. Colleges and universities in a province, consortia and other cooperative endeavors by a group of colleges and/or universities which were administered as separate units, the Cabinet, legislative committees, provincial agencies, and local community interest groups directly involved or deeply interested in providing university programs were such groups.

In the descriptions of interorganizational relationships, particular attention has been paid to three dimensions:

1. the complexity of the network of institutions involved in providing university programs to Northern communities in each of three provinces,
2. the authority relationships, and
3. the educational autonomy of these institutions.

An institution has been defined, for the purpose of this study, as a university, a college, a consortium, or any organization with the authority to offer university credit programs in the study area. The complexity of the network of institutions was classified from simple to complex depending on the number of institutions involved in the delivery of university programs to Northern communities.

The second key dimension, authority relationships, focused on the distribution of authority within the provincial network. Authority relationships, in this study, refers to the location within the provincial network where critical decisions were made about university programs in Northern communities. When a majority of the critical decisions were

made by a provincial coordinating agency, it was considered a centralized relationship. When individual institutions made most decisions, it was considered a decentralized relationship.

The provincial network of higher education was perceived as a system with institutional structure. Institutional structures have been defined as "the authority and responsibility relationships, the organizational policies and procedures, and the decision-making and formal control procedures"⁸ of systems. The concept of structure is usually understood to imply a configuration of activities that is characteristically enduring and persistent; the dominant feature of organizational structure, according to Ranson, "is patterned regularity."⁹ Miles defines organizational structure as those features of the organization that serve to control or distinguish its parts.¹⁰ According to this definition, a purpose of organization structure is to control behavior and to direct behavior to achieve, presumably, the goals of the organization. Hutton points out that the structure of an organization can be described by a number of characteristics and these characteristics not only describe the organization but they also have implications for the behavior of individuals and groups as well as for the organization itself.¹¹ That organizational structure affects the behavior of individuals and groups in significant ways is recognized in literature on organizations.¹²

The literature on authority relationships is extensive.¹³ This is not surprising since, as Champion points out, all organizations, regardless of their size and shape, have patterns of authority which specify functional inter-relationships between supervisors and subordinates.¹⁴ At various authority levels or plateaus in organizations are persons who have at least one common characteristic: the exercise of power and

decision-making. Therefore, any organization may be characterized by a sequential pattern of authority relations between individuals at the same or different levels of authority within it. Much of the literature focuses on the impact of authority structures upon organizational effectiveness, flexibility, and adaptability to change and innovation. Research findings discussed in the literature--even those pertaining to the same topics or variables--have been uneven and inconsistent, and are too often contradictory. "It becomes evident that at this stage few, if any, blanket generalizations can be made about authority hierarchies which pertain to all organizations at any point in time."¹⁵ This does not mean, Champion continued, that we know nothing about the effects of authority structures upon organizational behavior. A considerable amount of material is available dealing with the nature of authority relations. It does mean, however, that general statements which appear to be useful in prediction are severely limited to specific types of organizations.¹⁶

This study was primarily concerned with a description of the distribution of formal authority and informal authority within the province-wide educational hierarchy concerned with the issue. Formal authority was based on formal-legal definitions in organizations; informal authority on the flow of influence among individuals and groups.

An example of the exercise of formal authority relevant to this study was the creation of university grants commissions or departments of higher education with legal powers in certain areas. The governing boards of the institutions involved also were given legal control over various decisions concerning their campuses, and as in the case of Manitoba's Inter-Universities North, a coordinating agency was allowed to decide upon some operational matters. In each province there were additional organizations

and/or agencies which were legally included in the authority system.

In comparison, the exercises of informal authority, sometimes referred to as influence, was based on the use of extra-legal political and economic resources. For example, although important interest groups such as chambers of commerce, professional associations, and citizens' groups may have had no formal power, they sometimes exercised profound influence over certain developments in university education. Their influence has also been discussed where relevant.

The third key dimension focused on educational autonomy at the institutional level. Educational autonomy was defined as the ability of an institution to establish, maintain and improve its policies and procedures for university education in Northern communities. High autonomy allowed the institution major control over its programs, provided budgetary support consistent with program development, and avoided an unusual amount of surveillance of institutional activities by provincial agencies. Medium autonomy was defined as one where the majority of decisions about programs were made jointly by the institution and provincial agencies, where budgetary support was generally consistent with program plans, but important restrictions still operated and where the institution was exposed to periodic review of its activities. Low autonomy was defined as one where most decisions about programs were made by extra-institutional agencies, where budget support was strictly assigned and controlled and where provincial agencies exercised strong surveillance of internal procedures, activities and decisions. The emphasis in this study was placed on program control with some recognition given to administrative arrangements that limited local autonomy.

The issue of autonomy in the field of higher education has received much attention. Much of the literature consists of opinions on the subject

or analytical discussions about the problem. Palola writes that empirical research in institutional autonomy of colleges and universities is sparse. He continues, "autonomy is used in a variety of situations in education without the meaning being clearly specified."¹⁷ In the same passage, he concludes that a meaningful discussion of autonomy required that specific conditions of the term are identified. Without a clear indication of these conditions, according to Palola, discussions of autonomy are reduced to a morass of ambiguities.

The specific conditions of the term educational autonomy in this study refer to the extent institutions involved in the delivery of university programs to Northern communities were able to control the establishment, maintenance and improvement of their programs.

In this study, interorganizational relationships refers to the complexity of the network of institutions involved in providing higher education services to Northern communities, the distribution of authority within that network and the educational autonomy of institutions involved in the delivery of university programs to Northern regions.

KINDS OF DATA

This study relied primarily on descriptive and judgmental data related to the setting, the strategic environment, the inter-organizational relationships and the multi-institutional arrangements during the 1970's. Only limited use of statistical data was made and such statistical data were handled descriptively.

DATA SOURCES

Given the nature and purpose of the study, three main data sources were deemed essential. Primary documents and secondary sources were examined

and personal interviews conducted by the writer. These sources were viewed as raw data from which answers to the major questions of the study could be gained. The documents examined included:

1. Relevant Statutes of the Governments of Alberta, Saskatchewan, and Manitoba.
2. The Alberta Gazette and Hansard, the Saskatchewan Hansard, the Manitoba Hansard.
3. Official policy documents of the Departments of Advanced Education, the Department of Northern Saskatchewan and the Manitoba Universities Grants Commission.
4. Annual Reports of the Departments of Advanced Education, the Departments of Education, the Universities Grants Commission, the Alberta Universities Commission and the Department of Northern Saskatchewan, 1969-1981.
5. The reports of committees, commissions, study groups and individuals sponsored or requested by various Government Departments.
6. Unofficial publications in public or limited circulation.
7. Selected minutes and reports of certain academic councils and committees (notably General Faculty Councils) of Athabasca University and the Athabasca University Governing Council.
8. Private memoranda or correspondence provided by interviewees.

In addition to the examination of primary documents, secondary sources including newspaper articles and personal reports were examined.

Personal interviews were conducted to clarify and substantiate certain points and to elicit personal opinions and attitudes. The accumulated evidence of this nature did provide support for reconstructing a general

picture and assisted the examination of documents. More specifically the interviews were designed to help:

1. establish or corroborate certain events and developments,
2. assist in interpretations of certain events and determine their relative significance,
3. describe the events with greater precision.

These interviews were held with individuals who met one or more of the following criteria:

1. familiarity with the issue,
2. involvement with the issue,
3. active participation in policy decisions with respect to the issue,
4. past or present member of the University Grants Commission.

In order to avoid digression from the main line of inquiry, interviews were preplanned. Although some questions were common to all interviewees, an attempt was made to tailor each interview to the positions and experience of the respondent. Respondents were informed beforehand about the general purpose of the study and the specific purposes of the interview. A schedule of questions was used as a framework for the discussion. The focused interview technique as discussed by D. B. Van Dalen was used and the interviewer encouraged the respondent to express himself or herself fully on the relevant issues.

The researcher kept in mind that, as Van Dalen points out, "A good interview is more than a series of casual questions and generalized replies; it is a dynamic, interpersonal experience that is carefully planned to accomplish a particular purpose."¹⁸

It was recognized that one of the most frequent sources of bias is the interviewer's tendency to shorten the respondent's reply and put it in his own words. Care was exercised to avoid inadvertent misrepresentation.

Personal interviews were held in Edmonton, La Ronge, Brandon and Winnipeg. Where it was deemed necessary to clarify specific statements, follow-up interviews were conducted by telephone.

Two employees of the Saskatchewan Government have provided the writer with privileged information under the condition that their names be withheld.

TREATMENT OF DATA

The data were subjected to recognized scholarly procedures of external and internal criticism as discussed by Jacques Barzun and Harry P. Graf.¹⁹ The data were examined for bias and contradiction, and validated by independent sources. Direct statements in the form of judgements, criticisms, and evaluations were noted as such and appraised according to reliability; conclusions drawn from the data are stated accordingly.

The framework which promised a useful way of organizing the study and of providing an apt explanation was determined by a variety of factors: first, the approach to the study, a comparative case study of efforts to deliver university courses and programs to Northern communities in Alberta, Saskatchewan and Manitoba; second, the key concepts which have been individually introduced and described; third, the data considered basic to the study which have been identified and explained. Together they determined, to a large extent, that framework.

The comparative case study approach has been chosen as a framework for this investigation because it is especially--indeed almost uniquely--well-suited to the purpose of the study. According to Stanley Udy Jr. "comparative studies of organizations are both motivated by, as well as suggestive of, a posture which views organizations in relation to some context, or setting, and attempt to account for interorganizational variation in terms of influences from the setting."²⁰ In this sense, one thinks of any organization as existing within a physical and social setting. Udy claims that comparative studies of organizations set the stage for general organization theory, particularly that of the sociological variety. He goes on to argue that the present state of development of organization theory suggests that exploration is much more to the point than is hypothesis testing in comparative studies of organizations. Udy continues by pointing out that "the principal justification for a particular exploratory method is that it reflect accurately the procedure the researcher used in thinking about the material."²¹ That procedure indicated that the data are best presented in a descriptive narrative based on and in sequence of the three research questions of the study.

The key concepts discussed in this chapter served as the matrix within which a variety of data--documents, interviews, observations--were analyzed and interpreted. The purpose of this analysis was not to evaluate past or present organizations and/or the administration of institutions providing university programs to Northern communities, but rather to explain more clearly their historical development.

DEFINITION OF TERMS

In addition to the previously defined key concepts, the following definitions of terms were held for the purposes of this study.

1. Higher education was used in this study to denote education beyond secondary schooling and includes that provided by colleges, institutes of technology, universities and all other post-secondary institutions.
2. Native refers to persons who are descendants of the aboriginal inhabitants of this continent. Where greater clarity was required, the following specific definitions were used:
 - a) Status Indian refers to persons registered as status Indians with the Department of Indian Affairs and Northern Development.
 - b) Non-status Indian refers to persons who are regarded as Indian but do not have status as such with the Department of Indian Affairs and Northern Development.
 - c) Metis refers to persons who regard themselves as such and is usually defined as persons of mixed Indian and European ancestry.
3. Northern region refers to that portion of a province so designated by the provincial government. In Alberta, it refers to the area of designated responsibility for the Northern Alberta Development Council. In Saskatchewan, it means the Northern Administration District of the province. In Manitoba, it refers to Census Divisions 21, 22 and 23.
4. Northern student means a person residing in a Northern region and enrolled in an institute of higher education.
5. University program refers to any combination of university credit courses that has a set of coherent organizing principles and goals and leads to a degree, diploma, or certificate awarded upon successful completion.

ORGANIZATION OF THE THESIS

The thesis consists of six chapters. Chapter one outlines the nature of the study, with special attention to its conceptual framework.

Chapter two briefly describes the physical and social setting of Northern Alberta and provides the historical background by examining several important developments in higher education in Alberta. Particular attention has been given to the expanding college system, to the development of universities and to the examination of government policy as it affected higher education. This is followed by a

description of the various institutions involved in higher education in Northern Alberta in 1980 with a major focus on those which offered university programs. The interorganizational relationships are analyzed in the last section of the chapter.

Chapter three begins with a general overview of the physical and social setting of Northern Saskatchewan. It is followed by a description of the strategic environment with emphasis on the role of the Department of Northern Saskatchewan. Since the Northern Teacher Education Program was perceived as the most significant higher education endeavor and was the only university program in the region in 1980, its development and impact are described in some detail. Finally, the interorganizational relationships are analyzed.

Chapter four follows a similar pattern. A description of Northern Manitoba is followed by brief descriptions of the mandate assigned to community colleges and of the attitude by the provincial government which made it possible to support the development of university programs in Northern Manitoba. The major emphasis, however, is placed on a description of Brandon University programs serving the region and on the efforts of Inter Universities North. As in chapters two and three, the interorganizational relationships are analyzed in the last section of the chapter.

Chapter five is an analysis of the data in terms of the conceptual framework set out in chapter one. The chapter provides brief discussions under the topical subheads of setting, strategic environment, and interorganizational relationships. It considers developments topically,

based on the assumption that the reader has knowledge of the specific events involved in each province that were related in chapters two, three, and four.

Chapter six presents the conclusions of the study, suggests implications for further research and some practical suggestions for decision-making.

The reader will notice some differences in the structure and tone of chapters two, three and four. These differences can be attributed to differences in the information available about the three provinces and to differences in the strategic environment of each. Volumes of written information were available for Alberta, including historical accounts and program impact studies. Fewer written reports were attainable for Saskatchewan and Manitoba, necessitating greater reliance on interviews to obtain information for these provinces. Whereas the social forces leading to the provision of university programs for Northern communities were similar in the three regions, government responses were different. Demographic and ideological factors accounted for some of these differences. Northern Alberta had by far the largest population which is one factor accounting for the relatively large number of university programs available to its residents. Colleges in each province had different mandates; therefore, their significance to the development of university services to Northern regions differed. The role of governments was best described by paying attention to what

appeared to be the most critical influences on that development. These critical influences were perceived to be different in each province. Finally, the descriptions of programs offered in 1980 differ somewhat. The development of higher education in Northern Alberta has been recorded by several authors. Similar studies were not available for Saskatchewan and Manitoba. Therefore, the Northern Teacher Education Program in Saskatchewan and the affirmative action programs provided by Brandon University in Northern Manitoba were described in more detail than programs offered in Northern Alberta.

LIMITATIONS OF THE STUDY

The main limitations of the study are its limited period of time, its approach, its conceptualization, and the nature of its data source.

Because the study is limited to events of the seventies and early eighties, conclusions may be limited to that period. Second, the study is intended to provide an account and explanation of developments in three provinces during a relatively brief historical period. Additional studies restricted to developments in each province will likely provide more in-depth understandings of these same developments. Third, explanations are limited in terms of the concepts set out in the study: it is recognized that there may be other explanatory factors to be considered. However, as with all explanations, whatever explanations are given are partial; only some of the factors determining the phenomenon being explained are taken into account. In other words, all explanations are more or less inadequate in the respects listed by Kaplan.²² Finally, the possibility of incomplete documentation and less than candid interview responses must be considered a limitation.

FOOTNOTES

¹ **These related studies include:**

Assheton-Smith, M. I. Training and Employing Indigenous Workers: A Conceptual Scheme and a Proposal. Prepared for the Alberta Oil Sands Environmental Research Program. AOSERP Project HE 2.3. Edmonton, 1979.

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¹⁶Champion, p. 145.

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CHAPTER 2

ALBERTA

Alberta commonly evokes a contradictory image of a modern industrial and agricultural region in the South and an awesomely beautiful, vast and sparsely settled 'last frontier' in the North; an image of remarkable transformation and achievement in the South and of limited social and cultural opportunities in the North. These contradictory images are rooted in the historical relationship between Northern and Southern Alberta, not unlike the relationship of Alberta to central Canada, and, as most images, are only partially correct.

In considering the socio-economic realities of Northern Alberta it became immediately clear that one cannot convey the complexity of identities and images woven into the socio-economic fabric of the area by defining and briefly describing it. The intent was to highlight these realities since they were natural constraints on the efforts by the province to provide higher education services to the residents of Northern Alberta.

In describing the strategic environment and historical development of higher education in Northern Alberta, no great emphasis has been placed on historical narrative. The intent was to focus on several important events, particularly on the expanding college and university system and the development of government policy as it affected higher education. The growth of the system in Northern Alberta suggests that a government policy of vigorously developing higher

education services can produce significant results. The chapter concludes with a discussion of the inter-organizational relationships.

THE SETTING

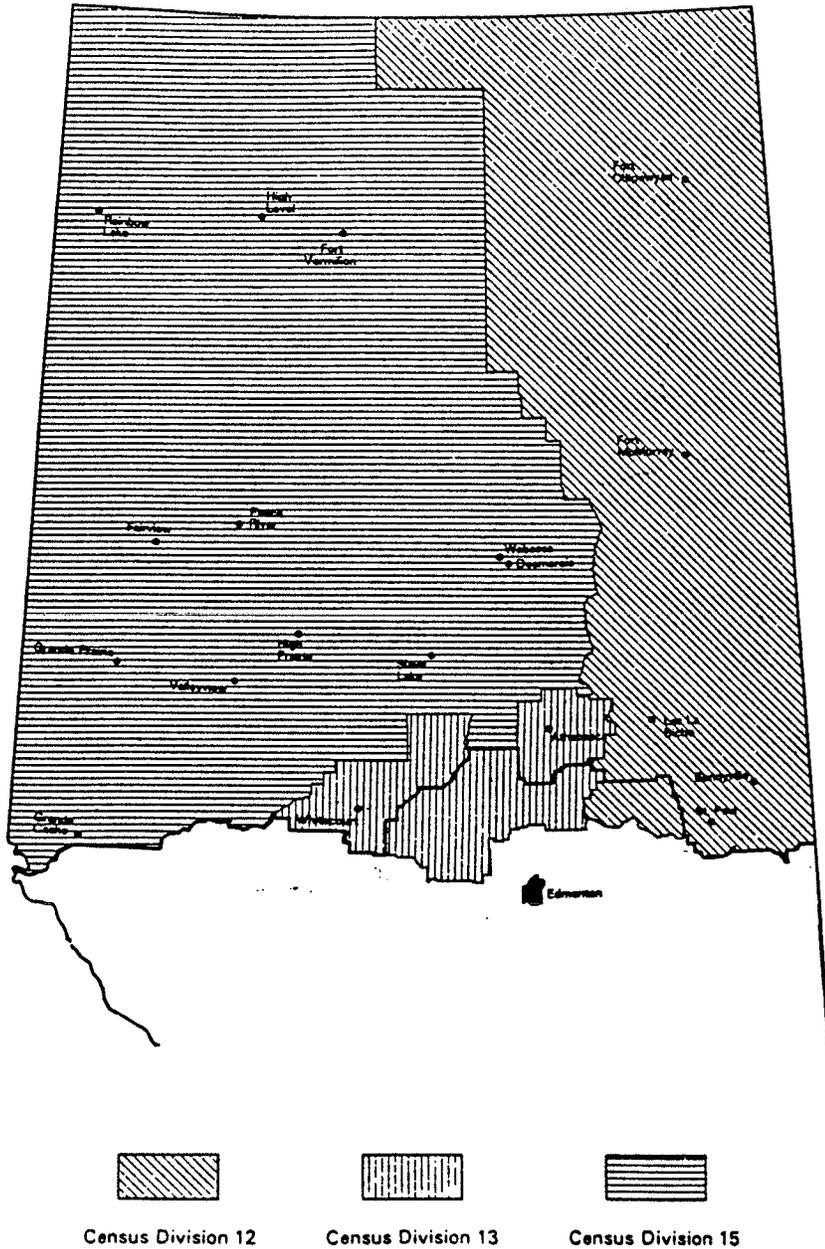
Location and Physical Characteristics

In this study, the term Northern Alberta refers to the area of designated responsibility for the Northern Alberta Development Council. It includes all of Census Division 15 and portions of Census Divisions 12 and 13. The region is shown on Map 1. It includes most of the area north of the fifty-fourth parallel and encompasses more than half the land area of the province. The physical characteristics are highlands, gently sloping areas, rolling flatlands, muskeg and lakes. Northern Alberta is rich in natural resources. Oil and natural gas have been found in many areas. Large tar sands deposits are located in the eastern part and coal is mined in the western section. Agriculture is a major industry in the area.

Population and Distribution

Based on 1981 Canada Census data 218,825 people resided in Northern Alberta in 1981, less than ten percent of the province's population.¹ Accordingly, the population density was very low compared to the rest of Alberta and road distances between communities were considerably larger, on average, than in the South. The majority of the population lived in Census Division 15, the western half of the study area. Fifty-four percent of the population lived in urban centres throughout Northern Alberta in 1981, three and one-half percent

MAP 1 Northern Alberta Census Divisions



Source: Surveys and Mapping Branch, Alberta Transportation.

lived on Indian Reserves, and the remainder on farms or in small communities.

The Native population of about 51,000² was primarily concentrated in the remote North, the Fort Chipewyan, Fort McMurray and southeastern areas. In 1980, the Native population still tended to live in the more remote, less developed areas while the non-Native population tended to reside in the economically more developed areas.

The major urban centres in the region were Grande Prairie (pop. 23,800) in the West and Fort McMurray (pop. 30,368) in the East. In the western part of Northern Alberta, most urban centres developed to serve the local agricultural industry. Communities in the eastern part of Northern Alberta, particularly Fort McMurray, developed initially on the basis of transportation and natural resources development rather than agriculture. Communities in this eastern region tended to be more isolated except for those in the southern portion.

Major transportation routes from Edmonton to the Yukon, Northwest Territories and the State of Alaska, ran through Northern Alberta. Four rail lines from Edmonton served the area and most major communities were served by at least one reasonably good all-weather highway, usually paved and in good condition. Scheduled air service was provided by Pacific Western Airlines to Grande Cache, Grande Prairie, Peace River, High Level, Fort McMurray, Rainbow Lake and Fort Chipewyan. Grande Prairie was also served by C.P. Air. Northern Transportation offered water carrier transportation on the Athabasca River system from Fort McMurray north into communities on Lake Athabasca.

Socio Economic Conditions

The socio-economic conditions of Northern Alberta could not be treated as a homogeneous entity. For descriptive purposes, Northern Alberta was best divided into socio-economic sub-regions. These are shown on Map 2.

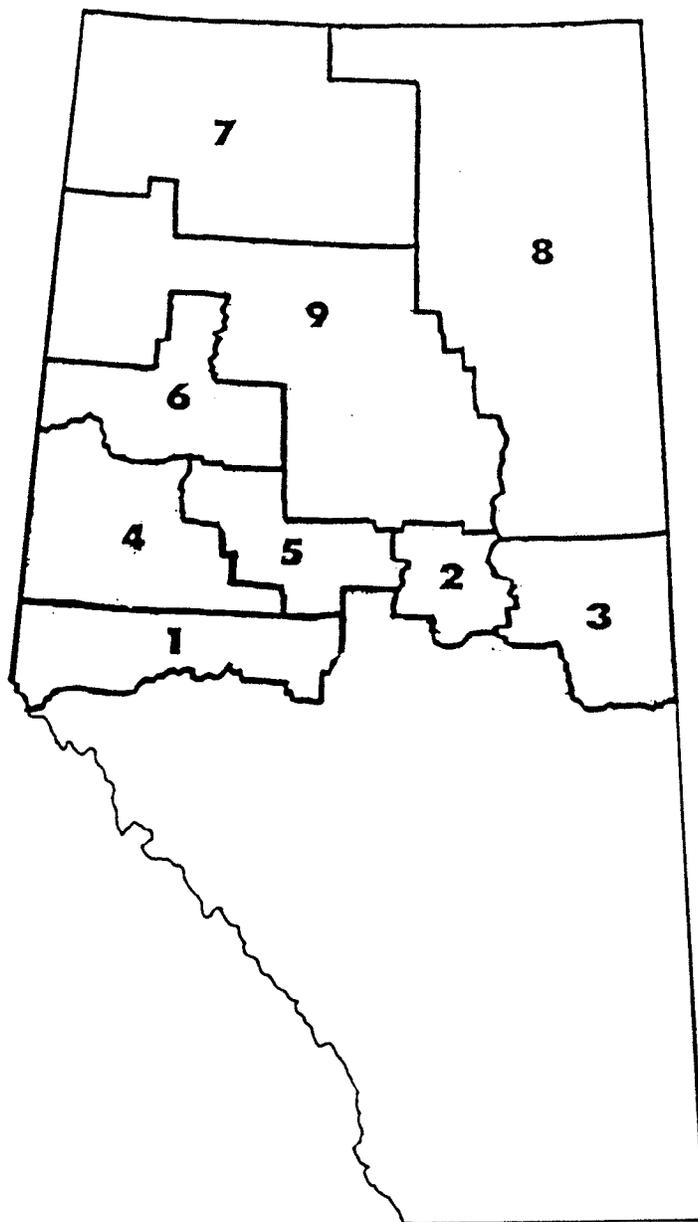
Sub-region 1, the Whitecourt and Grande Cache area had an economy based entirely on oil and natural gas production, on coal mining and forestry. Forestry production facilities and substantial natural gas and oil production occurred in the Whitecourt region. It was an area of high economic activity and considerable job availability.

The economy in the Athabasca area, sub-region 2, was based on agriculture, some forestry production, commercial fishing and trapping. Commercial fishing, although a relatively minor factor in the overall economy of Northern Alberta, provided an important source of income in smaller settlements along the south shore of Lesser Slave Lake. Trapping was an important economic activity which supplemented other income sources and provided a means of livelihood, especially for Native people.³

Agriculture has been an important industry in the St. Paul and Bonnyville area, sub-region 3, however, its relative importance to the economic base was estimated to decline as the heavy oil sector expands. In 1981, heavy oil production in the eastern portion of the sub-region provided significant stimulus to economic growth.

Grande Prairie, sub-region 4, had the most diversified economy in Northern Alberta based on agriculture, forestry, and oil and gas. Retail, wholesale and service industries have developed to support Northwestern Alberta and Northeastern British Columbia.

MAP 2 Economic Regions of Northern Alberta



Source: Northern Alberta Development Council

The economy of sub-region 5, the Slave Lake and High Prairie area, was based on forestry, some agriculture, oil and gas. The forest products industry included sawmills, planer-mills, and pressure-treating plants.⁴ Good agricultural land was not available in abundance. Oil and gas exploration was expected to provide some stimulus to economic growth.

In Peace River, sub-region 6, the economy was based on agriculture and conventional oil and gas. Heavy oil in-situ (produced in place) extraction was expected to make a major contribution to the Peace River economy in the future. The Peace River agricultural region accounted for a substantial segment of the new farmland added to Alberta's inventory during the seventies and made a growing contribution to the economy of the area.

In High Level and Fort Vermilion, sub-region 7, agriculture, conventional oil and gas, and forestry made up the economy. The potential for more land to be opened up to agriculture in the Fort Vermilion area and for market gardens along the Peace River north of Fort Vermilion exists.

The economy of the Fort McMurray/Fort Chipewyan area, sub-region 8, was based almost exclusively on oil extraction from the tar sands with an important contribution from trapping in the Fort Chipewyan portion of the sub-region. The two open-pit tar sands mines in the Fort McMurray area were the largest mining operation in Northern Alberta and supplied the Suncor and Syncrude plants with raw materials for processing and upgrading.

The economy of sub-region 9 was basically a subsistence-type based on government transfer payments, small scale agriculture,

hunting, fishing and trapping. Very limited oil and gas exploration activities occurred throughout the seventies.

Closely associated with the economic conditions were the social circumstances of the people. These social circumstances were sub-regional as well because the various sub-regions experienced markedly different, rapidly changing economic and social pressures. Yet, a number of concerns and associated needs could be classified as typically Northern. Among these, alcoholism and drug abuse were consistently seen as one of the North's most pressing problems. The Warner Report on the Health Needs in Northern Alberta reported:

There were no communities where alcohol abuse was not felt to be extensive and with major repercussions on physical and mental health neglect and abuse of families, unemployment, and crime. Ninety percent of arrests in High Level and sixty percent in Fort McMurray were stated to be alcohol related.⁵

Secondly, in all sub-regions there was a general and dominant concern about the level of educational attainment of people who were permanent residents of Northern Alberta. People were concerned about bussing, drop-out rates, social alienation or poor social adjustment of some students to school life and the need for more appropriate adult education. Native language and Native cultural education, improved business management and marketing skills, better information about social and economic development options, and the need for more specialized education for the handicapped had been identified as key concerns by Alberta Advanced Education and Manpower.

Other concerns common to all sub-regions dealt with social and health services available to the community. Emergency and ambulance services may not have been readily available; mental health and dental

services were frequently perceived as inadequate; staff turnover was high and certain health professionals were difficult to attract and retain in the area.⁶ The extent of welfare, particularly in Native communities, and the resulting dependency as well as the special social and economic needs of Metis Settlements, Indian Reserves and isolated communities were major concerns to both Native and non-Native people alike. Housing too constituted a serious problem throughout the study area. The problem was one of availability, affordability and quality. In rapid growth areas, housing demand exceeded supply and rents were high. A considerable gap in the quality of housing between rural North and urban North existed.

Two other issues affected the social circumstances of the people. One was a concern with local government and the other with Northern participation in planning economic development. Concerns with local government centered on the fact that many smaller communities in the North were not self-governing. People expressed a preference for more local community involvement in decision-making.⁷ A concern for more Northern participation in planning and greater Northern control of decisions regarding economic development was also expressed by both Native and non-Native Northerners.⁸ The following passage from A Social and Economic Overview of Northern Alberta perhaps best describes the feeling of Northerners:

Northerners generally feel powerless. They do not run their own lives. They continually need to ask someone else for money, services and decisions. They wait. Their communities and their economies are more vulnerable to the decisions of others outside the region than to their own actions. One senses that this feeling of powerlessness, both among Natives and non-Natives, thinly masks a great deal of anger. The anger is diffuse because most Northerners do acknowledge

that many material aspects of their lives have greatly improved.

Many realize, that at least in the near future, there is much employment and much economic opportunity. But there is anger nevertheless. People wish to be more autonomous. The great challenge for all concerned with the North is to promote ways to increase independence and not dependence.⁹

THE STRATEGIC ENVIRONMENT AND HISTORICAL DEVELOPMENT

The history of higher education in Alberta has been recorded by several authors and is a relatively well documented field. Berghofer and Vladicka describe the development of higher education in Alberta from the establishment of the province in 1905 to 1980.¹⁰ The impact of certain key events are discussed in such sources as Campbell,¹¹ Hughes,¹² Long,¹³ and Stamp.¹⁴ This section provides a brief overview of the tremendous expansion, the policy and legislative changes, and the coordination of development of higher education in the years following the establishment of Lethbridge Junior College in 1957. The observations are restricted to two major segments of higher education -- colleges offering university transfer courses and universities.

Berghofer and Vladicka have characterized the years following 1957 as a period of major transformation of Alberta's higher education system.¹⁵ They stated that the most significant components of this transformation were the establishment of many new institutions and the rapid expansion of older ones, a review and revision of educational policies and legislation, and a more direct and active role by the

government in coordinating the development of higher education in Alberta.

The growth in Alberta's post-secondary enrollment during the late fifties and sixties was remarkable. Full-time post-secondary enrollment as a percentage of the 18-24 age group more than doubled during the period 1960 to 1968 going from seven percent to sixteen percent.¹⁶ Seastone reported that post-secondary non-university enrollment in 1967-68 was more than four times its 1951 level while university enrollment experienced a five-fold increase from 1959 to 1969.¹⁷ This remarkable increase was not restricted to Alberta. By way of comparison, the rate of increase for the rest of Canada was about the same. Speculation on the causes of this growth is interesting and peripherally relevant to this study. Hughes provided the following explanation:

...The causes are many and complex; which means the causes are not fully known, and those that are known are not well understood. It is customary to link the rapid growth in university enrolment to the launching of the Russian space satellite "Sputnik" in the fifties, and the subsequent desire of the Western world to catch up, in a technological sense, to the Russians. No doubt the cold war and the Russian advances spurred the Western world into a great push for scientific and technological education, but it would be an oversimplification to attribute university growth in free Western societies simply to the need for more scientists and technicians.¹⁸

He continued explaining the feeling at the time that university-trained people were remarkably productive and contributed greatly to the Gross National Product. He stated that the Economic Council of Canada's Second Annual Review gave respectability to this viewpoint when it reported in 1965 that education is a crucially important factor contributing to economic growth. Long discussed the

prevalent attitude among educators, planners and politicians throughout that period as a desire for the democratization of social and economic opportunity through expanded provisions for post-secondary education.¹⁹

Although the causes of the popularity of higher education during the sixties may not be well understood, the effects were visible. A network of Alberta Vocational Centers was established; a second Institute of Technology was founded; and particularly significant to this study, the public college system came into existence and the university system was expanded by the creation of three new universities.

The College System

For the purpose of this study, one of the most significant developments of the period was the introduction and proliferation of post-secondary but non-degree granting colleges. Alberta's public college system came into existence with the creation of the Lethbridge Junior College in 1957 and The Public Junior Colleges' Act of 1958. The early sixties saw a relatively rapid proliferation of junior colleges. The Red Deer Junior College began operation in 1964; the Medicine Hat Junior College in 1965, the Grande Prairie Junior College in 1966, and in the same year Mount Royal College in Calgary was converted from private to public status by separate statute.²⁰ With the exception of Mount Royal, they were originally all small institutions in terms of enrolments, staff and curriculum scope.²¹

Over the years, the colleges experienced drastic changes in terms of governance, financial support, and educational functions. According to The School Act²² and The Public Junior Colleges Act²³ of

1958, a college was under the jurisdiction and dependent upon both local school boards and the University of Alberta. Section 178 of The School Act permitted local school authorities to initiate the development of a college provided such a college affiliated, in the manner prescribed, with what was until 1966 Alberta's single university. The University of Alberta controlled the affiliation requirements.²⁴

The Public Junior Colleges Act of 1958 specified the main role of a college as follows:

For the purpose of teaching subjects of university level not higher than the level commonly accepted for the first year beyond University of Alberta matriculation in a course leading to a bachelor's degree, or for the purpose of teaching other subjects of a general or vocational nature not provided in the high school curriculum of the Province, a junior college may be established...²⁵

The Act also specified that the establishment of a junior college required the Minister's consent and the approval in writing of the Board of Governors of the University of Alberta.²⁶ The Act further stipulated that a college board consist of members appointed by participating school boards who were responsible to the Minister of Education. Under the Act, sponsoring local school boards were primarily responsible for the financial support; however, additional revenues could be derived from the provincial and federal governments and from tuition fees.

Between 1958 and 1966, comprehensive junior colleges--that is, institutions offering career and occupational studies along with university transfer courses--could not operate without university affiliation. Although the duties of college boards to determine general policies with respect to organization, administration, operation and courses of instruction offered were specified by legislation, the

effective control of junior colleges rested with their senior institution--The University of Alberta. In fact, college administrators could make very few decisions affecting the operation of a college without approval of the university.

This direct university influence over the operation of the colleges as well as the high local demand for university education, the greater prestige in which university education tended to be viewed; and the availability of federal grants for university programs in affiliated colleges resulted in an orientation in favor of university transfer courses.²⁷ Of the five public colleges in operation by 1966, only the Lethbridge Junior College and Mount Royal College offered any non-university courses. Red Deer Junior College, Medicine Hat Junior College and Grande Prairie Junior College offered only university courses during this period.²⁸

Although the provincial government assisted local initiative by passing legislation and providing generous financial support to junior colleges, it was clearly concerned with the orientation in favor of university transfer courses. The Public Junior Colleges Act, after all, explicitly stated the government's policy that junior colleges should make a comprehensive range of academic, vocational, and general programs available in their communities. They were certainly not intended to function simply as satellite campuses of the university. The government's concern exhibited itself in a decade of study and discussion, of conferences on the topic and of surveys and commissions on the role of Alberta's public colleges.

By October 1, 1969 An Act Respecting a Provincial College System was proclaimed.²⁹ This Act changed the governance, and method of

financing, and reiterated government policy favoring comprehensive college programming. Junior colleges became Public Colleges; college boards of governors, completely separate from the public school and university system were provided; the Alberta Colleges' Commission consisting of nine members was established. Its chairman was to be appointed by Cabinet and reported to the government through the Minister of Education. Statutory university affiliation was eliminated,³⁰ provincial responsibility for operating and capital budgets was stated,³¹ and the role of the college system was defined more broadly and generally than in previous legislation.³² The Alberta Colleges Commission was established by this act as an autonomous corporation comparable to the Universities Commission, whereas the Provincial Board had been an agency of the Department of Education.³³

The Colleges Commission had a broad range of responsibilities: a regulatory role in relation to the financial affairs and educational programs of public colleges and a role as liaison body between the colleges and the government, and between the college system and the university and secondary school systems. The college system was defined as the public colleges and, if so designated by the government, the provincially-administered technical institutes, agricultural colleges, and vocational centres--in sum, the entire non-university sector of post-secondary education.³⁴

The expectations of the Government for the college system, as outlined in the Colleges Act, were reiterated in January 1970, by the new Minister of Education, Robert Clark, in a policy statement entitled "Post-Secondary Education Until 1972!"³⁵ This document was a clear indication of government commitment to the commission form of administration

as the most effective structure for the coordination of the college system, a commitment to colleges as truly comprehensive two year post-secondary institutions providing training and education for students with a wide variety of interests, aptitudes, and types of intelligence, a commitment to the 'open door' policy of admission, and a commitment to support the college system from the general revenues of the Province.

The primary function of colleges was clearly defined and they were expected to offer a broad selection of technical, vocational, and other non-university programs, while university transfer programs would still be offered, but not remain the major orientation. To preclude the discrepancies between policy and practice in college programming which had characterized the previous decade, the Colleges Commission was given regulatory powers over the establishment and expansion of programs in the colleges.

This shift away from the concentration on university programs was not welcomed by all parties. Considerable dissention and public debate between groups supporting government policy and groups who had hoped that their local college would develop into a junior university arose. At the Red Deer College the situation became so divisive that the government dissolved the college board in 1972 and appointed an administrator, who acted as the sole member of the college board and also assumed the duties of the president, to attempt to resolve the problems of the college.³⁶ While this extreme action was only taken in one case, it illustrates that changes in program emphasis in the public colleges did not always come smoothly.

Several public colleges, however, had increased the emphasis on comprehensive programming prior to the proclamation of The Colleges' Act. Lethbridge College and Mount Royal College particularly offered a large number of commercial, para-professional and cultural programs. Even Medicine Hat, Red Deer, and Grande Prairie, which had originally offered university transfer courses exclusively, had begun to offer some programs in business education, administration, and academic up-grading. Eventually the traditional orientation was replaced by an acceptance of the concept of comprehensive community colleges.

A variety of factors appear to have been primarily responsible for this transformation. The manpower requirements of a diversifying economy in Alberta led to increasing demands for a greater variety of vocational, para-professional, and general education programs. In addition, a clearly defined government policy coupled with the elimination of financial bias in favor of university transfer courses supported this move toward increased comprehensiveness. The Colleges Act had repealed The University and College Assistance Act, under which support for university transfer courses had been generally higher than that provided for other programs. The Colleges Commission increased per-student grants for non-university programs to a level comparable to that of university transfer courses. In 1970, the Commission initiated a grant formula similar to that used for the universities, which took into account the differences between fixed and variable costs and estimated versus actual enrollment.³⁷

As public colleges became more comprehensive in their programs, enrollment increased rapidly. They were obviously meeting a specific need. In the early '70's they were by far the fastest growing sector

of higher education.³⁸ The provincial government responded with increased financial support and coordinated college capital development which meant better facilities and permanent campuses. Eventually all were moved from their temporary quarters in local high schools onto their own permanent sites.

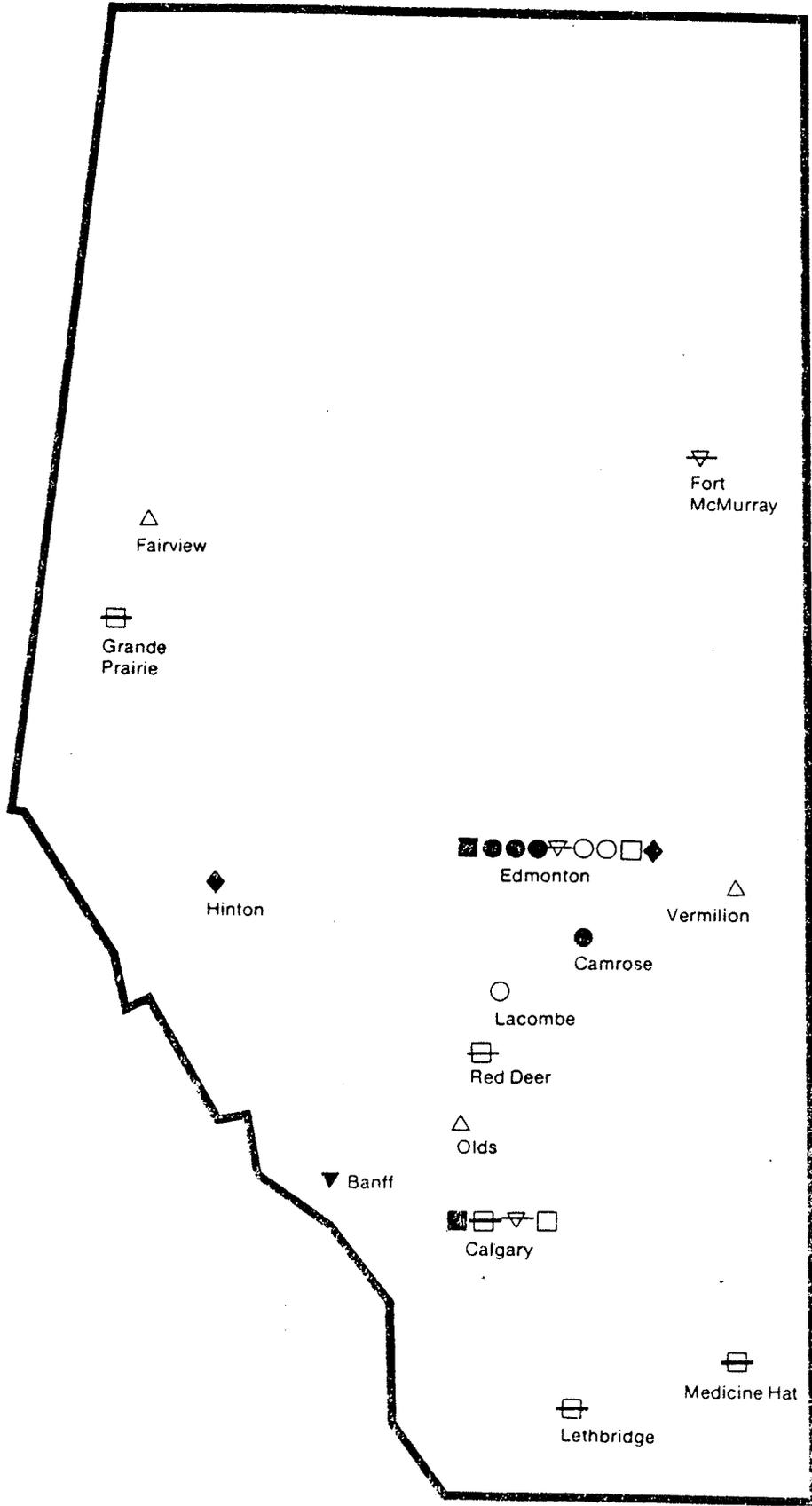
College services in Northern Alberta in particular were expanded during the 1970's. Lakeland College was established in 1975 to serve the Vermilion, Wainwright, Lloydminster, St. Paul and Vegreville area.³⁹ It included the former Agricultural and Vocational College at Vermilion, which remained its main campus. In the same year, the Alberta Vocational Centre at Fort McMurray was reconstituted as Keyano College and its program expanded to include a wide range of business, general education and technological courses. Lakeland and Keyano were originally not created as public colleges. They remained under the administrative control of the Department of Advanced Education and Manpower until April 1, 1978 when the government transferred these provincially-owned colleges to public control.⁴⁰ With this transfer, the college system serving Northern Alberta expanded to four autonomous public colleges which provided institution-based programs closer to many citizens.

Maps 3 and 4 are included to illustrate the expansion in the entire Province between 1966 and 1980.

The University System

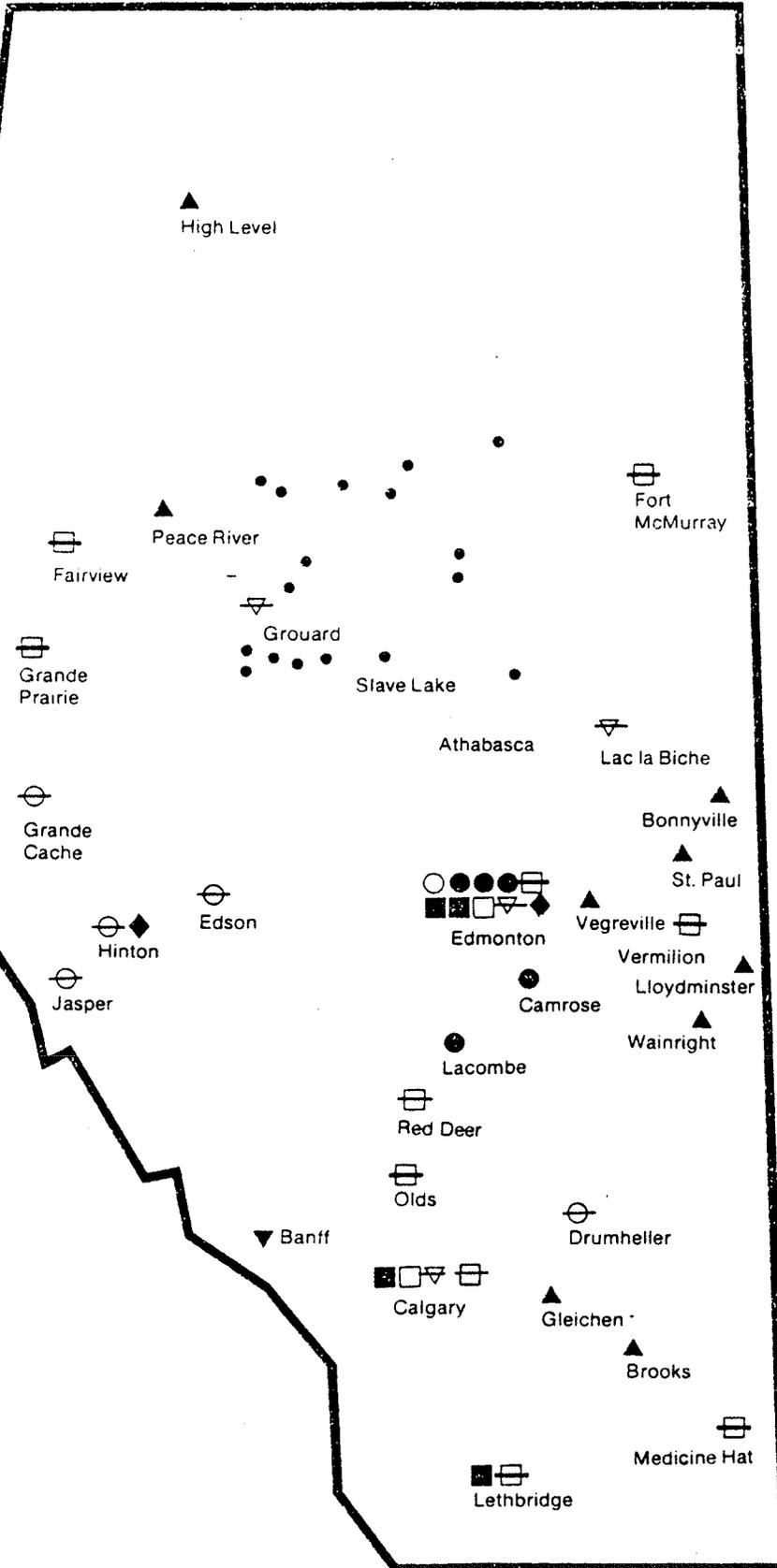
The tremendous upsurge in university enrollments during the late fifties and sixties led to an expansion and gradual decentralization of services. Between 1957 and 1966, enrollment at the University of

Map 3
Post-Secondary Institutions
in Alberta, 1966



- University
- ▤ Public College
- Technical Institute
- △ Agricultural and Vocational College
- ▽ Alberta Vocational Centre
- Private College
- Affiliated Private College
- ▼ Banff School of Fine Arts
- ◆ Special purpose vocational centre

Map 4
Post-Secondary Institutions
in Alberta, 1980



- University
- Technical Institute
- ▤ Public College
- ▤ College Regional Centre/Satellite Campus/Consortium
- ▲ Alberta Vocational Centre
- ▽ Community Vocational Centre
- Private College
- Affiliated Private College
- Banff Centre for Continuing Education
- ◆ Special purpose vocational centre
- ⊖ Areas stated for Consortia-delivered programming beginning Sept. 1980

Alberta, the only provincial university, rose sharply. Coupled with the total population increase at the University of Alberta was an increase in the range and complexity of programs offered. This was reflected at the Edmonton campus by the creation of a Faculty of Graduate Studies in 1957 and the division of Arts and Science into separate faculties in 1963. Enrollment in the Faculty of Graduate Studies increased from 205 students in 1956 to 1,600 students in 1966. The Calgary campus also expanded rapidly. Commerce and Engineering were added in 1957, graduate studies and second year arts and sciences in 1959, a full degree program in arts and science in 1960, and a second year commerce program in 1961.⁴¹

This rapid expansion, financed by ever increasing federal and provincial grants to The University of Alberta,⁴² had several specific consequences which led to gradual decentralization. Since facilities and services for graduate work tend to be expensive, an appropriate portion of the budget had to be devoted to them. This led to a public perception that university resources were deflected towards graduate work and that the undergraduates were suffering from benign institutional neglect. Growing public concern with how badly undergraduate courses, particularly first year courses, were being taught--or perceived to have been taught--was reflected in media stories of huge classes taught by televised lectures and students who rarely came in contact with a 'real' professor.⁴³ Regardless of the accuracy of this view, the perception that undergraduate instruction was not provided satisfactorily increased the demand for decentralization. Second, as the demand for university education in Southern Alberta increased, Calgarians lobbied the government to expand the Calgary campus into a

full-fledged university. Third, the University of Alberta had become too large and complex to be administered effectively as a single unit. In 1966, the government finally recognized the need for decentralization of the University's services and administration.

The Universities Act of 1966 continued the existence of the University of Alberta, created the University of Calgary, and provided that:

The Lieutenant Governor in Council may, from time to time, establish such additional Provincial universities as he thinks necessary or desirable in the public interest, with such names as he considers fitting.⁴⁴

The University Act went on to specify the respective powers, duties, and responsibilities of the Board of Governors, General Faculties Council and Senate and dealt with a host of other matters. The Act also created a Universities Co-ordinating Council as an advisory body to both universities with specific authority for determining affiliation standards and recommending affiliation of junior colleges. The creation of the Universities Commission reflected the Government's intention to set an interface between itself and its two universities.⁴⁵ It also provided a mechanism to coordinate the new university system in order to avoid undesirable or unnecessary duplication.

The creation of the Universities Commission signalled a change in government policy. Prior to the passage of the Universities Act, the University of Alberta had dealt directly with the government through the Minister of Education. With the passage of the Universities Act, the government indicated that while it still preferred not to

intervene directly in the higher education system, it nevertheless desired increased involvement in the coordination of the system.

The creation of the University of Calgary in 1966 was followed by the formation of a third university, the University of Lethbridge, and in 1970 by the establishment of Athabasca University. This university was expected to develop undergraduate programs in arts, sciences and education and graduate programs in the humanities and social sciences. The Government's expectations for the new university were clearly stated:

The Government proposes to appoint a Board of Governors for the fourth university early in 1970 with an immediate commitment to plan a campus for 5,000 students. While recognizing the importance of granting this board with widest degree of freedom in planning the new university in consultation with the Universities Commission, the Government will, nonetheless, set certain guidelines for its development.

The Government considers that this new member of the university system should reflect unique educational objectives. The university should limit its undergraduate programs to faculties in arts, science and education. At the graduate level, the Province's fourth university should stress the humanities and the social sciences. With its major research efforts limited to disciplines in these fields, our fourth university should contribute uniquely to the cultural and social life of the province.⁴⁶

These expectations by the Government also reflected both the necessity of providing additional university space and the general feeling that the neglect of the undergraduate in the large multiversity needed to be corrected.⁴⁷

Alberta's fourth university was established on June 25, 1970 by Order in Council 1206/70, a creature of the Cabinet and not of the Legislature. The turbulent history of Athabasca University is recorded in Appendix B. It is included in this study because the

Government and its civil servants intervened in matters that properly were the responsibility of the Governing Authority of Athabasca University.

The Role of Government

The ten years from 1965 to 1975 were a period of significant increase in government interest and involvement in higher education, a period in which the Alberta Government implemented policies which increased its direct control over the coordination and development of higher education in the province. Prior to 1965, the Government followed a policy of non-interference, of passive support by providing facilities and the operating funds necessary for the rapidly growing number of students.⁴⁸ The changes in government policy were a result of several factors. Partially as a consequence of the rapid expansion and the concomitant accelerating costs and partially as a consequence of its desire to reduce social and economic inequality and regional disparity, the Government began to assume a more active role.

The Government's commitment to reducing social inequality and regional disparity was expressed by Premier Manning in his A White Paper on Human Resources Development⁴⁹ tabled in 1967 and reiterated by the Minister of Education in a Policy Statement released in 1970. Both policy pronouncements emphasized government commitment to the expansion, decentralization and diversification of higher education. The Universities Act of 1966 decentralized the university administration, anticipated additional autonomous institutions and established the Universities Commission as an autonomous corporation intended to serve as an intermediary between universities and the government.

The Colleges Act of 1969 established a public college system and a Colleges Commission with functions similar to that of the Universities Commission. The responsibilities for coordinating higher education in the province were now shared by the Universities Commission, the Colleges Commission, the Department of Education and the Department of Agriculture.⁵⁰ Although the indirect commission form of coordination on a subsystem level represented an important change in government practice, systematic planning of further consolidation was under way by 1970.

In 1969, the Social Credit Government had appointed a Commission on Education Planning, headed by Dr. Walter H. Worth, to study the province's total education system and recommend changes in services, administration and coordination necessary to adapt the system to changing social and economic conditions.⁵¹ The Worth Commission had been appointed by the government to determine how comprehensiveness and universal access can be achieved with a minimum of excess duplication and wasted resources. The Commission's report was submitted in 1972. At that time, the Progressive Conservative Party under Peter Lougheed had been swept to power.

In the 1971 election campaign, the Conservative Party had advocated fiscal responsibility, controlled expansion, and the establishment of a separate Department of Advanced Education whose function would be to supervise and coordinate all post-secondary education in the province. The creation of a Department of Advanced Education was announced by Premier Lougheed shortly after he formed his government.⁵²

The two major goals of the Department were to restrain the growth of public expenditures and to ensure the availability of higher

education services to all Albertans.⁵³ For this purpose, administrative authority over technical institutes, vocational centres, and all other post-secondary and continuing education programs was transferred from the jurisdiction of the Department of Education and over the agricultural colleges from the jurisdiction of the Department of Agriculture. The Universities and Colleges Commissions retained their respective responsibilities; however, an Advanced Education Council was created to deal with matters of common concern in the system.⁵⁴ These changes, however, were only phase one of the move toward unified and system wide coordination under direct government control.

Phase two began with the dissolution of the Universities and Colleges Commissions and the transfer of their responsibilities to the Department of Advanced Education in May 1973. In addition, Advanced Education was given responsibility for a number of programs and services previously associated with other departments, and assumed full responsibility for financial and administrative services previously provided on a shared basis through the Department of Education.⁵⁵ To meet its expanded mandate, Advanced Education reorganized according to a plan approved by Cabinet on January 30th, 1973. Three functional units--Program Services Division, Administrative Services Division, and Special Services Division--each one under the jurisdiction of an Assistant Deputy Minister formed the basic organizational structure of the Department. As the Department expanded, the Special Services Division was abolished and Manpower Services, Field Services, Personnel Services, and a Planning Secretariat were added.

Phase three in the integration of higher education services came on April 3, 1975 with the government decision to combine the Manpower

Division of the former Department of Manpower and Labour with the former Department of Advanced Education and the creation of the new Department of Advanced Education and Manpower, with the Honourable Dr. A. E. Hohol as its first Minister. Since the Manpower and Labour Planning Secretariat was also transferred to Advanced Education, another departmental reorganization was necessary. It was at this point that the Special Services Division was dissolved, the Field Services Division added, and the Planning Secretariat considerably enlarged. With the exception of some hospital based nursing schools,⁵⁶ the Department of Advanced Education and Manpower was now involved in and responsible for the coordination of all aspects of higher education and manpower development in the Province of Alberta.

The increased centralized authority in post-secondary education was balanced, however, by two parallel trends. First, the public was encouraged to participate in the activities and decisions of the Department. Six Advisory Committees to the Minister composed of public members and representatives of significant interest groups were established in 1973: University Affairs, College Affairs, Student Affairs, Native Peoples, Further Education, and Technical and Vocational Education. Curriculum Advisory Committees at provincially administered institutions included public participation for the purpose of advising on the adequacy of the training provided at each institution. A maximum of seven public members for each university board of governors, and a total of five public members for each college board of governors were appointed by the Lieutenant Governor in Council. The Trades School Advisory Board, the Provincial Apprenticeship Board, and the Students Finance Board had public members. In addition, draft legislation was

widely circulated for public comment before presentation to the Legislature.⁵⁷ A province-wide system of Further Education Councils was also encouraged.⁵⁸

Second, coincident with centralized coordination had come a parallel trend toward expanding institutional autonomy by the creation of independent public boards of governors for each institution. This trend had begun under the Social Credit Government with the decentralization of university administration (Universities Act, 1966) and the establishment of autonomous colleges (Colleges Act, 1969). It was continued by the Conservative Government by extending autonomous status to institutions which the Department had previously administered directly. On April 1, 1978, Fairview College, Keyano College, Lakeland College, Olds College, and the Banff School of Fine Arts gained autonomy. In 1980, a new direction for the Institutes of Technology was forecast in the announcement by the Minister of Advanced Education and Manpower, James D. Horsman, that the provincial institutes of technology would be converted to board-governed status in 1982.⁵⁹

In addition to encouraging public participation in decisions and expanding institutional autonomy, the centralized authority was balanced by a strongly proclaimed Government policy of decentralization of services to the various regions of the province. This decentralization of educational services has taken place through the establishment of satellite campuses in smaller centres which did not have their own institutions and the delivery of higher education services by consortia on an outreach basis.⁶⁰

The Government of Premier Lougheed, operating on the principle that public-supported institutions must serve the public interest and

from strongly proclaimed policies of fiscal restraint and decentralization of services to the various regions, decided that centralized coordination was necessary to protect the public interest and to avoid wasteful duplication. This centralized level of coordination did not only have implications for institutional autonomy, but produced tensions between the centralized authority, ^{the institution} ~~institutional autonomy~~, and community interest. This was most graphically illustrated by the Government's decision to relocate Athabasca University in the Town of Athabasca. The autonomy of the University was clearly challenged and tension explosively high.

Higher Education in Northern Alberta 1980

The higher education system providing programs to Northern communities involved four public colleges, three universities, the North Peace Adult Education Consortium and the Department of Advanced Education and Manpower with its funding, licensing and control power. The Department prepared and administered legislation relating to higher education and adult training, monitored system development, funded the capital and operating aspects of institutions and acted as deliverer of services through the provincially owned institutions it operated. All academic and physical development required prior approval of the Department and each institution had to submit detailed information on its operation annually to the Minister. In sum, the Department had a pervasive presence and impact on higher education in Northern Alberta.

Four public colleges serviced the study area: Fairview College, Grande Prairie Regional College, Keyano College, and Lakeland College. Each college operated under the authority of The Colleges Act

and was governed by a Board of Governors. The members of each Board and the President were appointed by the Minister of Advanced Education and Manpower.

Fairview College. Fairview College is situated in the Town of Fairview, which is the service centre for the agriculturally-rich Peace River region. The College was originally established as the Fairview School of Agriculture and Home Economics in 1951. After a devastating fire in 1958, it was not in operation until fall 1961 when it reopened as Fairview Community College. From 1963 to 1978, the Institute operated under the name Fairview Agricultural and Vocational College.⁶¹ Since becoming a public college in 1978, Fairview College has experienced changes in program emphasis, increased student enrollment and a major building program. At the time of writing, Fairview College had resolved its jurisdictional overlap with Grande Prairie Regional College and an agreement in principle had been reached that Fairview College will offer trades training and Grande Prairie Regional College university Arts and Science programs.⁶² Fairview College did not offer university programs in 1980.

Grande Prairie Regional College. Grande Prairie Regional College is located in the City of Grande Prairie, in the north-western region of Alberta. It was established in 1966 under the authority of The Public Junior Colleges Act by request of the local school authorities. Affiliation with The University of Alberta was secured and university transfer arrangements were approved. The College began operation with seventy-seven students all of whom were enrolled in university courses. The opening of this College was particularly significant because it was

the first institution in Northern Alberta which enabled many students to take first or second year university courses in or near their home communities. By 1969 and the proclamation of the Colleges Act, program offerings already included business education, administration, and academic upgrading.

Since that time, the College has expanded and offered a variety of higher education programs related to the educational and employment needs of the region. By 1980, programs included two years of Arts and Science university studies, one-year and two-year career programs, a high school equivalency program, short term pre-employment training in six trades,⁶³ and heavy transport operation training. The College also had developed community outreach programs in the region, primarily non-credit further education courses. In cooperation with Fairview College and the Alberta Vocational Centre Crouard, the College provided educational services to the Peace River Correctional Institute. As a member of the North Peace Adult Educational Consortium, the College offered courses in various communities throughout Northwestern Alberta.⁶⁴

Keyano College. The College is located in Fort McMurray, a rapid growth resource town located in Northeastern Alberta and best known for its all-sands development projects. The College was established in 1975 when the Alberta Vocational Centre at Fort McMurray was reconstituted as Keyano College and became a full member of the public college system in April, 1978 when the government changed its status from a provincially administered institution to that of a corporate board of governance.

As one of the early tasks in assuming control of the College, the Board of Governors established a Mission and Program Committee to review the institution's past and plan its future. The report of this Committee was published on April 26, 1979⁶⁵ and recommended that university transfer programs be instituted.⁶⁶

In its effort to introduce university transfer courses, the College had strong support from Syncrude Canada Ltd., whose Senior Vice-President Operations, Mr. G.N. Lund, wrote:

...Because broader educational opportunities will be made available at Fort McMurray, and because of our interest in seeing as many development opportunities as possible being made available to our staff, we at Syncrude certainly support Keyano's efforts to provide post-secondary education in Fort McMurray. Many people on our staff seek the opportunity to obtain further theoretical knowledge to accompany the fine experience available here. Your efforts in securing a University Transfer Program is a good start in providing this opportunity.⁶⁷

Keyano College negotiated with the University of Calgary,⁶⁸ the University of Alberta⁶⁹ and the Department of Advanced Education and Manpower. As a result of these negotiations, by March 1981, ten university transfer courses had been formally approved and another nine had received informal approval. First and second year university courses offered by Keyano College were supplemented by special courses offered in Fort McMurray by the Universities of Alberta and Calgary and by Correspondence Studies from Athabasca University.

Lakeland College. Lakeland College is a regional, inter-provincial college serving an area from Vegreville to Maidstone, Saskatchewan and from Grand Centre to Provost. The administration offices were located in Lloydminster; the majority of full-time programs were offered at the residential campus in Vermilion. The Vermilion campus offered programs

in several fields of agricultural technology, business, and apprenticeship training in several trades.

Although the College had its main campus and head office outside of the study area, it did have regional offices in three centres within the study area, namely St. Paul, Bonnyville and Grande Centre. Programs offered in these centres included academic upgrading, secretarial training and several pre-employment trades. A proposal for a "University Transfer Program" had been submitted to the Department of Advanced Education and Manpower in 1980. Since the transfer program was not intended to be offered in the study area, no follow-up was conducted.⁷⁰

The University of Alberta. The Senate Task Force on the Future of the Extension Function of The University of Alberta reported in November 1974 that its major concern was "the degree of frustrated expectation of services from the University by people of Northern Alberta." A second report by the Task Force released February 19, 1976 stated:

...the least that could be done in order to retrieve the University's reputation in Northern Alberta is to place the giving of off-campus courses within the context of some rationale for university level, continuing education.⁷¹

Following this report, the Faculty of Extension and the Special Sessions Office engaged in a joint survey of credit and non-credit needs in the study area. Since that time, the involvement of the University in providing programs has become extensive; however, ad hoc arrangements in delivery continued.

The University had arrangements with Grande Prairie Regional College since 1966 and Keyano College since 1979 for University transfer programs. In addition, the University offered a variety of courses aiming at teachers wishing to upgrade their qualifications. In the late seventies, several courses for nurses wanting to obtain their Bachelor of Science in Nursing degree were added. Continuing professional education in teaching and nursing received the major emphasis. The Department of Educational Administration, The University of Alberta, began an "innovative expanded campus project" by offering a M.Ed. program in Educational Administration in Grande Prairie. This program is of particular significance to this study area because it was the first complete graduate degree program offered in Northern Alberta.⁷²

The University of Alberta has also been involved with the North Peace Adult Education Consortium and with Project Morningstar, a Native teacher training program which was initiated in 1975. As a joint venture of the University of Alberta with the Blue Quills Native Educational Council of Chiefs, it automatically involved the Department of Indian Affairs and Northern Development and the Department of Advanced Education and Manpower.

Project Morningstar was to be directed toward the preparation of Native teachers who would:

1. provide appropriate role models for Native children;
2. offer instruction in Native settings that bridge the cultural gap between home and school; and
3. be regarded, upon completion of the B.Ed. degree, as equally well prepared as other B.Ed. graduates of the Faculty and who would be qualified to teach in any Alberta School.⁷³

In 1980, the Project was in its sixth year of operation and according to the Project Evaluator, Edith J. Reid, a success when judged by the standards necessary for providing good educational programs for disadvantaged adults.⁷⁴

Athabasca University. Its open admission policy coupled with the home study mode of delivery made university level programs available to adult students in the study area.⁷⁵ Nearly twenty-five percent of the University enrollment in the 1979-80 academic year consisted of students from Northern Alberta. The University was also involved in the Blue Quills Education Council and the North Peace Adult Education Consortium. In addition, the University had a mandate to perform a credit coordination function. The University could determine what level of university credit an individual had obtained in courses taken from other institutions. In theory, this meant that a student could receive an Athabasca degree without ever having attended Athabasca University if the required number and level of courses taken at other institutions met Athabasca's degree requirements. This feature had particular advantages for individuals in the study area who had taken courses from several universities, but were not able to complete their program, for whatever reasons, at one specific institution.

Enrollment data indicated that Athabasca University has been able to increase its impact on Northern Alberta significantly since 1978. The anticipated move of the University to a permanent campus in the Town of Athabasca will establish a strong physical presence in Northern Alberta and only then will it likely be perceived as a Northern university.

The University of Calgary. The University of Calgary had a distinguished record of providing educational services to many communities in the study area and of University Outreach Programs in centres of Native population. Since the University had a provincial mandate for social welfare education, it offered social work courses at Blue Quills and in St. Paul, in Grande Prairie, Peace River and Fort McMurray. The mandate of the Faculty of Social Welfare was only one of the two major reasons for the involvement of the University of Calgary in Northern Alberta higher education. The other major reason was that the University of Calgary was perceived fairly widely in Native communities as offering programs with desirable characteristics, particularly the nature of support services. It is reasonable to assume that this perception was the result of the experiences on-campus Native students have had, particularly so since many of them came from Northern Alberta and the Yukon.⁷⁶ Another factor which may have contributed to this perception was simply the fact that the University of Calgary was the earliest of the four Alberta universities to work with Native communities and provide 'outreach educational services.'⁷⁷

The University of Calgary established a reputation as innovative and concerned; it had considered all reasonable requests from communities in the study area. By doing so, the University of Calgary had earned the respect of many Northern Albertans.

The North Peace Adult Education Consortium. A fairly recent innovation in the study area has been the creation of the North Peace Adult Education Consortium. As defined by Alberta Advanced Education and Manpower, "the consortium is an association of institutions (two or more)

which cooperatively provide a range of higher education credit programs."⁷⁸

The North Peace Adult Education Consortium came into existence as an association of Grande Prairie Regional College, Fairview College, Alberta Vocational Centre Grouard, Athabasca University, the University of Alberta and ACCESS. The Consortium, based in Peace River, provided a variety of courses consisting of university credit courses, general interest courses, vocational education and academic upgrading. The majority of these were offered in Peace River and delivered by Grande Prairie College and Fairview College. The University of Victoria was involved in providing service through the Knowledge Network and the University of Calgary through its provincial mandate to prepare social service workers. In the period 1978 to 1981, the involvement of the University of Alberta consisted of offering five university credit courses and one non-credit course.

The events leading to the formation of the North Peace Adult Education Consortium have been recorded in various reports and documents which served as the basis for Appendix C.

INTER ORGANIZATIONAL RELATIONSHIPS

Institutions and Programs

The network of institutions involved in offering university programs in Northern Alberta appeared to be relatively complex. It involved two of the four public colleges in the area, three universities, the North Peace Adult Education Consortium and the Department of Advanced Education and Manpower.

The more heavily populated centres in Northern Alberta did have a variety of university programs available. Many students were able to take the first and second year university courses in or near their home communities. The possibility of completing a university degree in the region through Athabasca University already existed and to do so on campus at public colleges was under active consideration at the time of writing. The University of Alberta offered courses aiming at teachers and nurses wishing to upgrade their qualifications. It also offered a complete graduate program in Educational Administration leading to a M.Ed. degree in Grande Prairie. The University of Calgary provided Outreach Programs in centres of Native population and, based on its provincial mandate, courses in social work to several Northern communities. Athabasca University with its open admission policy and the home study mode of delivery successfully served a non-residential clientele in isolated Northern communities and served as a credit coordinating agency where students could assemble credits earned at other institutions. Students were able to complete an undergraduate degree program with appropriate integrating courses. The North Peace Adult Education Consortium combined the expertise and financial resources of several institutions and made a variety of courses available to residents in more remote communities.

With approximately ten percent of the population, Northern Alberta had forty percent of the public colleges, was in the process of establishing a Northern university by the government's decision to relocate Athabasca University in the North and had long-term commitments by the University of Alberta and the University of Calgary. Apart from

certain programs and very remote communities, university programs were available to residents of Northern Alberta.

Authority Relationships

The Alberta Department of Advanced Education and Manpower had a broad range of formal powers and duties in its relationships with the colleges and universities in the province. It appeared that the authority relationships were highly centralized and organizationally built into the vortex of provincial politics. The Department had full authority over all higher education matters and a large administrative apparatus to carry out its policies.

The Department of Advanced Education Act, passed in 1972 and the subsequent amendments to The Department of Advanced Education Act, The Universities Act and The Colleges Act, passed in 1973,⁷⁹ provided the Department of Advanced Education with the legal authority to make regulations and to give or withhold consent regarding almost any matter concerning post-secondary education. The authority of the Minister of Advanced Education was enlarged by these Acts by conditioning or eliminating altogether the legal authority previously held by the Universities Coordinating Council, the Commissions, or by post-secondary institutions. For example, when the Universities Commission and the Colleges Commission were abolished by The Universities Amendment Act of 1973 and The Colleges Amendment Act of 1973, the Minister of Advanced Education assumed all of the powers and duties the Commissions had previously held.

As Long (1979) pointed out:

In the case of public colleges, this meant that admission requirements set by a college board for its students were

subject to the Minister's approval and that affiliations with Alberta Universities were permissible only if the Minister first approves of the affiliation. In the Universities Act, the powers of general faculties councils to regulate admissions and university degree requirements was not altered nor was the right of the Coordinating Council to set minimum standards for affiliation. However, the legal powers of these bodies were conditioned by the Minister's right to approve all affiliations and to make regulations providing for the coordination of programs and services between universities, public and private colleges, institutes of technology, agricultural and vocational colleges and vocational training centres.⁸⁰

These amendments produced major structural and procedural changes in the coordination of post-secondary education in Alberta. The focus of legal authority had become highly centralized.

Based on the recommendations of the Worth Report and the Colleges Commission Master Planning Project, both released in 1972, these legislative amendments empowered the Department of Advanced Education to coordinate all aspects of post-secondary education in the Province of Alberta. The appointment of Dr. Walter Worth as Deputy Minister of the Department of Advanced Education and the absorption of most of the Colleges Commission staff by the Department provided the Minister of Advanced Education with officials who supported his policy of centralized coordination.

With the creation of the Department of Advanced Education and Manpower in 1975, authority became even more centralized. The Department became involved in planning, coordinating and 'improving' the quality as well as the number of higher education programs throughout the system. More specifically, it assumed responsibility for program assessment and approval, maintenance of a central program registry, transfer of credits and accreditation, and instructional modes and

technology. Assessment and approval included all programs offered by colleges and universities.

The Department engaged in the review and consolidation of legislation necessary for the operation of the delivery system;⁸¹ in the planning, acquisition and allocation of capital resources required to support the delivery; and in planning, acquisition and allocation of operating funds for the delivery of programs and services. In sum, the Department had the legal power and the political resources to control all critical decisions. It had assumed responsibility for programs, accreditation, instructional modes and technology; prepared legislation affecting the governance of the system and/or sub-system; and controlled capital and operating funds. The Progressive Conservative Government of Alberta had opted for centralized coordination and direct government involvement.

Educational Autonomy

The educational autonomy of public colleges and universities in Alberta was limited by the legal powers and the political resources available to the Department of Advanced Education and Manpower. Although these institutions were governed by independent public boards of governors, centralized coordination under direct government control had obvious effects on many critical decisions. Such matters as program assessment and approval, transfer of credits and accreditation, campus size and location were formerly considered the exclusive province of individual universities.

Long has documented how the Department of Advanced Education became in 1972 an active third party in the resolution of the conflict

between the colleges and the universities over particular university transfer policies. According to Long:

...the involvement of the Department seems to have been related to the desires of both its political and bureaucratic leadership to hasten the settlement of an issue which was embarrassing to the Minister and frustrating to his senior officials who sought to realize more fully the Department's avowed mandate to coordinate post-secondary education.⁸²

Long concluded:

It is clear that the policy and actions of the Department of Advanced Education during 1972 and 1973 revealed a new context for decision-making on transferability. To the extent that decisions about admission or advanced credit affected how students might move within a "system" of post-secondary education, the Department, as a coordinating agency with responsibility for the entire system, was prepared to influence such decisions in the interests of "system coordination."⁸³

In the controversy over transferability, it is clear that the Department's bold initiative and explicit threat of changing existing legislation was meant to force and succeeded in forcing the universities to negotiate an early settlement of the issue. The Department's threat of intervention in the issue in 1973 is a clear example of government involvement in critical decisions in areas previously considered exclusively the domain of universities.

Another graphic illustration that the centralized level of coordination had implications for institutional autonomy is the Government's unilateral decision to relocate Athabasca University to the Town of Athabasca. The autonomy of the University was clearly challenged and tension explosively high. The announcement of March 5, 1980, by the Minister of Advanced Education and Manpower that the Town of Athabasca had been selected by Cabinet as the permanent site for Athabasca University came as a shock to senior officers of the University and as a

disappointment to the Governing Council. That the final decision on relocation was made without consultation with the University produced shock waves whose ripple effects were still felt three years after. The resignation of the President of Athabasca University, strong objections to the relocation by the Athabasca University Faculty Council and officially expressed disappointment by the Governing Council did not change the Government's decision. The relocation of Athabasca University was a Government decision, a political decision, which had clearly challenged University autonomy and emphasized the degree of central control.

FOOTNOTES

- ¹Co-West Associates, A Social and Economic Overview of Northern Alberta (Edmonton: N.A.D.C., April 1981), p. 66.
- ²Co-West Associates, p. 70.
- ³Northern Development Branch, Summary of Social and Economic Circumstances - Northern Alberta (Edmonton: Alberta Tourism and Small Business, May 1977), pp. 13-14.
- ⁴Alberta Profile (Edmonton: Alberta Economic Development, February 1980), p. 31 (Mimeographed).
- ⁵Morton W. Warner Health Care Associates Ltd., Health Needs in Northern Alberta (Edmonton: N.A.D.C., April 1980), p. 72.
- ⁶Alberta Alcohol and Drug Abuse Commission, Northern Development, Annual Report, 1978-1979, p. 6.
- ⁷Co-West Associates, p. 133.
- ⁸Statement by Eric McCorkell, professor, Grant McEvan Community College, personal interview, Edmonton, February 14, 1983.
- ⁹Co-West Associates, p. 262.
- ¹⁰Desmond E. Berghofer and A.S. Vladicka, Access to Opportunity 1905-80 (Edmonton: Alberta Advanced Education and Manpower, 1980).
- ¹¹Duncan D. Campbell, Those Tumultuous Years: The Goals of the President of the University of Alberta During the Decades of the 1960's (Edmonton: The University of Alberta, 1977).
- ¹²L.J. Hughes, The First Athabasca University (Edmonton: Athabasca University, 1980).
- ¹³John C. Long, An Historical Study of the Establishment of College Systems in Ontario and Alberta in the 1960's Research Studies in Post-Secondary Education, No. 20 (Edmonton: Alberta Colleges Commission, 1972).

- 14 Robert M. Stamp, "Government and Education in Post-War Canada," in Canadian Education: A History, eds. J.D. Wilson, R.M. Stamp, and Louis-Philippe Audet (Scarborough, Ontario: Prentice-Hall, 1970), pp. 444-470.
- 15 Berghofer/Vladicka, p. 23.
- 16 Economic Council of Canada, Sixth Annual Review: Perspective 1975 (Ottawa: The Queen's Printer, 1969), p. 128.
- 17 D. Seastone, Economic and Demographic Futures in Education: Alberta 1970-2005 (Edmonton: Human Resources Research Council, 1971), pp. 3-4.
- 18 L.J. Hughes, The First Athabasca University (Edmonton: Athabasca University, 1980).
- 19 John Long, "The Transferability Issue in Alberta" (Unpublished Ph.D. dissertation, University of Alberta, 1979), p. 32.
- 20 An Act Respecting the Establishment and Operation of Mount Royal Junior College (Edmonton: The Queen's Printer, 1966).
- 21 Enrolment Red Deer J.C. 1964, 113 students; Medicine Hat J.C. 1965, 97 students; Grand Prairie J.C. 1966, 77 students. Additional information regarding these colleges can be found in The Alberta College System: First Annual Report of the Alberta Colleges Commission (Edmonton: The Alberta Colleges Commission, 1971), pp. 11-13, 47-48.
- 22 The School Act, 22 Geo. V, 1931.
- 23 An Act to Provide for the Establishment of Public Junior Colleges. (Edmonton: The Queen's Printer, 1958).
- 24 The University of Alberta Calendar, Forty-third Session, 1950-51 (Edmonton: The University of Alberta, 1950), pp. 374-375.
- 25 An Act to Provide for the Establishment of Public Junior Colleges, op. cit., section 3.
- 26 Act, section 5.
- 27 H.N. Anderson, "The Junior College in Alberta" in The Junior College, The Lecture Series of the Banff Regional Conference of School Administrators, 8th Annual Conference, J.E. Seger and G.L. Mowat, Program Directors (Edmonton: Department of Educational Administration, University of Alberta, 1966), p. 28.
- 28 Berghofer/Vladicka, p. 24.

- ²⁹An Act Respecting a Provincial College System (Edmonton: The Queen's Printer, 1969).
- ³⁰University affiliation was still provided for but no longer mandatory.
- ³¹College boards did no longer have access to property taxes as a source of revenue.
- ³²The act included the provision of "courses of general academic, vocational cultural, or practical nature" and "short programs to meet the needs of special interest groups."
- ³³Responsibility for coordinating post-secondary education was shared by the Universities Commission which had been established in 1966 and the Colleges Commission. These commissions were intended as "buffer" agencies between the government and the institutions.
- ³⁴Technical institutes and agricultural colleges remained, for some time, under the direct control of the government.
- ³⁵Post Secondary Education until 1972--An Alberta Policy Statement--Honourable Robert Clark, January 1970. Unpublished manuscript released by the Office of the Minister of Education. Reproduced by permission of Robert Clark. See Appendix A.
- ³⁶See T. C. Byrne, Report of the Red Deer College Inquiry. Government of Alberta 1972 and R. G. Fast, Red Deer College, The Critical Years: Report of the Administration of the Red Deer College, 1974.
- ³⁷Bernard S. Sheehan, A Financial Plan for Alberta Colleges and Universities (Calgary: Financial Plan Project for Colleges and Universities, 1977), pp. 37-38.
- ³⁸Statement on public colleges enrollment were taken from the Annual Reports of the Alberta Colleges Commission.
- ³⁹See Alberta Department of Advanced Education and Manpower, Establishment Plan for Lakeland College, April 1975.
- ⁴⁰Agricultural colleges and technical institutes were provincially-owned and administered directly by the government. Both the Social Credit and Progressive Conservative governments showed considerable reluctance to appoint boards of governors for these provincially-owned colleges.
- ⁴¹Berghofer/Vladicka, p. 26.
- ⁴²Federal grants to the University increased from fifty cents per capita in 1951 to an average of five dollars per capita in 1966 when a new federal-provincial fiscal agreement replaced direct federal grants to universities.

- ⁴³ See Edmonton Journal--editorials and letters to the editor--through-out early sixties.
- ⁴⁴ An Act Respecting Provincial Universities (Edmonton: The Queen's Printer, 1966).
- ⁴⁵ University Commissions, based on the British model, were intended to operate as "buffer" agencies between the government and the institutions. In the United States direct government coordination is more common.
- ⁴⁶ See Post Secondary Education until 1972. Appendix A.
- ⁴⁷ Hughes, p. 11.
- ⁴⁸ During the 1965-66 academic year, the operating expenditures of the University of Alberta at its Edmonton and Calgary campuses, stood at \$28.5 million. A year later the expenditures had grown to \$64.5 million; and in 1969-70 stood at a staggering \$82.5 million. In addition, during the sixties, Alberta spent \$208 million in capital expenditures on its universities.
- ⁴⁹ A White Paper on Human Resources Development by Ernest C. Manning, Premier of Alberta, was tabled in 1967. In it the government committed itself to support the expansion, decentralization, and diversification of all types of post-secondary and continuing education, and to develop the necessary coordinating services in order to achieve these goals with maximum effectiveness.
- ⁵⁰ The Department of Agriculture was responsible for and administered the Agricultural and Vocational Colleges in Alberta.
- ⁵¹ Commission on Educational Planning, A Choice of Futures (Edmonton: Queen's Printer, 1972).
- ⁵² The election took place on August 30, 1971. When Peter Lougheed formed his first Government, he created the Department of Advanced Education and appointed Mr. James Foster, a Red Deer lawyer, Minister.
- ⁵³ Mr. Foster described the general purpose of the Department "pull together the sometimes divergent activities of advanced education in this province" by coordinating "the activities of the Universities Commission and the universities, the Colleges Commission and the colleges, vocational and technical training, continuing education and student finance." Alberta Legislative Assembly. Alberta Hansard, 1972, No. 17, p. 1.
- ⁵⁴ The Advanced Education Council was composed of representatives of the Universities Commission, the Colleges Commission, and the Department of Advanced Education. Matters of common concern

included transferability, student assistance, enrollment trends, and the future role of the two Commissions.

- ⁵⁵ As stated by Walter H. Worth, Deputy Minister of Advanced Education, in Alberta Advanced Education Annual Report, 1973-74, p. 4.
- ⁵⁶ In a 1974 policy statement, the government had explicitly assigned responsibility for the preparation of health manpower to Advanced Education. In November 1977, the government issued a policy statement on nursing education which once again assigned full responsibility for nursing education to Advanced Education and Manpower. Planning for the integration of hospital nursing schools is continuing.
- ⁵⁷ The withdrawal of the draft Adult Education Act in 1975 illustrates the Department's sensitivity towards public opinion.
- ⁵⁸ Further Education Councils are unique in Canada. They were encouraged as a means of coordinating services at the local level by providing for a higher level of support. They were approved by the Social Credit Government, supported by the Worth Report, and expanded by the Department of Advanced Education and Manpower.
- ⁵⁹ According to a statement by Stan G. Gouch, President, Northern Alberta Institute of Technology, in his annual report to the Department of Advanced Education and Manpower for 1980-81. Legislative discussion on the issue is recorded in Alberta Hansard, 1980, Vol. 1, No. 28.
- ⁶⁰ Lakeland College has satellite campuses in St. Paul, Wainwright and Lloydminster; Mount Royal College at the Blackfoot Reserve in Gleichen; Medicine Hat College in Brooks. The High Level area is serviced by AVC Grouard and Peace River by a consortium consisting of Fairview and Grande Prairie Regional Colleges, Athabasca University and AVC Grouard.
- ⁶¹ Agricultural Technology courses were available in Crop Production Technology, Livestock Production Technology, and General Agricultural Technology.
- ⁶² As an example of this agreement, joint planning involving staff of both Colleges occurred in 1981 on the development of an electrical apprenticeship program facility. Fairview will be providing the training in Grande Prairie College facilities in the City of Grande Prairie where the primary needs were estimated to be.
- ⁶³ Pre-employment training is not equivalent to apprenticeship training--a mandate given to Fairview College.
- ⁶⁴ The possibility of completing a university degree at the College was under active consideration at the time of writing.

- 65 Keyano College Mission Statement, 1979 04 26.
- 66 Keyano, p. 11.
- 67 Letter from C. N. Lund, Senior Vice-President Operations, to Mr. C. E. Short, Coordinator, Program and Instructional Development, Keyano College, dated February 15, 1979.
- 68 Correspondence, Evelyn Moore-Byman, Professor
Academic Coordinator Native Students
November 5, 1980--Services to Mr. T. R. Walter,
Acting Director Academics, and
December 3, 1980--Technology, Keyano College
March 6, 1981--Peter J. Krueger, Vice-President Academic
to D. A. Schmidt, President, Keyano College.
- 69 Correspondence, W. A. D. Burns, Office of the Registrar
University of Alberta to Mrs. G. Gregg, Registrar
January 15, 1981--Keyano College.
January 16, 1981--Doris Schuller, Office of the Registrar
University of Alberta, to Mrs. G. Gregg, Registrar
Keyano College.
February 9, 1981--E. Reinhold, Associate Dean to T. A. Walter,
Acting Director.
February 17, 1981--Dr. A. E. Zehner, Associate Vice-President
Academic University of Alberta, to Dr. D. Wood.
February 18, 1981--W. A. D. Burns, to G. Gregg.
February 24, 1981--Jean B. Forest, Chancellor, University of
Alberta, to D. Schmidt, President, Keyano
College.
March 11, 1981--D. A. Schmidt to J. B. Forest.
March 18, 1981--Doris Schuller to G. Gregg.
- 70 At the time of writing, Lakeland College involvement in the study area has not been significant. Construction of the Esso Resources plant at Cold Lake (if the project actually proceeds), however, may increase demands made on the College.
- 71 The University and Service to the Public.
Second Report of the Senate Task Force on the Future of the Extension Function of the University of Alberta, February 19, 1976. (Edmonton: Senate, The University of Alberta), p. 25.
- 72 A Departmental Project Committee consisting of J. E. Seger, D. Friesen and F. Peters, received approval from the Department of Advanced Education and Manpower on October 16, 1979, for a planning proposal to assess the need for off-campus graduate programs in Educational Administration and to develop procedures for providing

such programs if the need exists. In its report the Committee stated:

The proposal was based on the implicit assumption that the Department of Educational Administration at the University of Alberta serves both the Province of Alberta and the citizens of the province. Service to the province is provided by delivering high quality educational programs; service to the citizens of the province is provided by making those high quality programs functionally available to Albertans. It is assumed that the current M.Ed. in Educational Administration represents a high quality program that serves the needs of educators in our province. However, it has been pointed out to members of the department, that, while the program is provided in Alberta, some conditions exist which may not make the program functionally available on any equitable basis to all Albertans.

The problem as perceived by the Departmental Project Committee was stated:

Viewing the Alberta scene as a whole it may be possible to establish that limited or inequitable access exists in certain areas of professional preparation programs in educational administration.

In particular, individuals occupying administrative positions in school systems of Alberta may not have equal opportunity to pursue graduate education. This inequity may be due to the difficulty of obtaining study leave, difficulties related to geographic location of the place of work, or the uncertainties related to leaving an administrative position in school systems.

Regardless of what the reasons are, the probability of educational administrators from places somewhat removed from Edmonton pursuing a graduate program is less than it could be.

Between October 16, 1979, and April 30, 1980, the Project Committee examined the problem and developed an alternative response for dealing effectively with the inequities. A review of similar programs at other Canadian universities was conducted. Meetings with University and Department of Advanced Education and Manpower Officials were held. In cooperation with Grand Prairie Regional and Keyano College, on-site meetings with college administrators, school officials and concerned administrators took place and approval in principle was obtained. On April 30, 1980, the Final Report was submitted to the Department of Advanced Education and Manpower which approved a five year project in Grande Prairie.

- 73 Leroy Sloan , Morning Star Unpublished Document giving a general criteria of program goals, content, etc. Obtained from the Dean's Office, Faculty of Education, University of Alberta.
- 74 Edith J. Read, Education Programs for Disadvantaged Adults: A Case Study Project Morning Star Unpublished article provided by the author.

Edith J. Reid, Morning Star Cycle Three Evaluator concluded:

Project Morning Star was designed to help meet the needs of Native people in our society. As with all good education programs for disadvantaged adults, the students were of utmost importance in the design and delivery of the program. After considering the characteristics of the Native students, a multidimensional approach to program planning was put into place. By doing this, many of the barriers to education were removed. The program was then put into operation and the students were able to receive a post-secondary education that met the requirements of the University. In addition, many of the special needs of Native students were addressed. Project Morning Star must be considered a success when judged by the standards necessary for providing good educational programs for disadvantaged adults.

- 75 Athabasca University, 1981-82 Calendar, pp. 3 and 4.

Introduction to Athabasca University 1981-82 Calendar

Athabasca University, Alberta's fourth and newest university, offers undergraduate university programs and courses at a distance to adults who are unable or unwilling to attend a conventional university. Our goal is to make university education available to any adult who wants it.

By combining an open admissions policy and the methods of distance education we open up opportunities to adults seeking university education. Our only admission requirement is that students be eighteen years of age or older. Our students can study wherever they are and work at their own pace.

Our students do most of their learning at home, using packaged study materials produced especially for adults learning at a distance. Courses are backed up by experienced tutors who talk with each student at regular intervals, usually over the telephone, in order to discuss the student's progress through the course and provide assistance.

In the 1981/82 session, Athabasca University will offer some seventy courses at both junior and senior levels. Most of the courses are three-credit or half-year; the remainder are six-credit

or full-year. Courses range from general interest to career-specific and represent six main fields of study. There are administration courses such as accounting and commercial law; applied courses such as interpersonal communications and nursing research; humanities courses such as English, French and history; science courses such as geology, chemistry, and computer science; social science courses such as geography, psychology, political science, and anthropology; and inter-disciplinary courses that combine subjects and perspectives from two or more traditional disciplines. Above all, the course offerings serve a range of educational goals that can be pursued through the University's flexible programs.

These are the goals a student can reach through Athabasca University: Obtain a degree--we have programs that lead to Bachelor of Arts, Bachelor of General Studies, or Bachelor of Administration degrees. Transfer courses to other universities--students can use courses from Athabasca University to fulfill requirements for a degree at another Canadian university, thereby reducing the amount of time spent at the other university.

Pursue individual intellectual interest--students can register in Athabasca University courses without working towards a degree or credential, taking the courses they want solely for the sake of interest.

In addition to its courses and programs, the University offers a number of information and advisory services to help students clarify their career and educational goals and to help them determine and organize programs and courses appropriate to those goals.

⁷⁶ As mentioned by Professor Evelyn Moore-Eyman, Academic Coordinator, Native Students Services, University of Calgary, in a background paper on outreach operation given to the author on April 4, 1983.

⁷⁷ Outreach university courses had been arranged through the Native Students Services on five sites. In cooperation with the Education Committee of the Stoney Tribal Administration, courses in "education" have been offered at Morely since 1973. In association with Old Sun College at the Blackfoot Reserve, seven courses had been offered in Gleichen between 1974 and 1979. At Hobbema, university courses had been offered since 1975. The two outreach sites in the study area were Grouard and Fort Chipewyan. In Grouard, summer courses were offered for five years but had to be discontinued in 1980 because the student group simply was not large enough for the University to continue offering courses. The Fort Chipewyan Outreach Project was requested by the Athabasca Tribal Council in July of 1980 and initiated in September of that year. The proposal of the Council provided that in the first year a core program should be offered providing a variety of courses, as in the Faculty of General Studies of the University of Calgary. From this basic first year, students could "route themselves into one of several careers." It was intended that courses from the University

of Calgary and Athabasca University would be included in the program.

⁷⁸See Guidelines for Educational Consortia, Alberta Advanced Education and Manpower. No date of publication given.

⁷⁹The Department of Advanced Education Act passed in 1972 (Chapter 28, Seventeenth Legislature, First Session).

The Department of Advanced Education Amendment Act, 1973 (Chapter 21, Seventeenth Legislature, Second Session).

The Universities Amendment Act, 1973 (Chapter 58, Seventeenth Legislature, Second Session).

The Colleges Amendment Act, 1973 (Chapter 16, Seventeenth Legislature, Second Session).

⁸⁰Long, 1979, p. 236.

⁸¹The Administrative Services Section fulfilled legislative and fiscal functions.

⁸²Long, p. 285.

⁸³Long, p. 291.

CHAPTER 3

SASKATCHEWAN

Northern Saskatchewan evokes the image of a land of timber, rock, water and wildlife; a land of spectacular beauty and rich deposits of copper-zinc and uranium; a land which differs greatly from the southern grain belt. However, it also evokes an image of an underdeveloped area, of communities left behind, of an area defined primarily through contrast and comparison with the South. It evokes an image of inequity with and dependence upon the South for services and amenities believed essential to the quality of life. Given the historical, economic and political conditions in the province, this image of the North in a southern context is not surprising.

In considering the efforts during the seventies to provide higher education services to people living in Northern Saskatchewan, particular significance was attached to four legislative changes introduced by the New Democratic Government of the Province. These were chosen to illustrate overall trends in government policy and to indicate their impact on higher education in the North. The description of the Northern Teacher Education Program attempts to provide an adequate perspective of this significant university program and a sense of the general concern for the education of Native people by politicians and academics alike which made NORTEP possible.

THE SETTING

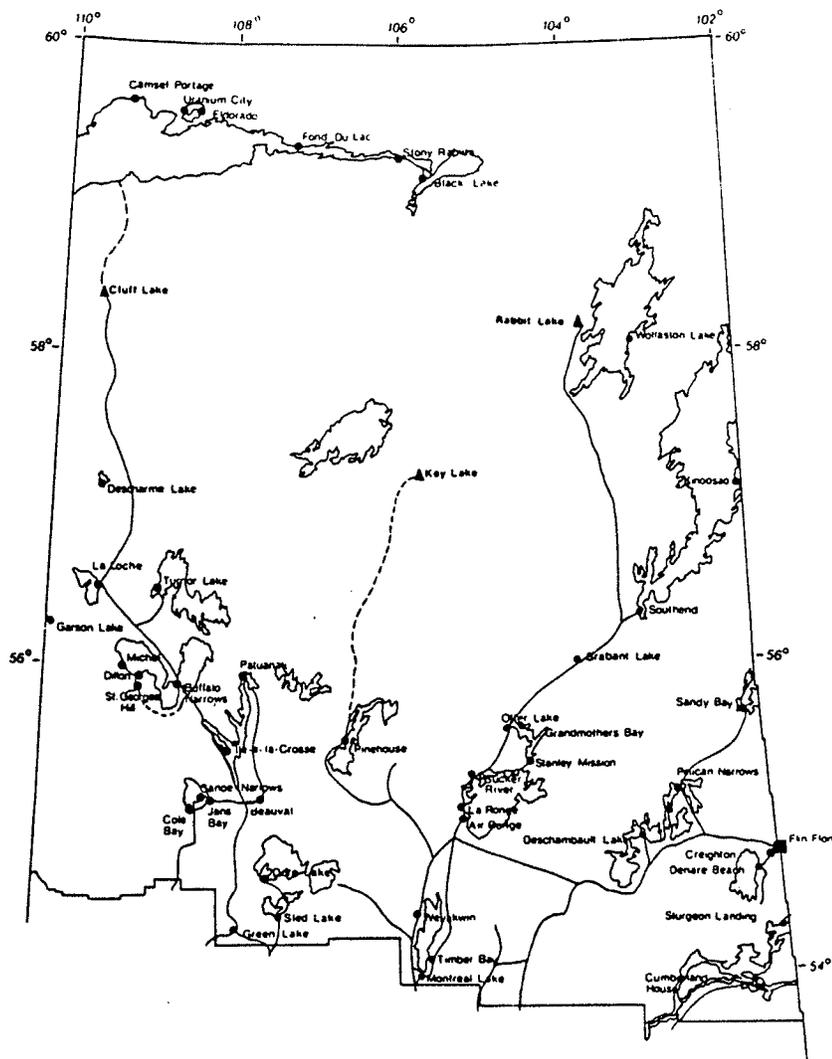
Location and Physical Characteristics

Northern Saskatchewan is defined as the Northern Administration District (NAD) of the Province, basically Census Division 18. The region is shown on Map 5. It consists of slightly less than half of the land mass of Saskatchewan and lies north of the grain belt stretching from the fifty-fourth parallel to the sixtieth parallel. The area is underlain by Precambrian-rock formations and the topography is typical of the Canadian Shield. It is physically characterized by innumerable lakes and rivers, wide areas of muskeg and swamp, extensive forest growth and intermittent outcroppings of rock. It is potentially rich in uranium deposits. With the exception of wild rice harvesting and some horticulture, the area is not utilized for agricultural purposes.

Population and Distribution

The total population residing in the study area in 1981 was 29,800. Most of these people lived in the forty-four communities scattered along the waterways of Northern Saskatchewan. Population density was very low compared to the rest of Saskatchewan and distances between communities large. Approximately thirty-four percent of the population were Status Indians, thirty-nine percent were considered non-Status Indians or Metis, and twenty-seven percent were non-Indian. The non-Indian population was concentrated in three centres: La Ronge, Creighton, and Uranium City. These three centres accounted for about one-quarter of the total population in the NAD and acted as service centres to the major mining industries in the region. The Native population resided mainly in the smaller settlements.¹

MAP 5 NORTHERN SASKATCHEWAN
 NORTHERN ADMINISTRATION DISTRICT (NAD)



SOURCE: Department of Northern Saskatchewan

Socio-Economic Conditions

The NAD could be described as consisting of two distinct entities with sharp differences between them. The three incorporated centres, La Ronge, Uranium City and Creighton, had a predominantly white population which enjoyed services and amenities nearly comparable to those in the urban south. Adequate housing with running hot and cold water, main line sewage and electricity, reasonable recreation facilities, acceptable health and medical services, and access to southern points by all-weather roads and/or air transportation were available. La Ronge and Creighton were accessible by the Saskatchewan highway system and air service; Uranium City by daily air service. To residents in these three urban centres, housing and service facilities were available, affordable and of comparable quality to those in Southern Saskatchewan.²

The smaller settlements with a predominantly Native population, viewed as a group, were described in a 1973 DREE Study as among the most economically depressed communities in Canada at that time.³ Since 1973, many important changes have occurred, but the structure of the economy and the employment base remained basically unaltered. An evaluation report prepared for the federal and provincial governments in 1982 by DPA Consulting Limited, Canada/Saskatchewan Northlands Agreement Evaluation: Main Report, provides a vivid picture of the socio-economic conditions in the smaller settlements in 1982.

The small and scattered population had relatively low incomes and very limited sources of income. Little diversification of the economy had occurred. Commercial fishing and trapping were two important sources of income for many residents. However, that resource

base was too limited to support the growing population. Growth in government and the mining sector provided employment for some people. However, limited local employment opportunities kept unemployment figures and dependence on welfare high. Major improvements in the quality of housing, public service facilities, access to government services and programs, and general health conditions were reported. The report, however, also emphasized that a relatively high incidence of alcohol related problems remained.⁴ The report indicated that the vast expenditures by both governments had made a significant contribution to the NAD economy since 1974, however, the report continued:

No fundamental changes have occurred in the structure of the NAD economy over the past eight years, and many northern communities still have a very limited economic and employment base.

Most of the Agreement's expenditures have been on capital works projects. Once completed, these projects provide little in the way of direct employment and income, with the exception of some maintenance jobs.

A significant portion of the continuing jobs are dependent on continued senior government spending. This is particularly true of jobs in the social development area.⁵

NAD officials argued that before economic development could occur in the NAD, the basic infrastructure, transportation systems, and government services had to be brought closer to southern standards and management and labour skills as well as leadership capabilities of residents had to be enhanced. Evidence suggested that communities had been created where only settlements existed a decade ago. Other elements that make a community self-sustaining were still missing, including an economic base to provide permanent jobs for local residents and a tax base to operate and maintain the new facilities.⁶

Various reports revealed a general and dominant concern by government officials and community groups about the level of educational attainment of permanent residents and the high rate of school drop-outs in the NAD. Statistics Canada reports that in 1976, 54.5 percent of the population in the NAD who were fifteen years or older had less than a grade 9 education. A report by the Northern School Board estimated that in the same year more than 75 percent of the young people in the NAD (15 to 22 years old) were recent school drop-outs. They were perceived to have little training in traditional northern skills and no training to help them towards an industrial or commercial wage or business employment, even if these had been available.⁷ It is significant to remember that the NAD included the incorporated communities of La Ronge, Creighton and Uranium City which were assumed to have had a population with a much higher level of academic education and high school completion.

THE STRATEGIC ENVIRONMENT AND HISTORICAL DEVELOPMENT

Higher education in Northern Saskatchewan was influenced by four significant legislative changes introduced by the New Democratic Government of Saskatchewan which was in power throughout the seventies. The Department of Continuing Education was established in 1972 and, for a brief period, became responsible for the administration of all higher education services throughout the province. The development of community colleges began in 1973 and legislative changes concerning university governance occurred in 1974. The creation of the Department of Northern Saskatchewan (DNS) as a single-agency regional government department which eventually assumed responsibilities for all northern

programs from other provincial departments was perceived to be the most significant influence.

The organization and style of this section were influenced by two factors. First, the emphasis given to each legislative change reflects the significance attributed to each in making the development of university programs in Northern Saskatchewan possible. Second, the social relationships between key people responsible for that development were perceived to be relatively informal. Much of the information contained in this chapter was obtained through personal interviews.

Saskatchewan Continuing Education

The Department of Continuing Education Act was passed during the spring 1972 session of the Saskatchewan Legislature and proclaimed on July 1, 1972. Section 4 of the Act set out the mandate of the department:

All that part of the administration of the Government of Saskatchewan that relates to The University of Saskatchewan and to education and that is not by law assigned to any other department or agency of the Government of Saskatchewan shall be under the control of the department and the department may make such arrangements as are deemed necessary for the education of nurses and for the education and training of ancillary nursing personnel.

In general, the department became responsible for all post-secondary education, its development, operation, and rationalization. The Program Development (Applied Arts and Sciences) Branch and the Students Assistance Section of the Department of Education were transferred to the new Department which was organized around three major branches. The Colleges Branch, the Research and Evaluation Branch, and the Administrative Services Branch became the core of the organization. The Colleges Branch became the major operations branch

with sub-divisions for community college and adult education development and for the complex of vocational-technical programs which included those co-sponsored by the Federal Government under the Adult Occupational Training Act.

Although responsibilities for education and training in the NAD were transferred to the Department of Northern Saskatchewan in April 1973 and for university services to the Saskatchewan Universities Commission in July 1974, the Department of Continuing Education expanded considerably. By 1981, functions had been realigned, branches had become divisions, new divisions and branches had been created and a massive bureaucratic structure had emerged.

Guided by government policy, the Department of Continuing Education generally tried to initiate changes in cooperation with the institutions and kept the development of coordination mechanisms at a tolerable minimum.⁸ Its main purpose in coordinating the non-university post-secondary educational system had been to decentralize and expand the services offered by the system, so that more residents of Saskatchewan should have access to a wider range of educational opportunities.

It was a major concern of the Department to develop new programs and services to meet the needs of groups whose access to higher education had generally been restricted by a variety of factors. Adult basic education programs, outreach-off-campus-programming by institutions, new methods of course delivery and a rational base for program planning and design had been developed and expanded to complement the conventional programs offered by the province's institutions. The Department expanded its services in response to new or increased

demands in various fields of higher education. In addition, support programs and student finance had been improved and supplemented to reduce economic, social and other barriers to educational opportunity. By 1981, these efforts had resulted in a broader range of post-secondary services available to a larger proportion of the province's population than ever before. The impact of the Department on the NAD, however, appeared to be negligible.

The College System

The government and its social planners embraced the concept of community colleges and on May 1, 1973 Community College Boards were appointed by Order in Council. The province had been divided into Community College Regions, in each of which a Community College Board consisting of seven members was appointed. The Community Colleges Act of 1973 outlined the responsibilities of college boards basically as determining policy, setting priorities and administering college affairs.

Few permanent staff members were hired in each college in order to maintain flexibility in meeting the needs of individuals and communities in the region. The permanent staff usually consisted of a principal, a secretary-treasurer, an information officer and, perhaps, some regional coordinators. Community college staff did not usually offer courses, but acted as 'brokers' and arranged with universities, technical institutes, and qualified individuals to offer required courses and programs. The staff relied heavily on volunteers at the community level. By 1980, more than six hundred local committees

composed of volunteers identified local program needs and assumed other responsibilities as approved by their respective college boards.

The development of campus models was rejected on philosophical grounds because they had a centralizing tendency which was contrary to the government's intent of decentralizing learning opportunities. It was also a less costly approach than, for example, that used in Alberta. Community colleges operated out of relatively small regional offices and utilized existing community facilities and resources throughout their regions.

Community college enrollments in the thirteen southern colleges increased from 15,582 in 1973-74 to 94,929 in 1981 and government grants to these community colleges from \$.73 million in 1973-74 to \$6.01 million in 1981-82. Enrollment figures indicated that slightly more than one-half of college registrations came from rural areas. Enrollment in events related to home skills proved very popular followed by fine and applied arts and crafts, health and physical development, personal development, employment training, family-community affairs, adult secondary education, agriculture, adult basic education, institute certificate courses, and university credit. On the basis of participant hours, however, adult basic education ranked highest, followed by employment training and institute certificate courses.⁹

Community Colleges in NAD. Community colleges in the NAD operated on the same principles and under the legislation of the Community Colleges Act, but under the jurisdiction of the Department of Northern Saskatchewan. Responsibility for service in northern communities located within the Meadow Lake Special Area was transferred from the

Department of Continuing Education to the Department of Northern Saskatchewan (DNS) in July 1973, the Training Opportunity Program in January 1974 and La Ronge Community College in April 1974. To provide an effective delivery system for adult education courses for northern residents, the DNS established the Colleges Branch in April 1973. Three administrative areas were created with Program Supervisors located at Uranium City, La Ronge and Buffalo Narrows.

In 1974, the Colleges Branch was reorganized into two divisions, the Continuing Education Division and the Industrial Training Division. The Continuing Education Division became responsible for providing courses for adults in their home communities in three general categories: basic adult education, skill education and special interest courses.¹⁰

The Industrial Training Division operated the Training Opportunity Program;¹¹ Placement Services, staffed by six counsellors in field positions; the Northern Careers Plan, which provided financial assistance to enable northerners to attend post-secondary professional and technical training institutions; and On the Job Training, which was jointly financed with Canada Manpower.¹² The Division cooperated with the Economic Development Branch of DNS in assisting residents to explore economic opportunities in such areas as fisheries and wildlife, forest products, service industries, tourism, handicrafts and other resource industries. The emphasis was on aiding and encouraging northern people in gaining a greater control of their own destinies through economic advancement. As the Canada/Saskatchewan Northlands Agreement Evaluation Report, December 1982, pointed out, very few of these enterprises survived the economic depression of the early eighties.

By 1976, the Colleges Branch had disappeared. The Continuing Education Division was reorganized as the Northern Continuing Education Branch and the Industrial Training Division was absorbed by the Economic Development Branch. The Northern Continuing Education Branch had to face several potentially problematic situations. The creation of the Saskatchewan Indian Community College, which had taken over responsibility for the delivery of all adult education programs to Treaty Indians, reduced actual and potential enrollment for programs offered by the Branch. Adult education for approximately one-third of the population in DNS had been effectively removed from the supervision and administration of the Branch.

At the same time, officials realized that adult educational needs of Northern Saskatchewan outstripped the resources available through the Branch to meet them. Where once the objective had been to bring as much education as possible to the communities, priorities on the utilization of resources had to be established. The Branch opted for training for employment as its major focus.

Since the DNS had assumed responsibility for adult education in Northern Saskatchewan in 1973, the number of courses offered and the number of northern people taking advantage of these opportunities had increased dramatically. The type of courses offered changed over the years as DNS emphasis and community perception of needs changed. Participation increased from an enrollment of 1,174 in 1973-74 to 1,922 in 1979-80 and dropped to 1,040 in 1981-82. The number of students' training days increased accordingly to 77,254.79 in 1979-80 and dropped to 53,244 in 1981-82.¹³

Considering the socio-economic conditions in Northern Saskatchewan and the government's commitment to social demand programs, it was not surprising that Community Colleges in the NAD did not frequently have to arrange for the delivery of university credit courses. With one important exception, the involvement of both provincial universities in course delivery to northern residents, therefore, was limited. That one exception was the Northern Teacher Education Program (NORTEP)--the most successful and significant higher education endeavor in Northern Saskatchewan in decades.

Universities

The Saskatchewan government made legislative changes which altered the university system and created the Saskatchewan Universities Commission in 1974. Prior to that date, university education in Saskatchewan was offered by the University of Saskatchewan with campuses at Saskatoon and Regina and a central administration at Saskatoon. The Universities Commission absorbed the coordinating functions of the former central administration, became responsible for funding and coordinating the provincial university sector of higher education and for advising government regarding appropriate levels of operating and capital support for universities.

The New Democratic Government of Saskatchewan had opted for a commission as the coordinating agency for universities' development one year after the dissolution of this arrangement in Alberta by the Progressive Conservative Government of Premier Lougheed. At a time when Alberta had moved toward a unified and system-wide coordination of all post-secondary education under direct government control, Saskatchewan

opted for 'buffers' between government and universities, reflecting at the administrative level the principle of academic freedom of inquiry and recognizing the need to keep universities at arm's length from government.

However, rapidly increasing costs and constrained resources, or what the Universities Commission labelled "changing circumstances," led to the proclamation of two principles of public policy in 1979. First, all qualified Saskatchewan students should have access to adequate opportunities for a university education, but not necessarily in the program or location of first choice. Second, the universities should provide those opportunities in a way which optimizes the use of resources of all kinds, but without taking measures of rationalization to the point at which program opportunities are unreasonably restricted. The Universities Commission also announced that it may be required in the future to take a more active role in planning and coordinating than in its initial years.

Even under changing circumstances, the Government of Saskatchewan retained the Saskatchewan Universities Commission as the coordinating agency for universities' development and as a buffer between it and the universities.

The Role of Government: The Department of Northern Saskatchewan

The Department of Northern Saskatchewan was created by proclamation of the Saskatchewan Legislature on May 1, 1972 as a single-agency regional government department to facilitate development and administration of northern programs designed specifically to meet northern requirements. The Department assumed responsibilities for northern

programs from other provincial departments, including Education and Continuing Education. Because it had a significant impact on post-secondary education in the NAD, a brief historical sketch of the Department of Northern Saskatchewan (DNS) has been included in the study.

Prior to the creation of DNS in 1972, programs for the NAD were the responsibility of various departments located in the south and serving the entire population of Saskatchewan. Since the bulk of the population lived in Southern Saskatchewan and social and economic conditions there differed greatly from those in the northern part of the province, programs for the north may not have received the special attention required to reduce the inequity in socio-economic conditions between north and south. Northern residents also felt that their needs were not understood in the South. This perception was confirmed by several government studies in the late fifties and early sixties and the establishment of a single agency designed to provide a northern approach to northern affairs was suggested at that time. It was recommended that:

The general objective of such an agency should be to accelerate political, economic and social development in the north in order to bring the services and standards to a level comparable though not necessarily identical with those of the south.¹⁴

The 1971 NDP provincial election platform contained a proposed northern program and great changes were promised for Northern Saskatchewan. The key people responsible for the inclusion of the proposed program in the platform were three northerners from the La Ronge NDP, and the NDP provincial strategy team. With the overwhelming NDP victory in the election, the Department of Northern

Saskatchewan came into being and Ted Bowerman became its first minister. The Department was conceived as a great social experiment and the key to the promised land for Northerners. Premier A. E. Blakeney wrote on December 12, 1972:

We look to the new department to provide a new focus for building government services in the North, with the involvement of the people living in northern communities. This means involvement not only in an advisory capacity-- but also in a developing capacity of self-government and local decision-making. It will require readiness to abandon the safe, standardized approaches to the delivery of government services. And it will take an equal dedication on the part of the people living in northern communities to develop their interest in self-government and their skills in decision-making.¹⁵

The minister of Northern Saskatchewan, G. R. Bowerman, wrote on December 13, 1972:

The present physical, social and economic standards of northern Saskatchewan are below the acceptable minimum standards of the rest of Saskatchewan. Northern Saskatchewan is geologically and geophysically a different land form and thus results in different social and different economic problems, different life styles and different community structures. But I am not convinced that these differences necessitate a less viable socio-economic structure although at present that is the case. Because of these...you have the commitment of this government to change the traditional patterns of the ways the government will respond...¹⁶

The new Department (DNS) was surrounded by controversy from the beginning. Not only was its creation attacked by the opposition parties, but also within the NDP different visions of its proposed development had emerged. A NDP provincial council member for Athabasca described a Provincial NDP Council meeting in the following manner:

...a political hack from Regina blithely announced to me that they had DNS all set up. He produced a flow chart that had been drawn up by himself and a couple of other people outlining the organization of D.N.S. They had done this over one weekend. It seemed that a rather sad, but obscene, joke was being played on us. Here, we were

fighting to bring some real change with a new concept, and people next to the Minister had no understanding of the problem, but were going ahead with the solution. It was mind-boggling... The fact became clear that Bowerman's vision of DNS was certainly different from ours. His place was that of the single agency, which had been suggested many, many times in the past. DNS would become the umbrella agency taking under its cover most of the departments functioning in the Northern Administration Area. Bureaucrats would develop and control its structure as it grew.¹⁷

The major issue of contention was the fear that bureaucrats with their structured 'flow chart mentality' would be allowed to control the Department. Several Northern NDP members felt that people had to get directly involved in the process of DNS development. Their observations of the existing southern bureaucracy were neither reassuring nor promising to change the traditional patterns of government response. As one member put it:

In seeking to build forces against an entrenched bureaucracy, we came up with some possible approaches but were met with cries of seeking to create a state within a state or that southern people would not stand for such a change.

Needless to say, we did not get a chance to have any input into the formation of DNS. On a political basis, the La Ronge NDP organization asked to meet with Bowerman numerous times, with no success.¹⁸

The ideological battle for controlling the course of the DNS extended over some time. At one point, a Provincial NDP Council member asked for the resignation of Bowerman as Minister.¹⁹ The resolution was defeated. The issue reached a climax with the appointment of W. J. Churchman as Deputy Minister. Churchman was a professional administrator who had served as Deputy Minister of the Department of Natural Resources in the CCF government and with Indian Affairs in Ottawa. Respondents described him as an experienced and efficient bureaucrat with considerable expertise in systems management, as an aloof

individual who believed in administration by regulations. His appointment as Deputy Minister, apparently against the wishes of the Minister, settled the issue of control over the course of the Department of Northern Saskatchewan in favor of the bureaucracy.²⁰

Over time, various responsibilities for northern programs were transferred to DNS from other provincial departments, the appropriate sections from the Department of Natural Resources in May 1972, from Mineral Resources in June 1972, from Education and from Social Services in September 1972, from Cooperatives in February 1973, from Public Health, Agriculture and Government Services in April 1973, and from Continuing Education emerged the Colleges Branch which became operational in April 1973. The Department operated from offices in La Ronge.

Glenn Lindgren, prominent NDP member, long-time resident, teacher and principal of the La Ronge School, was appointed Director of Education in the DNS. Marcel L'Heureux became Director of Social Services and B. R. Hill Director of Policy and Planning. These three individuals had been repeatedly mentioned as having made unique contributions to the development of DNS. Glenn Lindgren had been actively involved in the original proposals for a 'northern policy' and supported the single agency concept. His contributions to the improvement of educational services in Northern Saskatchewan had been described as outstanding. Marcel L'Heureux served as Deputy Minister from 1976 to 1978 and was credited with establishing internal control within the Department and with creating an atmosphere of consultation and dialogue with local Advisory Councils and local Community Authorities. B. R. Hill, Policy and Planning Director 1972-74, coordinated the efforts of

his multi-disciplinary group of enthusiastic 'progressives' who represented the radical wing of DNS. Their philosophical assumptions differed from those of the professional bureaucrats and a clash between the two camps became inevitable.

Two close observers described the first years of DNS as tumultuous and a time of great upheaval. However, they also characterized it as an exciting and stimulating experience. They credited the 'radicals' in the Policy and Planning Branch with the major responsibility for the conflict and strife which characterized the first year of operation. Apparently, Policy and Planning placed emphasis on community involvement in planning for the social and economic development of Northern Saskatchewan and designed policies for the Department which required close consultation with northern people. They aligned themselves quickly with Northern Municipal Councils outlining options available to the people and processes by which these choices could be implemented. Inevitably, they clashed with the more conservative elements of the civil service. The conflict of ideas, by all accounts, became increasingly more intense and caused "shock waves whose ripple effect was felt for years." It was resolved by firing the progressives or radicals (depending on one's point of view).²¹

By 1981, a number of visible changes had occurred in the region for which the DNS was, at least partially, responsible. Over 1,200 new homes had been built; more than \$27 million had been spent on school construction; another \$150 million had been used for capital facilities. Social assistance dependency had dropped from forty-seven percent to sixteen percent. Revenue to commercial fishermen increased by forty-nine percent and to trappers by seventy-three percent. All schools

under provincial jurisdiction had elected school boards and all residents had their own local governments. The process to transfer responsibility for northern programs to northern people at the municipal government level had begun.²²

Higher Education in Northern Saskatchewan 1980

The higher education system providing programs to communities in the NAD involved community colleges, the two provincial universities, the Northern School Board and the Department of Northern Saskatchewan. The community colleges operated under the jurisdiction of the DNS whose Continuing Education Branch had fiscal responsibility for their operation. Faced by the socio-economic conditions in Northern Saskatchewan, the Branch opted to support and community colleges offered primarily employment training and skill upgrading programs. The three community colleges were not directly involved in the only university program available in the region: the Northern Teacher Education Program (NORTEP). Because of the unorthodox methods of establishing NORTEP, it was deemed appropriate to describe it in detail.

Background. By 1976, the four public school jurisdictions in Northern Saskatchewan had made progress in meeting the needs of students and were financially supported in this endeavor by DNS. A long-time resident and teacher in the NAD remarked:

By 1976, our salaries were comparable, our schools were upgraded or in the process of being replaced, our housing was adequate, and we knew that further improvements were not only planned but would actually occur.²³

Yet problems continued to plague the system. Student drop-out rates remained high and teacher turnover rates substantial. Since regional variations existed and the following observations did not apply, at least not to the same degree, to Ile a la Crosse, Creighton and Uranium City, the following remarks are restricted to the Northern School Board.

The Northern School Board administered twenty-seven schools with a total enrollment of 3,667 in September 1976. Eleven schools had fewer than fifty students and another five had between fifty and one hundred students. Eighteen schools offered classes up to and including grade nine; Denore Beach offered Kindergarten only; four offered Kindergarten to grade 10; two offered Kindergarten to grade 11; one Kindergarten to grade four; and one grade 5 to 12. Data on the number of students who had actually completed high school were not available to the researcher. An estimate by a DNS staff member indicated a drop-out rate over ninety percent.

The harsh reality of Northern communities was that few students completed high school, probably for economic reasons; the general educational level of adults was lower than in the remainder of Saskatchewan; cultural and linguistic problems hindered educational advancement; lower educational achievement made it harder for northerners to compete for jobs in government and industry; and poverty conditions destroyed the ordinary motivation that people need to want to advance.²⁴

School officials had identified two major problems. First, the curriculum was generally urban oriented and often considered irrelevant to Northern children. Second, the annual turnover rate among teachers

was high. Several attempts at making the curriculum more relevant to Native Northerners were made, usually consisting of some Native Studies units and other modifications of the Social Studies program, or resource units containing northern content. Rarely, if ever, were the philosophical assumptions underlying Euro-Canadian approaches to education questioned or Native cultural values integrated into the entire instructional program.

Attracting and retaining competent teachers had been a major problem for some time in the N.S.B. As Tymchak pointed out, "the North tended to attract some very competent people from the south, however, many were often inexperienced, some were rejects from other systems." A board member suggested that "even if we get the same quantity of educational services, we do not always get the same quality, in terms of experience, knowledge, and commitment."²⁵ Some teachers were well suited to the North, some were not.

Based on DNS data, some teaching force characteristics were readily identifiable, others impossible to document. In 1976, almost all teaching positions were held by individuals who were non-Native. Many had no previous teaching experience and little familiarity with the socio-economic conditions in Northern Saskatchewan. Few had special training in cross-cultural education or in the teaching of English as a second language. Very few could speak a Native language or were familiar with Native cultures.

Officials of the Northern School Board, particularly Stan Hovdebo its Chief Executive Officer, and DNS education personnel became increasingly concerned with the situation. Their concerns were practical as well as ideological. Attracting suitable and qualified

candidates was a perennial problem. Lengthy adjustment periods and high teacher turnover did not provide stability and continuity in programming and was viewed as disruptive. The relative absence of Native professional role models for children, the lack of permanent employment for Native northerners, and the social distance between teachers and the community was incompatible with their philosophical position.²⁶

It is significant to recall that some DNS officials had actively participated in the development of the 'NDP northern platform' and many were sincerely committed to the professed goals of the Department of Northern Saskatchewan. To accelerate the political, economic and social development in order to bring services and standards to a level comparable with those of the south was more than a slogan; it frequently guided action.

The attack on the disparities in the North had already achieved some successes. Political awareness had increased and self-determination had begun, municipal councils and school board members were duly elected. Career opportunities for Native northerners, however, were still very limited. The NSB employed some local residents as caretakers, maintenance personnel, teacher aids and Native language instructors, but not usually as professionals or in large enough numbers to have made a significant impact on the communities. To change that ratio became the goal of the NSB and Stan Hovdebo.

Stability and continuity, professional role models for children, increased employment, and greater cultural sensitivity could be achieved if Native northerners were employed as teachers. That was the conviction of Hovdebo and others involved in the educational scene. The problem was how to go about achieving it. It certainly posed a

challenge of some magnitude. Over a period of approximately two years, discussions on the topic flourished. Opinions were expressed, solutions proposed and alternatives examined by a growing circle of individuals concerned with education.

According to two observers, these discussions served three purposes:

They served to identify the inappropriate nature and location of existing teacher education programs; they clarified the need to design a northern program; and they built broad based informal support for the idea.²⁷

Refvick suggested that southern universities did not exactly have an inspiring track record in developing among Native people a sense of pride, confidence, and hope, or the necessary skills and knowledge to make the most of their potential. Inappropriately by design or not, few Native northerners had succeeded in achieving a teaching certificate in regular on campus teacher education programs.

The Northern School Board's experience with the training of teacher aides suggested a promising alternative.²⁸ Discussions on developing a similar program for the training of Native teachers became more focussed and widespread. NSB members, DNS officials, Superintendents and other educators were supportive of the idea and concrete plans emerged. Informal discussions with professors of the College of Education, University of Saskatchewan, the Saskatchewan Teachers Federation, and the University of Regina explored the possibility of such a venture. The educational network in the South became aware of the expressed need and increasingly more supportive of the proposed alternative to teacher education.²⁹

Cook and More described the situation leading to the establishment of NORTEP in the following manner:

The problem had been identified and stated. The necessary information on the needs of northern schools and the existing teacher education programs had been gathered. Broad based support for a northern program had been built in the south and in the north. In the fall of 1976 the Northern School Board took a bold stride forward.³⁰

Without the formalized institutional commitment necessary to legitimize the project, the Northern School Board signed contracts in October of 1976 to provide funds for a Director's salary and start-up costs for teacher education classes. The Federal Department of Regional Expansion (DREE) agreed to share the costs on a 60/40 funding formula with the Provincial Department of Northern Saskatchewan (DNS). The NSB then offered graduates of its Teacher Aide Training Program courses toward teacher certification.³¹

These actions were taken without prior submission of a proposal for the establishment of the program and without any assurance that university credit would be granted for the course work. This strategy has been described as a calculated political risk based on an accurate reading of the political climate in Saskatchewan at that time and as an indication of the strength of support among politicians and influential academics.³²

To legitimize the arrangements, the NSB began its search for a Director for the program. Northern experience and academic qualifications acceptable for appointment to the faculty at the University of Saskatchewan were important criteria for selection. The recently appointed Dean of Education at the University of Saskatchewan, Dr. Robin Farquhar, agreed that candidates would be screened by his

faculty. Based on a joint recommendation by the NSB and the College of Education of the University of Saskatchewan, Dr. Michael Tymchak was appointed as NORTEP Director and Assistant Professor at the University of Saskatchewan.³³

He assumed his position on January 1, 1977 with the clear mandate to design the program and to secure approval for course credits. At that time, the first NORTEP course was already underway in La Ronge, taught by Keith Goulet the Native Language Co-Ordinator for the NSB, and authorized by the Northern School Board. Cook and More described the first, rather hectic year as follows:

The Director began his research phase in earnest. Many of the discussions of 1974, 1975 and 1976 were restaged. The field component at the University of Regina was investigated. Art McBeath, Tony Nickel, George Richert and others had redesigned some of the professional classes and the practice teaching elements of the Regina program into a new and productive integrated Field Experience. The commitment of the Department of Northern Saskatchewan was reaffirmed. The support of NORTEP as an outreach project of the University of Saskatchewan was strengthened... The valuable input of Ernie Lawton NSB Superintendent was sought and heeded... Between May and November of 1977, the NORTEP program proposal was submitted to and approved by the College of Education, University of Saskatchewan, the Faculty of Education, University of Regina, and the Saskatchewan Board of Teacher Education and Certification.³⁴

Considering the normal time required to receive approval for an undertaking of this magnitude, it was very swiftly accomplished, indeed. NORTEP benefitted from support by prominent academics and politicians alike. Robin Farquhar, Lloyd Njaa and Audie Dyer were mentioned as strong supporters and advocates, making approval by the University of Saskatchewan possible. Tony Nickel, George Richert and particularly Art McBeath had strong professional ties with Northern Saskatchewan and great sympathy for northern aspirations. Art McBeath

had taught and served as a superintendent in Northern Saskatchewan. He also had close connections with the Saskatchewan Teachers Federation of which he had been a staff officer prior to his appointment to the Faculty of Education at the University of Regina. All three were known as innovative teacher educators with sensitivity to students and an understanding of the northern milieu. They were credited by Tymchak with getting the NORTEP proposal accepted by the University of Regina.

Stan Hovdebo, Chief Executive Officer of the Northern School Board had strong local support and considerable political influence in the NDP. At a by-election in 1979, Hovdebo became the elected Member of Parliament (NDP) for the region. Jerry Hammersmith, who served as Minister of the Department of Northern Saskatchewan from 1978 to 1980, supported NORTEP and so did Doug McArthur, the Minister of Education and Continuing Education. He had been Deputy Minister of the DNS in 1974-75 and became known as a dedicated administrator with great sensitivity to the needs of Native people.

In addition to the support from this powerful group of individuals, NORTEP benefitted from the general climate in Saskatchewan at the time and other developments in higher education which had occurred. The community college movement was solidly established and generally supported. Concern for the education of Native people was expressed by politicians and academics alike and had resulted in some significant innovations.

The Saskatchewan Indian Cultural College had been established in the early seventies as a consequence of a Task Force on Indian Education. It was located in Saskatoon and had an affiliation agreement with the University of Saskatchewan. The Saskatchewan Indian

Community College had been incorporated in 1976 and discussions for the establishment of the Gabriel Dumont Institute of Native Studies and Applied Research were underway.³⁵ The University of Saskatchewan College of Education, established in 1961 and operated the Indian and Northern Education Program, offering courses for teachers and other professionals planning to work with Indian, Metis and Inuit people. The University of Saskatchewan had also established the on-campus Indian Teacher Education Program (ITEP) in February of 1973 and had made provisions for the ITEP to be offered off-campus. The University of Saskatchewan Native Law Centre had been in operation since 1975 providing a program of legal studies for Native people.

Senior staff members of the Faculty of Education, University of Regina, had professional experience and interest in the North and were willing to supervise student teachers in that setting. They were aware of the difficulties encountered by the Northern School Board and sympathetic to innovative approaches in teacher training. The University's involvement with the Federated Indian College, according to Art McBeath, had increased the understanding of Native and Northern problems among many university officials.³⁶

Decisive action by the Northern School Board, strong support from prominent politicians and academics, and significant other developments in Saskatchewan at the time made the establishment of NORTEP possible. It came into existence as a Northern Teacher Education Program, jointly sponsored by the Northern School Board, the University of Saskatchewan and the University of Regina. See Appendix E.

Governance. The governance of NORTEP was placed under the jurisdiction of the Northern School Board. The Board had accepted full responsibility for funding all staff positions, instructional costs, instructors' travel and subsistence expenses; and all operating expenses including the cost of student travel, student books and supplies, rent and other expenses connected with facilities; and all university related expenses. The Universities of Saskatchewan and Regina fully recovered the expenses incurred in servicing NORTEP. The Board provided a substantial subsidy to many students, or arranged for salaries through contractual agreements with DNS, DREE, Indian Affairs, and participating independent northern school boards. The operating grants were administered by the NORTEP Director. The Northern School Board, however, obtained all its grants from the Department of Northern Saskatchewan and other senior government agencies.

The final authority for the program remained vested in the NSB. The Board exercised control over all appointments to the NORTEP staff; program development, implementation and evaluation; and general project administrations. Project management was delegated to Tymchak who reported directly to the Board and its Chief Executive Officer.

The terms of the agreement with the Universities contained a section dealing with an Advisory Board "to be formed to evaluate and make recommendations for the ongoing development of NORTEP." Members of this Board were to include representatives from the Faculties of Education of each university, representatives from participating school boards, the Director of Academic Education DNS, the Director and the Field Coordinator of NORTEP, and a representative of the Northern

Teachers' Association of the STF. NORTEP staff reported that this Advisory Board had met very rarely and was not involved in the governance of the program.

Informal discussions among DNS officials, NORTEP staff and other concerned individuals suggesting that the broad representation and expertise of members of the Advisory Board would make it an ideal governing board for NORTEP were reported by Cook and More.³⁷ This information could not be confirmed. In July 1983 the Northern School Board had not transferred its authority for governance.

In accordance with the terms of the affiliation agreement, "control of all academic matters was exercised by the Universities of Saskatchewan and Regina." NORTEP operated as a cooperative program fully accredited by both Universities. Students had the option upon graduation from NORTEP, to complete the B.Ed. degree at either of the two universities. The approval of all course offerings, arrangements for the provision or approval of instructional staff, and the granting of credits were upon the recommendation of the appropriate Dean in accordance with the regulations of the particular University. In reality, however, Tymchak had considerable freedom in selecting courses for the program and in choosing individuals for appointment as instructors. He praised the flexibility, cooperation and support by the senior administration of the Universities of Saskatchewan and Regina. Without their support, Tymchak continued, this organizational flexibility would not have been possible.

Over the six years of operation, the University of Saskatchewan has generally offered the Native and Cross-Cultural Foundations courses, and the University of Regina the general education, teaching practice

and field experience component. Full courses offered under the aegis of the University of Saskatchewan carried a value of six credits, while courses from the University of Regina carried a value of four credits. Full recognition was given by each of the participating Faculties of the courses offered by the other according to a formula recognizing the equivalence of a full year at either University.

Both universities had also agreed to Tymchak's request to appoint non-faculty members as NORTEP instructors. Some were qualified academics, others experienced teachers. They knew northern conditions, had successfully taught for many years in the region and shared a common conviction--if conditions are to improve in northern schools, more Native teachers must be prepared.

Since its establishment, all NORTEP staff, including the Director, were employees of the Northern School Board. Keeping in mind the Board's objective to ensure that an innovative approach sensitive to the concerns of the northern population must be reflected in the design, implementation and operation of the program and its concern with the adequate preparation of northern Natives to function effectively in classroom situations, the appointment of individuals with a strong practical bent and considerable northern teaching experience was not surprising. Neither was NORTEP's emphasis on practical teaching experience.

Program. The Northern Teacher Education Program was designed to provide an opportunity for northern residents, mostly of Native extraction to obtain a Saskatchewan Standard A Teaching Certificate recognized throughout the province. In the four year program, students were

required to take a combination of classes offered by the Universities of Regina and Saskatchewan to make up ninety-six credit hours required for the certificate. Students could obtain the B.Ed. degree by completing an additional year at the University of Saskatchewan or the University of Regina.

NORTEP operated as an off-campus elementary teacher education program in La Ronge, housed in a converted school which contained offices, classrooms, and student dormitory space. Students attended university classes in La Ronge for roughly two weeks a month, over three trimesters, and spent the balance of the month in schools (usually in their home community) working with cooperating teachers and applying what they had learned. The majority of students took two classes per trimester; however, they were allowed to take classes at their own pace. A maximum of five years funding for the four stage program was available.

The 'Training Stages' identified by NORTEP were used as a guide only since the faculty viewed each entry group situation as unique, requiring individualized adaptations. The Introductory Year was added to the program when students who had no experience as Native Instructors (Teacher Aides) were recruited. It served as a screening procedure and emphasized the development of interpersonal communication skills, encouraged positive self-concepts in students, and provided non-credit English and Mathematics upgrading classes. Tymchak explained that the academic course load in the introductory year was relatively light since it was basically an orientation for students, an exposure to taking courses and to teaching. Second year courses focused on general teaching skills and strategies, language arts and cross-cultural

education. Third year courses included social foundations of education, mathematics of elementary schools, general educational methods, mathematics methods, and educational psychology courses. The fourth year completed the required academic background and concluded with a six month internship. Summer School Sessions were offered in La Ronge since the inception of the program and provided opportunities for students to enroll in Arts or Science electives which were necessary to complete program requirements.

Instruction was provided by faculty from the Universities of Regina and Saskatchewan and by NORTEP staff approved by the faculty of one of the Universities. Tymchak remarked that instructors have adapted course-work to Northern and Native context and to student needs.

Student time not spent at classes in La Ronge was devoted to classroom practice teaching under the supervision of an 'experienced' teacher. That school-based feature, according to Tymchak, was one of the program's most distinctive traits. Cook and More described the variety of forces at work during the student teaching component. They stated that early introduction to the classroom experience resulted in the development of a realistic picture of the classroom and a practical orientation to teacher education. On the other hand, the classroom disruption caused by the student's attendance at classes in La Ronge was perceived by some cooperating teachers as a negative force. Concerns had also been expressed about the professional potential of individual NORTEP students. The basic dilemma was presented by Cook and More in the following passage:

A limiting force is the relative inexperience of many teachers, and therefore of Co-operating Teachers, in

northern Saskatchewan. Although there are some excellent teachers working with NORTEP, many have only one or two years of teaching experience and often lack the variety of effective teaching skills that a sponsor teacher should have. This problem is counterbalanced in part by the enthusiasm of more inexperienced teachers. Such teachers are more likely to respond to an experimental program with enthusiasm and extra effort.³⁸

Tymchak readily conceded that developing the practice teaching component has not been easy, but stressed it would be misleading to emphasize the problems of the in-school phase too much.

In addition to regular coursework and student teaching, NORTEP students were exposed to a variety of workshops, educational conferences and the benefits of close group interaction. During the classes in La Ronge, the students lived together in dormitory facilities. That setting, according to NORTEP staff, produced a great deal of informal learning which came from hours of discussion, and exchanges of ideas and problems after class. That informal learning, personal and professional, was a planned but unstructured part of the program.

Programs had to be planned and implemented. Cook and More suggested and personal interviews with students confirmed that five factors purposely built into the NORTEP program deserved particular emphasis. First, the warm, supportive but demanding atmosphere of the program helped make student development optimal. Tymchak and his colleagues exhibited high personal regard and empathy for the students. Second, placing appropriate importance on the cultural heritage of the students optimized student motivation and commitment. Third, strong financial support and minimum dislocation of students attended to some of their basic needs. Fourth, adaptation of course work to the northern Native context pervaded the whole program. Finally, adaptation of course work

to students needs, to overcoming academic difficulties--a frequent student need--was crucial to the effectiveness of the graduates and to the public perception of NORTEP.³⁹

Students. In September 1982, after six years of operation, thirty-five students had graduated from NORTEP. They were all from northern communities, virtually all of Native descent, few had ever lived in a large southern city, and their educational background before entering NORTEP was usually less than their southern counterparts. Many had entered as mature students; some had the usual University entrance requirements. Until 1982, they were generally older, with an average age of 28. NORTEP students were more mature because of their age, because most of them were parents, and because of cultural differences. By 1983, a shift towards younger and academically better prepared students had occurred.

DNS and NORTEP staff suggested that very few of the students would have attended one of the teacher training programs at the University of Saskatchewan or the University of Regina campus. Some of the problems of the regular program were seen to be insurmountable barriers; others great enough to reduce the desire to enroll. The educational, cultural, social and economic barriers faced by Native northerners who wished to attend university in Southern Saskatchewan were described by Tymchak as real and as underlining the need for a program like NORTEP.

In the first four years of operation, Native Instructors (Teacher Aides) working for northern school boards were the target group

for the program. It was for this reason that the original conditions for admission included:

- the usual University entrance requirements, academic grade 12, or Mature Admissions

and

- at least one year of classroom experience as a Native Instructor (Teacher Aide), or its equivalent.

The rationale for the classroom experience criterion, according to Tymchak, was that in addition to the teaching skills acquired, it served as a highly effective screening instrument which was of great importance to the Northern School Board whose members were inclined to think that the 'academic' qualifications of candidates for teacher training were generally weighed too heavily.

As the original pool of Native Instructors had moved through NORTEP or withdrawn, a new source of students had to be found. The conditions for admission were changed to read:

1. You must be a Northern Resident--that is you must have lived in Northern Saskatchewan (the NAD) for at least 15 years or half of your life.
2. You must qualify for University entrance by (a) completing an academic Grade XII or (b) qualify for mature entrance (20 years of age or older).⁴⁰

A large portion of students in the initial groups had extensive experience as assistant teachers, were highly committed and exhibited a high retention and graduation rate-- by all accounts, a very special group of people, indeed. Whether students coming directly from high school would have the same degree of commitment remained to be seen.

TABLE 3
NORTEP STUDENT STATISTICAL INFORMATION 1983

1.	Number of students on track September 1982				= 93
2.	Number of communities represented:				= 30
<u>SPONSORSHIP</u>					
3.	Number of students on track, as of September 1982 by sponsor:				
3.1	Northern Lights School Division				= 66
3.2	Ile a la Crosse School Division				= 11
3.3	Indian Affairs (Meadow Lake)				= 8
3.4	Indian Affairs (Prince Albert)				= 8
4.	<u>Native Instructors/Students on NORTEP Allowance in Northern Lights School Division and Ile a la Crosse School Division</u>				
4.1	Total Native Instructors				= 19
4.2	Total Students-on-Allowance				= 74
5.	Students by <u>Year Groupings</u> :				
	Introductory Year				= 29
	Year I				= 27
	Year II				= 20
	Year III				= 17
6.	<u>Comprehensive Admission/Grad/Withdrawal Figures (as of January 1983):</u>				
	<u>Year</u>	<u>Admissions</u>	<u>Withdrawals</u>	<u>Grad</u>	<u>On-Stream</u>
6.1	1976-77	14	5	8	1
6.2	1977-78	31	7	20	4
6.3	1978-79	14	8	4	2

(Continued)

TABLE 3 (Continued)

	<u>Year</u>	<u>Admissions</u>	<u>Withdrawals</u>	<u>Grad</u>	<u>On-Stream</u>
6.4	1979-80	36*	19	3	14
6.5	1980-81	27	9	-	18
6.6	1981-82	28	7	-	21
6.7	1982-83	29	-	-	29
	TOTALS:	<u>179</u>	<u>55</u>	<u>35</u>	<u>89</u>

6.8 Retention (Total Admissions/Withdrawals)

- As of September 1982 = 71.5%

- As of January 1983 = 69.3%

* Reason for the large intake this year is that it included both the last intake of graduates from the Teacher-Aide Training Program (sponsored by LEAP), and the first group of students taken in on the "Student Allowance" basis.

7. Graduates: of the 35 graduates to date, 33 are presently working with school systems in the North.
8. Interns: 16 NORTEP students are presently interning (EDFLD 313/323 - 16 cr. hrs., U. of R.) in various school jurisdictions in Northern Saskatchewan. School Divisions cooperating in the internship are:
- Northern Lights School Division - 11
 - Creighton School Division - 1
 - Meadow Lake District Indian Affairs - 1
 - Meadow Lake Public School Division - 1
 - Lac La Ronge Indian Band - 1
 - Pelican Narrows Indian Band - 1

SOURCE: NORTEP, La Ronge

Program Achievements. Analysis of evaluation reports and program data and discussions with NORTEP staff and students indicated substantial achievements. From the thirty-five students who had graduated by 1982, all but two were teaching in northern communities. That constituted

successful placement of northerners in professional positions that otherwise would have been filled by in-migrants from the south.

The number of applicants to the program had increased sharply. In the first years of operation, teacher aides had to be persuaded to enroll. In 1982, 130 applicants competed for twenty-nine positions. This suggested that the program was well known and viewed positively by young Native northerners. An indication of greater awareness and higher expectations for a professional career among young people had been achieved.

Other agencies had begun to examine and recognize the value of the NORTEP model. In 1979-80, a group composed of Gary Waters, Joanne Bonneville and Lionel Orlikow worked on a coordinated teacher-education/health/welfare program for urban centres in Saskatchewan, leaning toward the NORTEP model. DNS officials had discussed the idea of extending the mandate of NORTEP to include training for health and welfare professions. Cook and More of the University of British Columbia prepared a NORTEP case study report which was highly complimentary of its operation in 1979. The Federal Department of Indian Affairs increased participation by its schools in NORTEP to ten students by fall 1982. The Canada/Saskatchewan Northlands Agreement Evaluation: Main Report of December 1982 described NORTEP as clearly the single most successful initiative in the region.

The impacts of the program were widely distributed. The ninety-three students in the program in September 1982 represented thirty communities. NORTEP graduates were teaching in eighteen communities in the NAD. That meant improved incomes and greater economic stability on the part of graduates. As perceived by community

respondents and stated in the Evaluation Main Report, it also meant increased sensitivity to local problems by the teaching staff.⁴¹ Improvements in the quality of education, improved retention rates and reduced failure rates, as a consequence of being taught by northern residents rather than outsiders, was anticipated as an impact, but could not be substantiated with data available at the time of writing. It would require a different study at a later point in time.

Among its graduates, NORTEP had succeeded in removing low academic and skill levels as a significant barrier to participation of northern residents in the northern economy. It also succeeded in providing a relatively large number of Native role models to northern public school students.

The linkages with both the University of Regina and the University of Saskatchewan enhanced the quality of instruction and exposed NORTEP students to a variety of perspectives. Senior professors with considerable experience in teacher education and a sensitivity to students and the northern milieu had regularly taught NORTEP courses in La Ronge. In turn, many of these professors became stout supporters of the program.⁴²

A review of NORTEP funding and operating expenditures revealed a relatively cost-efficient operation.

TABLE 4
 REVIEW OF NORTEP FUNDING/EXPENDITURES 1978-81

Year	Revenue Available (Contracts and Supplementary)	Actual Revenue Received (Contract and Supplementary)	Audited Expenditure Claims	Deficit
1978-79	\$ 510,900.00	\$ 377,851.21	\$ 377,851.21	\$
1979-80	751,168.98	741,168.98	741,169.98	
1980-81	784,110.00	784,110.00	872,812.47	88,702.47
1981-82	1,057,000.00	1,047,922.63	1,047,922.63	

NOTE:

1. Surplus monies created by the difference between Revenue Available and the Actual Revenue Received were retained by DNS in accordance with the terms of the contract.
2. The deficit of \$88,702.47 was cancelled by a special grant in 1982/83.
3. The table indicates that if NORTEP could have retained Total Revenues Available, it would have had an operating surplus of \$63,264.71 between 1978-82 instead of a deficit.

SOURCE: NORTEP Director

With an enrollment of seventy-two students in 1980-81 and actual expenditure of \$872,812.47, the cost per student was \$12,122.39; that was very much in line with other off-campus Native teacher education programs. NORTEP expenditures included student allowances, student and staff travel and all course costs. Student allowances amounted to slightly more than thirty percent of the total 1980-81 budget.

A Supplementary Budget Outline, prepared by Tymchak provided the following cost comparison:

- OFF-CAMPUS, NATIVE TEACHER EDUCATION PROGRAM
- COST COMPARISON (Unofficial)

	BUNTEP	SUNTEP	NORTEP
Total Budget	\$2.3 million	\$700,000*	\$872,812
No. of students	150 approx.	30	72
\$/student	\$15,333.33	\$23,333.33+	\$12,122.39
No. of Faculty/co-ordinating staff	15	7	4/5.6

* 1979-80 (7 mo. budget projected over 12 mo.)

+ Is somewhat higher because the program is just beginning; per student costs may be expected to decline as enrollment grows.

SOURCE: NORTEP Supplementary Budget Request to NSB 1981.

In summary, NORTEP was hailed as the single most successful adult career development program in the NAD by several reports. Its approach had strong support and it was suggested that this approach be extended to other occupations such as nursing, social work and resource officers. NORTEP resulted in important economic and social benefits by filling professional positions in northern communities with Native northern residents. Obviously not without problems and unmet needs, NORTEP under the guidance of its Director, M. Tymchak, had established a solid reputation as an effective institution. It was the only complete off-campus university program available to residents in the Northern Administration District.

INTER ORGANIZATIONAL RELATIONSHIPS

Institutions and Programs

The network of institutions involved in providing university programs to communities in Northern Saskatchewan appeared relatively simple. Basically it involved the University of Saskatchewan and the University of Regina responsible for program approval and delivery; the Northern School Board as the governing authority of NORTEP; and the Department of Northern Saskatchewan as the funding agency. The three community colleges in the study area and the Continuing Education Branch of the DNS were not directly involved with NORTEP. Neither was the Saskatchewan Department of Continuing Education which had no jurisdiction in Northern Saskatchewan after December 1973.

NORTEP, a teacher education program jointly sponsored by the Northern School Board, the University of Saskatchewan, and the University of Regina, provided an opportunity for northern residents to obtain a Saskatchewan Standard A Teaching Certificate recognized throughout the province. In the four year program, students were required to take a combination of classes offered by the Universities of Regina and Saskatchewan to make up ninety-six credit hours required for the certificate. Courses were transferable and students could obtain a B.Ed. degree by completing an additional year at either of the two universities.

Other university programs were not available in the study area and students had to move to Regina or Saskatoon for these opportunities.

Authority Relationships

In 1980, responsibility for the coordination and the development of higher education in Saskatchewan was divided among three agencies. Since 1974, the Universities Commission operated as the coordinating mechanism for the university sector. The Department of Continuing Education was responsible for all non-university higher education in Southern Saskatchewan and the Department of Northern Saskatchewan for higher education in the NAD. The formal-legal power over higher education matters and the distribution of authority within the network appeared relatively decentralized.

The legal powers of the Department of Northern Saskatchewan were such that the authority relationships within that network were highly centralized. In practice, however, the Northern School Board was allowed to establish in a highly unorthodox manner and continue the operation of the Northern Teacher Education Program without undue interference by the Department. Although jointly sponsored by the University of Saskatchewan, the University of Regina and the Northern School Board, the governing authority of NORTEP was the Northern School Board which was allowed to make most non-academic critical decisions concerning the program.

Educational Autonomy

The educational autonomy of NORTEP appeared to be relatively high.⁴³ The Northern School Board, in cooperation with the universities, exercised control over appointments to the NORTEP staff, over program development, implementation, evaluation and general project administration. Although the approval of all course offerings and

instructional staff and the granting of credits were upon the recommendation of the appropriate Dean in accordance with the regulations of the particular university, the NORTEP Director reported that he had considerable freedom in selecting and adapting courses for the program and in choosing individuals for appointment as instructors.

The Department of Northern Saskatchewan avoided an unusual amount of surveillance of NORTEP activities and provided budgetary support consistent with program development. Financing of the program was through grants by the Department of Northern Saskatchewan and through contractual agreements with DREE, DIAND, and participating independent Northern school boards. Operating and capital costs for NORTEP were simply included in the Board's annual budget request to DNS. As long as the Department of Northern Saskatchewan existed⁴⁴ and was staffed by senior officials supportive of NORTEP, the School Board was assured of fiscal arrangements for the continuation of NORTEP. However, financing of the Northern Teacher Education Program was based on 'soft' money which made long-range planning difficult and added an element of insecurity to the project.

FOOTNOTES

- ¹ The information in this section came from a number of statistical sources including DNS files; Statistic Canada Census, Labour Force Survey, and Sub-Provincial Area Income Estimates; and Income Data of National Revenue.

The NAD population is about 18% above the Census Division 18 population in the estimation period, but in other respects the NAD has the same characteristics as the somewhat smaller Census Division 18 (e.g., in terms of labour force utilization, age structure, and per capita income).

- ² Statement by Orval Refvick, Director New Careers, personal interview, Winnipeg, June 27, 1983.

- ³ Western Northlands Volume II Economic Circumstances and Opportunities, prepared by DREE in April, 1973.

- ⁴ Canada/Saskatchewan Northlands Agreement Evaluation: Main Report, prepared for: The Evaluation Steering Committee, prepared by: The DPA Consortium, December 1982, pp. 8-19 to 8-23.

The Northlands Agreement had been in effect in the northern portion of Saskatchewan since 1974. The Interim Agreement was signed by the governments of Canada and Saskatchewan in 1975 and covered the period from 1974/75 to 1977/78. The Long Term Agreement was signed in August, 1978 and covered the five year period from 1978/79 to 1982/83.

- ⁵ Canada/Saskatchewan N.A.E., p. 83.

- ⁶ Interviews with NORTEL students from seven communities were held in La Ronge on July 4 and 5, 1983.

Statement by William Worster, Social Services Director of Northlands Agreement, personal interview, La Ronge, July 4, 1983.

- ⁷ DNS Files.

⁸Based on information provided by Refvick and Worster in personal interviews.

⁹All information in this section is based on the Annual Reports, 1972-73 to 1980-81, Saskatchewan Continuing Education.

The Saskatchewan Indian Community College offered programs on Indian reserves and Crown lands throughout the province, under joint agreement between Canada and Saskatchewan. Lakeland College served regions in both Saskatchewan and Alberta and received a "global grant" from the Saskatchewan Department of Continuing Education but was administered by a board of governors appointed by the government of Alberta.

¹⁰Basic education provided three specific courses: Grades 0-10, Grades 5-10, and Basic Job Readiness Training. These were academic courses designed to provide communications, mathematical, social and physical content for the development of skills and knowledge required for additional training and effective competition in the labour market.

Source: DNS Files.

¹¹The Training Opportunity Program involved setting up production co-operatives, such as the La Loche Handicraft Co-Operative, the Canoe Narrows Wood Harvesting Co-Operative, and the boat and snow-shoe-manufacturing project in Ile a la Crosse. Counselling and management support as well as skill training were provided.

¹²Canada Manpower participated in eleven of thirty-two placements.

¹³Source: Annual Reports 1974-75 to 1981-82, Department of Northern Saskatchewan.

¹⁴Annual Report 1972-73, Department of Northern Saskatchewan, p. 4.

¹⁵Annual Report 1972-73, p. 1.

¹⁶Annual Report 1972-73, p. 1.

- ¹⁷ La Ronge: Our Roots, (La Ronge: Heritage Committee, 1981), p. 77.
- ¹⁸ La Ronge, p. 78.
- ¹⁹ La Ronge, p. 78.
- ²⁰ Bowerman had repeatedly stated that Churchman would be unwelcome in the DNS.
- ²¹ The account of the ideological conflict within the DNS is based on privileged information.
- ²² Annual Reports 1973-74 to 1981-82, Department of Northern Saskatchewan.
- Social Assistance dependency figures quoted by DNS did not include Status Indians and Individuals receiving assistance while on training programs.
- Revenue increases to commercial fishermen and trappers were based on gross income and were not calculated on constant dollars.
- ²³ Statement by Dave Friesen, NORTEP staff, personal interview, La Ronge, July 4, 1983.
- ²⁴ Statement by Dr. Michael Tymchak, NORTEP Director, personal interview, La Ronge, July 4-5, 1983.
- ²⁵ DNS Files.
- ²⁶ Stan Hovdebo ran successfully as a NDP candidate in a federal by-election. Glenn Lindgren was a prominent member of the La Ronge NDP executive.
- ²⁷ Thelma Sharp Cook and Arthur J. More, We Do What Is Necessary To Make It A Success, (unpublished paper, 1979).

- ²⁸The Northern School Board conducted non-credit summer classes for teacher aides in 1974 and 75. Myra Punnett, Primary Consultant, and Ernie Lawton, Superintendent NSB, developed a Teacher Aide Training Program consisting of classes, workshops and ongoing supervision. The NSB guaranteed employment as Native Instructors (Teacher Aides) to all trainees who successfully completed the program.
- ²⁹Statement by Dr. Art McBeath, Professor, University of Regina, personal interview, La Ronge, July 6, 1983.
- ³⁰Cook and More, pp. 1-4.
- ³¹Cook and More, pp. 1-5.
- ³²Statement by Dr. Art McBeath, Professor, University of Regina, personal interview, La Ronge, July 6, 1983.
- ³³Cook and More, pp. 1-6.
- ³⁴Cook and More, pp. 1-6.
- ³⁵The Gabriel Dumont Institute of Native Studies and Applied Research was established in January, 1980.
- ³⁶Statement by Dr. Art McBeath, Professor, University of Regina, personal interview, La Ronge, July 6, 1983.
- ³⁷Cook and More, pp. 1-16.
- ³⁸Cook and More, pp. 2-10.
- ³⁹Cook and More, pp. 2-12 and interviews with NORTEP students attending Summer School in La Ronge, July 6 and 7, 1983.

⁴⁰Source: NORTEP Student Information Pamphlet.

⁴¹Canada/Saskatchewan Northlands Agreement Evaluation: Appendices,
pp. 4-9.

⁴²Dr. Art McBeath, University of Regina, described NORTEP as an excellent program based on a developmental approach. He emphasized that reversing the sequence of courses so that basic classroom skills can be developed -- learned and applied -- early in teacher training, has been effective. He also suggested that NORTEP graduates are very good and that he has no hesitation to compare them to any other graduating group.

⁴³Based on information provided by Tymchak, McBeath, and Worster.

⁴⁴After the 1982 election of the Progressive Conservative Government, the DNS was dismantled and senior officials removed from office.

CHAPTER 4

MANITOBA

Manitoba perhaps best represents a microcosm of Canadian society and the Canadian dilemma. It is a province where Native peoples, the two founding cultures and the many ethnic groups who followed co-exist and where successive governments frequently had to reconcile the often conflicting claims of these groups. Manitoba's interest in its northern region was primarily based on natural resource exploitation which has brought great prosperity and high economic expectations to many of its citizens. Yet, as Canada, Manitoba is a land of sharp contrasts. It is a province where in the midst of growing prosperity pockets of poverty continued to exist.

Prior to 1970, people living in the northern region of Manitoba generally had limited access to the benefits of higher education. Since that time, Manitoba governments have made major efforts to decrease factors which restricted that access. Affirmative action programs in higher education have been implemented by concerned academics with the active support of the provincial government. It is the intent of this chapter to focus on the development of these programs and their impact on Northern Manitoba. The events described were made possible by remarkable people, many of whom the author is privileged to know personally and who have assisted him in this research. It is hoped that their contributions to Manitoba will be recorded by other writers.

THE SETTING

Location and Physical Characteristics

Northern Manitoba is defined as Census Divisions 21, 22 and 23, which is most of the area north of the fifty-third parallel of latitude. It consists of approximately three-fifths of the land area of Manitoba. See Map 6. Geographically, most of the area is located in the Northern Precambrian Shield, an area of exposed rock, forests, bushes, rivers and lakes. Further north, the Precambrian fades into arctic tundra and the Hudson Bay Lowland.

Northern Manitoba is potentially rich in natural resources. These, however, are limited in variety and not evenly distributed spatially. Rich deposits of copper-zinc are found in the western Flin Flon, Leaf Rapids, Snow Lake and Lynn Lake area. Extensive nickel deposits are located in the Thompson region. A major forest products development by Manitoba Forestry Resources Ltd. operates in The Pas region.

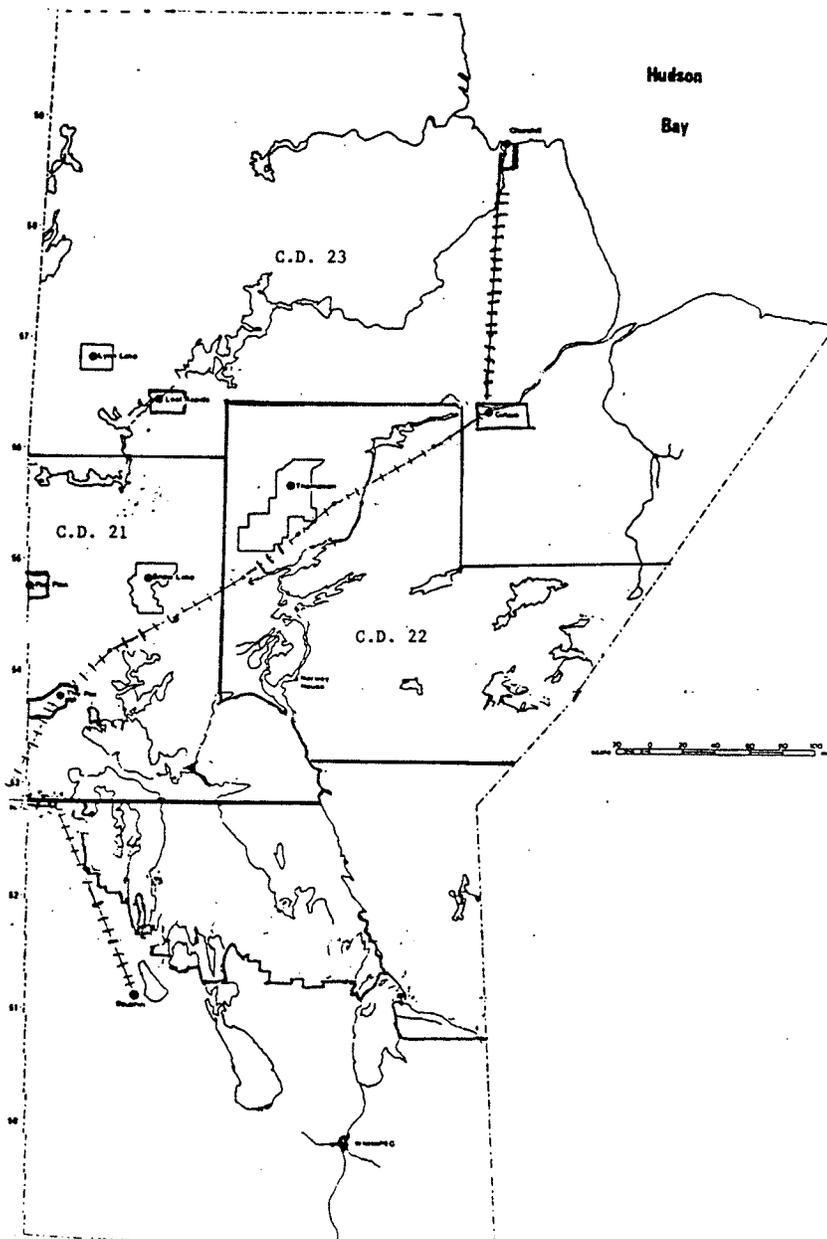
Population and Distribution

The total population residing in the study area in 1981 was 61,391. Approximately, seventy-six percent lived in the eight major urban centres of the region.¹ The remainder lived in smaller communities and isolated settlements located on or near a lake or river or both.²

The eight urban centres had been established and grew as a result of natural resources development. Six of these were located in the northwest. The Pas, a major regional service and forest products development centre, had a population of 9,574. It had seen a gradual

MAP 6 NORTHERN MANITOBA

CENSUS DIVISIONS AND MAJOR URBAN CENTRES 1980



SOURCE: Department of Education

increase in population of approximately 1,800 since 1971. Flin Flon, incorporated in 1970, had the third largest copper smelter and the largest zinc refinery in Canada. Its population of 8,767 had fluctuated slightly in the seventies, but generally remained stable. Lynn Lake, incorporated in 1951, depended on copper-cobalt operations and had a population of 2,659 in 1981. Snow Lake, incorporated in 1976, had a population of 2,140 in 1981. Most of its residents were employed by the Hudson Bay Mining and Smelting Co. Ltd., which operated a copper-zinc mine in the area. In 1981, Leaf Rapids, also incorporated in 1976, had a population of 2,720. Most of the adult population worked for the Sherritt Gordon Mines' Ruttan operation. Thompson, incorporated in 1970, with a population of 17,812 in 1981 was the major urban centre in the region. The Inco Metals Company operated a fully integrated nickel mining and refining project, the provincial government offered services to Northern Manitobans from Thompson, and it served as the most important regional service centre. Thompson's population fluctuated depending on world demand for nickel. The northeastern part of Manitoba contained two urban areas. In 1981, Gillam, the headquarters for hydro-electric development of the Lower Nelson River, had a population of 1,763. The Local Government District of Churchill had a population of 1,651, virtually no population change since 1971.³

Socio-Economic Conditions

For the description of the socio-economic conditions, Northern Manitoba was best divided into the urban industrialized centres and the smaller, non-urban, settlements. The disparity and sharp contrasts between these two became quickly evident.

The population in the eight urban centres lived under conditions similar to those enjoyed in Southern Manitoba.⁴ Adequate housing with running cold and hot water, electricity and main line sewage; telephone, radio and television services; community schools and recreation facilities; acceptable health and medical services; and access to southern points by either road, rail and/or air transportation were available.

Incomes for persons employed tended to be high. The Preliminary 1981 Tax Profiles by Census Divisions-Manitoba indicated that the Manitoba median of \$11,076 for Employment Income was \$1,648 less than the Canadian median of \$12,724. Census Division 21, 22 and 23, however, with median employment incomes of \$14,223, \$13,819 and \$15,780 respectively ranked higher than the Canadian median and were the three highest in Manitoba.⁵

Using income tax information as an indicator of regional prosperity has always been fraught with difficulties because persons with very low incomes did not file returns and Treaty Indians living and earning incomes on a reserve were not required to file returns. Nevertheless, statistics showed that Northern Manitoba Census Divisions consistently had the highest median and means for Total, Employment and Labour Forces Incomes. This was primarily the result of the development of natural resources which had brought great prosperity and wealth to Northern Manitoba.

The benefits, however, were not equally distributed. Approximately twenty-four percent of the population lived in small communities scattered over a vast territory. In most of them 'southern' amenities were scarce. In many settlements the nearest paved road was

miles away, or in the northeast simply non-existing. Rail service was available to some communities and air service had improved markedly in the seventies. Air service was regularly scheduled to most communities, but subject to weather variations since control towers did either not exist or were not radar equipped. Mail and freight services were available on a 'more or less' regular basis. Retail prices were considerably higher than in the south or the urban north.⁶

Many social services available in larger centres were either inadequate or did not exist at all. Mental health, preventive social and child care services were not readily available. High social and health professional turnover added to the problem. Police protection and law enforcement in the more isolated communities usually depended on R.C.M.P. detachments located in larger communities. Fire protection was in its infancy in most settlements.⁷

While housing in the urban north was basically the same as in the southern urban parts of the Province, housing in smaller communities was frequently substandard in quality and lacking in quantity, a problem of condition and supply. Many houses were unsuitable to northern weather conditions and usage patterns. Most homes were small, single units without basements or garages. Aesthetic housing or well kept yards did not characterize most settlements.

In spite of efforts by both the provincial and federal governments throughout the seventies, the economic conditions and social circumstances of the predominantly Native residents of the non-urban north remained in sharp contrast to their urban counterparts. A close observer of the scene, Van Camp, described the economic conditions in non-urban Northern Manitoba as follows:

Although there are many families (indeed, several communities) which are financially independent, welfare is the major source of income for most.⁸

He continued by describing the social circumstances in the following manner:

It is a struggle in most centers for the people to survive economically and socially. Social stability is related to the economic factors operating in a community. The degree of social disintegration in many communities is very high. The incidence of student absenteeism, juvenile offenders, in communities with a poor economic base is great.

...It is a sad but well known truth that the main social activities in many communities are organized around booze and bingo.⁹

The public school system in the larger centres (with the exception of Gillam) was operated by elected school boards whose concerns were similar to those in other parts of Manitoba. Schools in smaller communities and on Indian Reserves functioned under the jurisdiction of the Frontier School Division, the Department of Indian Affairs, or Band control. In 1980, Frontier operated thirty schools in twenty-seven communities in Northern Manitoba, by far the largest jurisdiction in the study area. A government appointed Official Trustee and Superintendent acted as the policy-making body and chief executive for the Division. A Central Advisory Committee and local school committees had certain tasks delegated to them. Their major function was to advise the Official Trustee and his subordinates. Schools operated by the Department of Indian Affairs and Northern Development experienced a similar degree of centralization of power over the school system. Local control was an issue in many of these communities. Other educational concerns had been addressed in most communities. Educational facilities had been upgraded and some progress accomplished in terms of

better preparation of teachers in cross-cultural awareness, higher teacher retention rates, curriculum adaptations, reduction of student drop-out rates and employment of Native teachers. However, even the most optimistic observer had to admit that many educational problems remained.

THE STRATEGIC ENVIRONMENT AND HISTORICAL DEVELOPMENT

Higher education in Northern Manitoba was influenced by several factors: the mandate assigned to community colleges, the structure of the university system, and the attitude by the provincial government which made it possible to support these efforts.

In addition to utilizing the extensive amount of written information available on the issues, considerable attention was paid to personal interviews which revealed insights not readily gained from documents.

The College System

The mandate assigned to and the development of community colleges in Manitoba was influenced by several economic and social forces. Foremost among these forces were the increased technological complexity of the economy with its requirements for highly trained persons, the growing expectation on the part of young adults for more opportunity at the post-secondary level, and the desire by individuals to satisfy through education their development as human beings. Society in general and governments in particular had also become increasingly concerned with the widening income gap between those with low education and skills attainment levels and the majority of the labour force.

The development of a community college system in Manitoba was heralded by renaming Manitoba's three technical vocational institutes as community colleges on December 15, 1969. The Manitoba Institute of Technology and the Manitoba Institute of Applied Arts in Winnipeg became the Red River Community College, the Manitoba Vocational Centre at Brandon became the Assiniboine Community College, and the Northern Manitoba Vocational Centre at The Pas became Keewatin Community College. These three institutions were assigned a geographical area in which to deliver community college programs and, if necessary, establish satellite training centres.

Their mandate was broadened to provide educational services at the post-secondary level to adult learners in Manitoba. By 1981, programming included day and evening courses in trades and technologies, applied arts and business, health sciences and continuing education.

A Community Colleges Advisory Council was established in early 1970 to replace the former Provincial Technical and Vocational Training Advisory Board. It retained basically the same kind of relationship to the Department of Education as its predecessor, that was, to advise the Minister on all matters pertaining to the colleges. Its structure and composition, however, had been altered. Membership now included representatives of faculty, students, various provincial government departments, industry and community. In addition to the Council, many 'course advisory boards and committees' were established and provided for public participation in course design.

The responsibility for implementation and operation of all programs of study in the community college system of Manitoba was originally assigned to the Operations Branch of the Department of

Education and Youth. Since that time, minor changes in the geographic areas served by each of the three colleges were made and the Department experienced several periods of organizational restructuring and expansion. Geographic boundaries were changed to reflect the actual areas serviced by the extension programs of the colleges. Based on the recommendations of the 1973 report of the Task Force on Post Secondary Education, which recommended that all parts of post secondary and continuing education be treated as a comprehensive system, a Department of Continuing Education and Manpower was created in 1976. The Community Colleges Division became part of the Continuing Education Division of that Department. That arrangement did not last long. By 1981, another reorganization had taken place and the Department of Education resumed control over the Community Colleges Division. Changes in governments, organizational restructuring and departmental name changes did not alter the fact that community colleges in Manitoba remained directly controlled by the government.

In 1981, the Community Colleges Division of the Department of Education, headed by an Assistant Deputy Minister, had a Finance and Administration Directorate, a Programming Directorate and a Personnel Services section "to assist in the overall operation of the division." Combined they controlled the operations of community colleges. The primary function of the Finance and Administration Directorate was to provide administrative services to the community college system in areas of financial administration, budgets, internal audit, and inter-varsity athletics. It was also responsible for the administration of inter-provincial training agreements. The Programming Directorate included a Program Development and Evaluation branch which, in

'cooperation' with the colleges, was responsible for the planning, development and evaluation of courses. The Personnel Services section provided service to the community colleges in the areas of staffing, staff development, salary administration, job classification, labour relations including collective bargaining, grievance handling, arbitration, and staff budgeting and control-- in other words, governance by the Department of Education.

Keewatin Community College (KCC). The study area was served by Keewatin Community College which had its beginning in 1966 as the Northern Manitoba Vocational Centre. Its main objective, as stated in its Annual Report 1981 was:

to support the social and economic development of Northern Manitoba by providing vocational and academic training appropriate to the abilities, needs and aspirations of its people and which effectively address the manpower needs of the Northern Manitoba economy and, where appropriate, the economy of the entire province.

The college offered courses on either a full-time or part-time basis to persons living in the area from Mafeking in the south to Churchill in the north. Although most full-time courses were offered in The Pas at the main campus, a variety of courses were conducted throughout the study area. The KCC had increased its credibility over the years by providing programs tailored to the varied requirements of the North and by delivering these courses at many remote locations.

A college reorganization in 1981 established five divisions-- Industrial and Trades Programs, Service Programs, Community Services, General Education and Educational Support, and Administrative Services. The Industrial and Trades Programs division offered courses designed to meet the needs of industrial employers in the North and to support

apprenticeship programs of the Department of Labour and Manpower. Service Programs related to service occupations such as health, hospitality, business and secretarial, personnel services and community services. Community Services provided conventional continuing education programs in northern urban communities. General Education and Educational Support provided programs related to the development of literacy, numeracy, knowledge of basic scientific concepts, and social and cultural studies-- in other words, basic adult upgrading. Administrative Services had responsibility for all administrative support services, accounting, records, physical facilities, personnel utilization, etc.

Throughout the years, the Federal Government continued to be a large purchaser of training from KCC. Training for particular groups of citizens was purchased under a number of specific agreements. Under the Adult Occupational Training Agreement, KCC was responsible for monitoring training courses and certifying graduates; under the Employment Strategies Program of the Canadian Employment and Immigration Commission (CEIC) training in a number of occupational areas that showed a persistent and critical shortage was provided. Many other students were sponsored by DIAND or the provincial government.¹⁰

Since the establishment as a community college in December 1969, KCC programs have become more clearly focussed and the large number of evening courses offered in the first years of operation were drastically reduced. Shifts in student enrollment patterns are illustrated in Table 6.

TABLE 6

KEEWATIN COMMUNITY COLLEGE STUDENT ENROLLMENT

	Jan. 1 Dec. 31 '75	Jan. 1 Dec. 31 '80	Jan. 1 Dec. 31 '81
<u>Regular Day Courses</u>			
Applied Arts.....	-	18	43
Business Admin. and Admin. Studies.....	-	139	115
Health and Personal Services.....	-	95	99
Industrial and Technology.....	-	246	259
Sub Total.....	-	498	516
Adult Basic Education.....	389	265	356
Pre-employment.....	410	-	-
Apprenticeship Courses....	383	440	461
Special, Short, Refresher.....	548	196	178
Evening Courses.....	4,864	1,296	1,410
TOTAL KCC	6,594	2,695	2,921

SOURCE: KCC Annual Reports 1975, 1980, 1981.

The academic year 1975 was included on the chart because its enrollment and course offerings were typical for the first years of operation; 1980 because by that time sharply focussed regular day courses were well established; and 1981 because it illustrated a slight increase in enrollments, a pattern which KCC officials anticipated would continue.

The College did not offer university transfer courses or programs; neither did it act as a 'broker' and arrange for such programs.

Universities

In Manitoba, the restructuring of institutional relationships at the post-secondary level occurred in the late sixties, based on the recommendations of a report by the Council on Higher Learning entitled The Community of Colleges: A Report of the Committee on College Structure.¹¹ Major legislative changes came into effect in 1967. Two new universities were established, Brandon College became Brandon University and United College became the University of Winnipeg. New affiliate relationships between St. Paul's College, St. John's College and the University of Manitoba removed the crippling financial liability of providing independent degree programs from the colleges. Separate funding for St. Boniface College was assured. The Universities Grants Commission was established. The Commission operated as a 'buffer' agency between the government and the universities, on the British model, as opposed to direct government coordination common in the United States.¹²

Thus, by 1970, the major transformation of the higher education system in Manitoba had occurred.

The Role of Government

The years 1969 to 1977 when the New Democratic Party under Premier Schreyer formed the government was the crucial period in the development of university programs in Northern Manitoba. During this period, the Manitoba government made major efforts to decrease

geographical barriers and socio-economic factors which had restricted access to the benefits of higher education.

It would be difficult to gain an adequate understanding of the issue without an appreciation for the milieu--the attitudes by the provincial government and the public in general--which made it possible to support these major efforts. The 1970's was a period of increased social awareness in higher education throughout North America. Major efforts were made to eliminate age, employment, physical disability, social and economic status as factors which restrict access to the benefits of higher education and to decrease geographical barriers by decentralizing higher education services. Affirmative action programs to encourage disadvantaged groups to participate in higher education had been initiated by a number of institutions and were supported by foundations and government agencies.

In the late sixties and early seventies several studies reported on the sharp disparities between the urban north, which was mainly white, and the non-urban north, which was mainly Native, possessed little self-government and few of the commercial and public services taken for granted in other areas of Canada. Canadians in general and governments in particular became aware of conditions under which many Native peoples had to exist in the Northlands.

The poverty, ill health, high death rate and inadequate education which characterized many Native communities had traditionally been linked with a lack of economic growth. Many development planners believed that economic growth would eventually result in the reduction of poverty and inequality and lead to the solution of social and political problems. While it was acknowledged that inequality might

increase during the early stages of economic growth, a turning point would be reached and inequality would begin to decrease. Development was equated with economic growth and economic development; the only social changes perceived necessary were those which would enhance economic growth. This doctrine called for funds to supply 'missing components' such as capital, food and medicine, education, technology, skill management, research and its technical and commercial applications.¹³

This particular view of development was, apparently, not shared by a group of influential academics and NDP members of the government in Manitoba in the early seventies.¹⁴ Development in Northern Manitoba was envisaged as involving more than an overall increase in material wealth and more than a more equal distribution of that wealth. It was viewed as more than an economic phenomenon. Development was viewed as including non-material growth and a redistribution of power--as a social, educational and political process, or as Goulet described it, "the ascent of all men and societies in their total humanity." The ultimate goal, he continued, is "to provide all men with the opportunity to live full human lives."¹⁵ With this definition, success is not measured by "quantity of benefits gained, but above all by the way the change processes take place."¹⁶

This group of social activists and intellectuals, associated with and gravitating towards Dr. Lionel Orlikow, shared the belief that the process of development must have equal billing with content. They argued that development in Northern Manitoba must result in more than an increase in material wealth. The view that economic, social, political, educational and cultural development are all part of a total

human development dominated the discussions. The view of development was based on ethical values rather than largely economic ones. It was an ethical, value-laden, humanistic approach recognizing the asymmetrical power relations operating at the pragmatic level.

In other words, their goals of development were more than economic and the economic strategies were recognized as one means rather than an end to achieve this development. It was a human-centred, people-oriented approach influenced by the social environment of the sixties. A social transformation, or reconstruction, in the direction of more equal opportunity and access to social public goods such as education, health services, recreational services and participation in political decision-making was another means to achieve the intended result: a society in which people "may have more, do more, know more and be more than ever in the past."¹⁷

The strategies to achieve this, it was argued, must result from a dynamic interaction between aspirations at the community level and expertise at the planning level, strategies which optimize participation. In order to facilitate local participation essential to achieving development and determining the basis for policy, the most relevant planning was to be done at the community level. Decision-making authority at the local level was viewed as mandatory. Therefore, local organization along with local government education became a key strategy of Orlikow and associates. It was based on the assumption that people are rational, able and willing to change, trustworthy, intelligent and capable of improving themselves. The emphasis was on preserving and enhancing the dignity, freedom, self-determination and integrity of individuals. Developing individual competencies and

decision-making and problem-solving structures and processes within a community became a cornerstone of policies emerging from the Planning and Priorities Committee of Cabinet.¹⁸

Batten's¹⁹ argument that strategies could no longer be considered which develop communities "from without and by any (kind of) agency" was known and generally accepted by the planners. The group's emphasis was on cooperation in order to avoid the paternalistic structuralism of the helper/helpee relationship, a relationship which prohibits, it was argued, the growth of both partners.²⁰

It was the milieu of increased public consciousness, the activities of an articulate group of social reformers and a government in sympathy with their goals which made 'affirmative action programs' in higher education in Manitoba possible.

Higher Education in Northern Manitoba 1980

Brandon University, a small multi-faculty school in Western Manitoba, was one of two organizations involved in providing university education in Northern Manitoba. It offered community-based teacher education programs in relatively remote communities which had traditionally not enjoyed open access to higher education. It first introduced the concept of community-based teacher education in 1971 with the inception of the Indian and Metis Project for Action in Careers through Teacher Education (IMPACTE). IMPACTE evolved into The Brandon University Northern Teacher Education Program (BUNTEP), a model for community-based post secondary education which has since been considered by Australian universities and in cooperation with CIDA implemented in Swaziland.²¹ BUNTEP and the Project for the Education of

Native Teachers (PENT), also begun in the summer of 1971, were the unique contribution of Brandon University to Northern Manitoba in the seventies.

PENT. The Project for the Education of Native Teachers (PENT) originated with a request by Superintendents from Indian Affairs who approached the Faculty of Education, Brandon University, in 1969 with the idea of enrolling Native students who had completed their grade twelve. Of the twenty students enrolled in 1969, not one remained on campus for the full year. According to Dr. Klassen, a variety of factors were responsible for this 'disturbing' occurrence. The second group enrolled in 1970 with the same results. At that point, it became quite clear to Dr. Klassen and Dr. Halamandaris that the barriers for Native Students were real and that a different approach to Native teacher education was necessary. As a result, two new programs emerged. In cooperation with Fred Foss and Sylvia Haslem of Indian Affairs, George Ross, and Abe Bergen of Frontier School Division, Klassen and Halamandaris developed the concept of PENT. The first class, organized by Sylvia Haslem and involving ten Faculty members, was taught in summer of 1971 on the campus in Brandon.²²

Getting PENT established involved the cooperation and financial support of several agencies. The Department of Indian Affairs was involved in its inception and supported its aims. Frontier School Division and its Official Trustee accepted the concept enthusiastically, in no small degree due to the efforts of Abe Bergen, an individual concerned with and committed to Native development. The provincial government sanctioned the endeavor and the University

approved it. By 1981, the Dakota Ojibway Tribal Council, the Interlake Reserves Development Council, the Southeast Regional Council, Fort Alexander and Peguis Reserves, and St. Theresa Point had joined the group of sponsors.

PENT was designed as a teacher education project aiming at training Native teacher aides to become certified elementary school teachers. It provided career opportunities for Native students who were unable to attend on campus classes during the regular academic year. PENT students were employed as teacher aides by the sponsoring organizations and expected to attend Brandon University for two six week sessions each year, one scheduled in May and June and the second session in July and August. Students were expected to take three courses or nine credit hours each spring and summer session, a total of eighteen credit hours each year. In addition to the courses taken for credit, students were required to attend a daily one hour study lab during which time they received assistance in course work.

As soon as teacher aides were registered as PENT students, they gained the status of student teachers. They were expected to work in schools as teacher aides/student teachers each year from September to the middle of May. As they advanced in the academic program, their classroom responsibilities increased. The PENT Field Experience Guide and Checklist, developed to assist supervising principals and cooperating teachers, outlined the University's expectations of that progression. It usually served as the basis for planning individual programs for each PENT student. Theoretically, that provided an additional degree of flexibility. After successfully completing approximately eighty credit hours of academic study, students were

expected to spend four to five months teaching with total classroom control under the supervision of a cooperating teacher(s).

Major evaluation in Field Experience normally occurred at this point. Faculty representatives, who were expected to visit for several days each term, cooperating teachers and supervising principals participated in that evaluation. Supervising faculty from Brandon University continued monitoring student teacher progress even after this major evaluation. Principals were expected to submit additional progress reports and the Supervisor of Field Experiences was responsible for the final comprehensive evaluation prior to the students' final on-campus sessions.

A PENT Advisory Committee was established at the inception of the project in 1971 and given the broad mandate to oversee Project Implementation and to advise the University on all matters pertaining to the Project. The Committee included representation from the Faculty of Education, the PENT student body, Indian Affairs, Frontier School Division, Manitoba Metis Federation, Manitoba Teachers' Society, the Director of Teacher Certification and Records, Department of Education, and as the number of sponsors increased, representatives of the Southeast Resource Tribal Council, Keewatin Tribal Council, West Region Tribal Council, Dakota Ojibway Tribal Council, and Interlake Reserves Development Council were added. According to Dr. Klassen, who served as Director of PENT from 1971 to 1976, the Advisory Committee had worked very well right from the start.²³ In 1980, the Committee consisted of eighteen members of which six were Faculty of Education representatives. That ratio had been maintained over the years.

PENT staff appointments, approval of instructors, the program of studies, grade and credit assignments, field experience assessment and general administration were under the jurisdiction of Brandon University. The appointment of Teaching Assistants for the spring and summer sessions was also subject to University approval.²⁴ Admission Regulations stated that applicants must meet the normal entrance requirements of Brandon University (regular high school graduation or mature student admission) and must be employed as teacher aides by one of the sponsoring organizations. The employing organization had to sponsor the applicant; admission to and retention in the program, however, was governed by the University. Since its inception in 1971, PENT has been a program of the Faculty of Education, Brandon University, leading to teacher certification and as such was governed by university regulations.

The sponsoring organizations provided salaries for PENT students as teacher aides, released students of their duties during May and June of each academic year at full pay, reimbursed Brandon University for services provided,²⁵ arranged for principal and cooperating teacher supervision of PENT students and school personnel cooperation with PENT students and with PENT staff, and provided employment opportunities to graduates as teachers. Their participation in decision-making, although a powerful voice, was restricted to an advisory capacity. The sponsoring organizations, in turn, were funded by the provincial or federal government, or a combination of both. Therefore, without the agreement by and active support of the provincial and federal governments, PENT would have been impossible.

Dr. Klassen described PENT students as somewhat older, many of them married with responsibilities for two or more children, serious, and committed to making teaching their career. They had come from sixty-one communities from all corners of the Province of Manitoba. Many students were residents of remote communities in the far North. Practically all were of Native ancestry and most had acquired English as a second language. Mature admissions, that is lack of qualifications necessary to gain entrance as regular students and age of twenty-one or older, were the rule rather than the exception. Since 1975, when the first group of sixteen PENT students graduated, ninety-five PENT students were recommended by Brandon University and had received Teacher Certificates by 1982.²⁶ With very few exceptions, they were all employed as teachers or school administrators by sponsoring agencies. Dr. Klassen reported that more and more graduates have moved to other than their home communities and accepted teaching assignments in various areas of the province.

PENT files contained many positive reports from schools and communities where graduates were employed and very complimentary reports from Superintendents of Schools. PENT could justly claim some substantial achievements. Among graduates, it had removed low academic and skill levels as barriers to participation in the national economy. PENT's social and economic impact was distributed over sixty-one communities in all regions of Manitoba. Most significantly, it provided Native role models to students and created greater awareness of and higher expectations for a professional career among Native people. Originally viewed with suspicion and surrounded by controversy, PENT gained recognition by other agencies.²⁷ The increased number of

sponsoring agencies supported that contention. Above all, ninety-five Native persons had been successfully placed in professional positions in the first decade of operation and 125 students were enrolled in the program in the 1981-82 academic year, a significant increase over previous years.

IMPACTE. IMPACTE and PENT emerged from the same basic concerns, involved practically the same group of people, were based on the perception of development advocated by Orlikow and associates, and were made possible by the cooperation of Brandon University, the provincial government, rural and northern school divisions and communities.

PENT provided an opportunity for teacher aides already employed by DIAND or Frontier School Division to become certified elementary teachers. It catered to the needs of one specific group and was one answer to Native teacher education. The Indian and Metis Project for Action in Careers through Teacher Education (IMPACTE) began in August 1971 and by introducing the concept of community-based teacher education provided a second alternative. An understanding of IMPACTE was considered significant because it spawned other programs based on the same concept.

Community-based teacher training was considered and implemented for a variety of reasons. As Brandon University's attempts in 1969 and 1970 had demonstrated, on campus training of Native teachers had not been particularly successful in Western Canada. Locating Native students from remote rural areas in an urban setting created real barriers which were too overwhelming for most. Many potential Native teachers were older than most university students, frequently married

and had children. Uprooting entire families from a rural setting to an urban one created cultural and language problems. Native students faced discrimination which detracted from studies. For the children of these potential students, it meant schooling in an alien environment.

It was further assumed that training Native people in their own communities would have desirable consequences. Native teachers were expected to remain in their home communities and work there. This would add stability and continuity to school programs. If people are trained in a particular community, it was argued, more chances exist that their education will be more meaningful in terms of their life-styles and aspirations. In addition, a teacher training program in a Native community could have other educational values such as creating positive role models for children and greater cultural sensitivity. Financial support allocated to students could be spent in local communities and permanent employment created for graduates in communities where unemployment was rampant and many families lived on social assistance that could provide a ray of hope and break the cycle of poverty and despair.

The idea of community-based teacher training was also a search for relevance. All too often teachers were trained for Euro-Canadian cultural and urban settings by universities that paid little attention to whether the training was relevant to the setting in which teachers hoped to work or not. Preparation in the values underlying Native cultures and cross-cultural education was not commonly found in teacher training programs.

The need for a different approach to teacher training had been identified and recognized by a relatively small group involving Brandon

University professors, Native leaders, DIAND and Frontier School Division officials, government personnel and concerned community spokespersons. Out of these discussions emerged IMPACTE.

IMPACTE involved several significant departures from traditional campus-based teacher preparation programs. Teacher Training Centres were planned for communities whose residents traditionally did not have opportunity for such experience. The model was designed for community and participants' direct involvement in the design, content, and conduct of the system. Participants were to be trained to satisfy people services needs through employment in the public sector, e.g., education, municipal government, health, and recreation. The core of that training was to be the Brandon University Bachelor of Teaching Education Program. Innovative techniques for delivery of services to Indian and Metis communities were to be developed.

Training Centres. Off campus training centres were established upon request by Native Organizations and permission of the local Chief and Council, or the Mayor and Council in communities where physical facilities for teaching and learning were available. Each centre recruited between eight and twenty students depending on the size of the community, classroom space and eligibility of students. Each centre was administered by a Centre Coordinator who lived in the community. Each Centre Coordinator was a qualified professor hired by Brandon University and was expected to teach some courses, act as an academic and personal counsellor to students, oversee the general maintenance of the centre and supervise the Field Experience component of the program. The Coordinator and a team of travelling professors from

Brandon University offered university courses at the centre which were equivalent in 'credit value' to those offered on campus.

Each centre had a Centre Advisory Committee consisting of representatives of the local Chief and Council and/or Mayor and Council, School, School Committee, Manitoba Metis Federation, Centre Students, and Brandon University. The Committee assumed responsibility for recruiting students and participated in the selection of students for the centre. It acted as liaison between Brandon University and the community and advised on community needs and general maintenance of centre facilities.²⁸

IMPACTE as a combined teacher education and community development concept was a drastic departure from the traditional and relatively revolutionary in Manitoba in the early seventies. The problems which spawned IMPACTE were perceived to be so serious and urgent that the program was approved and implemented as a pilot project before the concept could be refined and all possible implications considered.²⁹ The first years of operation were characterized by great enthusiasm and commitment, by a desire to 'get on with the task', considerable political and financial support and ad hoc implementation. There were no precedents to follow and few people with experience in planning educational services for underdeveloped regions. Scepticism, criticism and concerns about the academic credibility of the program surrounded IMPACTE from the beginning.

However, it did establish that opportunities for economic development are increased when the program is introduced to a community, that financial and emotional hardships can be reduced by community-based training programs, and that the integrated,

community-based approach encourages student teachers, community members and leaders, school administrators and faculty to work closely as a team to achieve certain goals.³⁰ It also resulted in the Winnipeg Centre Project, established in September 1972, originally a joint undertaking of Winnipeg School Division No. 1, Brandon University, and the provincial government and funded by the province. Based on the IMPACTE concept, disadvantaged persons from Winnipeg's core area had the opportunity to gain a regular and valid teaching certificate from the university.

BUNTEP. Largely through the efforts of Dr. Pandelis Halamandaris, Professor of Education, Brandon University, the concept of community based post-secondary education programs was refined and IMPACTE evolved into BUNTEP, a model for similar programs in other regions. The Brandon University Northern Teacher Education Program (BUNTEP) began as an extension of IMPACTE in January 1975 and eventually absorbed IMPACTE.

The impetus for BUNTEP, or Project IMPACTE North as it was originally entitled, came from several sources. Abe Bergen of Frontier School Division, Sylvia Haslem of Indian Affairs, Verna Kirkness, a Native educator from Norway House, Jack Deinas, Jack Laughten and Don Robertson of IMPACTE all had expressed their concern for higher education services for people in isolated northern communities who had not been served very well by IMPACTE. Speedy implementation was assured by a carefully developed proposal providing goals and implementation strategies. The emphasis on 'northern' development, the strong support of the Dean of Education and the President of Brandon

University and of Dr. Orlikow aided that process. The agreement by sympathetic federal authorities to cost-share BUNTEP under the Canada - Manitoba Northlands Agreement assured financial support for the program.

Members of the Faculty of Education had prepared the proposal and presented it at a special Faculty of Education Council meeting on July 9, 1974. At that time, Faculty Council passed the following resolution:

That the Faculty of Education accept in principle Project IMPACTE NORTH and we ask the Dean to negotiate the conditions of the contract with the Department of Education, Planning and Research, and to be returned to Faculty Council for Approval. Carried.

On July 17, 1974, a second special meeting of Faculty of Education Council was held and it was moved and carried:

That Brandon University Northern Teacher Education Project be accepted as amended by Faculty of Education Council at Brandon University.

On October 8, 1974 Les Johnson for the Department of Colleges and Universities Affairs, Province of Manitoba, and Dr. A. L. Dulmage, President, and Dr. R. Pippert, Dean, Faculty of Education, for Brandon University, signed an agreement setting out specific conditions concerning the Brandon University Northern Teacher Education Project.

- (1) Brandon University through the Faculty of Education, has final authority for the hiring of all professors in the project.
- (2) Brandon University has complete authority over all courses and credit, transfer of credits, and degree requirements.

These two conditions clarified significant issues for the University which had remained somewhat vague in IMPACTE.

The first two centres, however, were already in operation by that date. The The Pas and Camperville IMPACTE Centres had been transferred to BUNTEP on September 1, 1974. Plans to Open two more centres on January 1, 1975, had also been prepared and were well advanced. Nelson House, Cross Lake and Island Lake Centres began operations on January 1, 1975.

Transferring responsibility for two existing centres and preparing for the establishment of three new centres involved Faculty members associated with BUNTEP in a hectic schedule of activities. Based on the implementation proposals, communities had to be engaged in a needs assessment, target communities had to be identified, community cooperation and necessary facilities secured, a search for qualified professors of education who were willing to work as Centre Coordinators conducted, program schedules planned, and a host of other details worked out.

BUNTEP retained and refined the concept of community-based teacher training centres, strengthened the training program, and attempted to come to terms with the problem posed by the teaching function of the centre coordinator. Following a community training needs assessment, preference for the establishment of BUNTEP centres was given to communities that had specifically requested such a centre, had the physical facilities necessary for its operation and were willing to support it by participating as members of the Centre Committee. The cooperation of local school committees and personnel was actively sought and formalized before establishing a centre. According to the mandate, remote northern Native communities were to be serviced first.

Originally the program aimed at producing elementary school teachers. The four year B.Ed. program for elementary teachers required 120 credit hours including an eighteen credit hour minor and a cross section of courses in the natural, physical and social sciences, English, Native Studies, Physical Education, Art, Music and Teaching Methods. Many of the creative and expressive arts courses had a distinct Native orientation. Field Experience was a significant component of the program requirements. According to Dr. Klassen, over the years interest in Native Studies has decreased, emphasis on English language fluency has increased and courses in psychology have become more popular.³¹

In September 1979, a second route was made available for the prospective teacher enrolled in BUNTEP. For the junior high school teacher, a three year Bachelor of General Studies and a one year professional program leading to certification was introduced. This Junior High Teacher Preparation Program included seventy-two credit hours in Arts, Science, Physical Education and Music and forty-eight credit hours in Education courses. This route provided the student with an opportunity for three areas of concentration. As part of each program, the student had to complete satisfactorily twenty weeks of student teaching during his four years in the program. The implementation of this program in any centre depended upon the needs of and request by the community. In 1981, a sufficient number of elementary teachers had been trained in two centres, Norway House and Peguis, and the training of Junior High School teachers began.³²

As the program and the organization matured, not without turmoil and upheaval, changes were introduced. Basic Communications and

Core Mathematics courses each of eight weeks' duration became a requirement for first year students. Prerequisite course requirements and a rather tight sequence of courses were established. Professor-student contact hours for each three credit course were extended from the regular thirty-six hours to sixty hours. Education method courses were to be completed before the Field Experience, which in turn was more closely supervised. The concept of thematic minors was introduced with the approval of the Education, Arts and Science Faculties. In general, a tighter structure was imposed and higher standards of achievement expected.³³

These changes resulted from concerns about academic standards expressed by the Faculty of Science and the Faculty of Arts as well as an external evaluation by the Government of Manitoba completed in December 1980. An independent assessment of course delivery by the Faculty of Science and the Faculty of Arts, Brandon University, followed two years later. The Evaluation Committee submitted and presented to the Faculty of Education an official report which could only be termed positive.³⁴

The problem posed by the various functions of centre coordinators was also addressed. The idea of a resident full-time professor as a centre coordinator was viewed by the originators as not only desirable but essential. The program, it was argued, depended upon the competence of these individuals. They represented the University in the community, they were expected to provide direction and counselling services, and they were also expected to teach academic courses.³⁵ The communities had certain expectations of centre coordinators. As the representatives of Brandon University, they were

seen as local experts on teacher education. Counselling services consisted of academic advice, tutorial help in specific subject areas including upgrading in basic skills, and helping students to adjust to studies and at the same time, frequently, take care of a family.

Considering that resident professors were usually competent in about two subject fields and that programs for any group of students would run for four to five years, the teaching function of centre coordinators posed serious problems. After having taught the courses in their areas of expertise, the coordinator's teaching capabilities were exhausted. That became a concern to the university and the professors involved. Three approaches to alleviate this problem were attempted. One was to rotate centre coordinators, another to have them teach courses in other locations while continuing with their other functions at their home base. A third approach saw the gradual removal of some professors as centre coordinators and their replacement by centre administrators.³⁶ Each approach had its own distinct disadvantages and provoked criticism. The issue had been addressed, but not resolved, at the time of writing.

According to Dr. Klassen, student completion rate is not what the university would like it to be, but comparable to regular programs. Since the inception of BUNTEP in 1975, 372 students had enrolled in the program. By fall 1981, 101 were certified teachers and 115 were enrolled as students. Of the 156 students who had not completed the program many were employed in various semi-professional positions by Bands, communities, or the federal/provincial governments for which they would not have qualified without some training.³⁷ The BUNTEP Director expected that the introduction of more exacting entry

screening processes should aid in achieving higher retention and completion rates.

With a reported enrollment of 115 students in 1981-82 and a budget of \$2,500,000, BUNTEP was a relatively expensive program. The budget, however, did include all student support costs, program support, instruction, and program development costs.³⁸ The funds were provided to Brandon University by the Provincial Government which in turn was able to recover a portion of the cost from the Federal Government through the Northlands Agreement. Assurance of funding under the Agreement made long-range planning and rational implementation possible.

BUNTEP originated, was approved by Brandon University and remained as a program of the Faculty of Education. As such it was under the control of the Faculty and subject to all university regulations. The Administrative team consisted of the Dean and Associate Dean of the Faculty of Education and the Director of BUNTEP. A BUNTEP Policy Advisory Committee (consisting of the Vice-President, Finance and Administration, Brandon University, as Chairman; Dean, Faculty of Education; Associate Dean, Faculty of Education; Director of BUNTEP; Director of Post Secondary Career Development Branch; President, Manitoba Metis Federation; and Superintendent of Education, Manitoba Indian Education Association Inc.) determined overall policies including the opening and closing of centres.³⁹ The BUNTEP Director reported to the Associate Dean who coordinated all off campus programs. Professors were responsible to their respective Departments, Centre Coordinators to the Director. All courses offered for credit had to be approved by the appropriate Department at the University.⁴⁰

After eight years in operation, BUNTEP had demonstrated that the strengths of a community-based teacher education program for residents of remote, rural communities greatly outweigh its weaknesses.⁴¹ BUNTEP brought a sense of purpose and dignity to a great many people. One hundred and one certified teachers were successfully placed in professional positions. Many BUNTEP students had become articulate spokespersons for their Bands or communities. Increasing demands for BUNTEP Centres reflected greater awareness of and higher expectations for a professional career among Native people in Northern Manitoba. The concept of community-based post secondary education had been examined by American and Australian universities and in cooperation with CIDA implemented in Swaziland. The general impact of BUNTEP was widely distributed over Northern Manitoba. It provided a community oriented educational perspective through the education of Native teachers in local northern centres. The program allowed for shared decision-making between University staff and local community leaders which led to a creative mix in course content and direction for the benefit of the students. Above all, the presence of an authentic university program in small northern villages produced an awareness of educational opportunities and of the need for training.

Inter Universities North

Inter Universities North (IUN), a joint endeavor of Brandon University, the University of Manitoba and the University of Winnipeg, was the other organization involved in providing university courses at centres in Northern Manitoba. Prior to the establishment of IUN, with few exceptions, people living in Northern communities were

generally deprived of university experience. Opportunities to earn degrees, for professional development or the improvement of the quality of life, and for the satisfaction derived from learning simply were not provided in any systematic manner.

Before 1970/71 a number of credit and non-credit courses were offered each year but the record was very slim. The Faculty of Education of the University of Manitoba offered courses as early as 1955-56 in Flin Flon and later in other urban centres. The University of Manitoba offered a number of non-credit courses; however, the records are sketchy. The University of Winnipeg offered a course in psychology in 1969-70 and courses in biology and geography in 1970-71 in Thompson with financial support by the Mystery Lake School District. Brandon University offered one course and the University of Manitoba two courses in Churchill.⁴² Providing university experiences to residents of Northern Manitoba, obviously, was not a primary concern of the three southern universities.

Waines suggested that Inter Universities North was the product of the rapidly increasing interest in Northern Manitoba during the sixties and early seventies. Massive natural resources development projects focussed attention on the North and had resulted in the creation of urban centres whose population, on the whole, had migrated from the south. They were accustomed to the availability of amenities that people living in southern areas enjoyed, including the benefits of an educational system. These Northerners paid taxes, many of them substantial amounts, and expected similar services to those available elsewhere in the Province. Resource development companies were aware that providing these amenities helped to hold people in the North.

The provision of adequate housing at reasonable cost, water and sewage treatment facilities, school and recreation facilities, access to medical and health care, the availability of government services including postal, telephone and telecommunication services, and reasonable access to southern points were relatively quickly established as necessary elements of northern development strategies.

As these urban communities matured, the demand of Northern people for educational and cultural services which the universities could provide increased. The Department of Education and the Cabinet were aware of these demands and concerned with reducing the barriers to providing higher education to the 'disadvantaged' people of the North. 1970 records of the Planning and Priorities Committee of Cabinet indicated a major thrust in developing proposals which would eliminate or reduce financial, geographic, motivational and academic factors which restrict access to the benefits of higher education.

One of the first recognitions of the need to provide more university courses in Northern communities appeared in a series of Special Project Proposals submitted in March 1970, by Dr. Orlikow to the Planning and Priorities Committee of Cabinet. In these proposals, Dr. Orlikow in cooperation with and supported by Dr. Lloyd Dulmage, President of Brandon University, suggested means by which "Human Potential through Educational Change in Manitoba" could be increased.⁴³

One of the proposals suggested the establishment of an educational extension agent in the North to deliver to the people living in Northern communities university courses and programs generated by the three southern universities. The Cabinet approved the proposal and placed the administration of the plan under the Tri-University

Committee on Summer and Evening Sessions which had its offices at the University of Manitoba.

As recommended by Cabinet, the Government established a universities field office in The Pas, appointed Mr. Robert Poudrier as extension officer for a two-year trial period and supported the office by a Government grant of \$25,000.00 in each of two years. The extension officer was given responsibility for four areas. He was to organize individuals and groups to take credit courses by correspondence and personal instruction by qualified local lecturers. He was responsible for encouraging groups to utilize the many non-credit extension possibilities available from the academic community and for stimulating two-way communication in research between local demands and University resources. He was also expected to provide current information about university admission requirements, courses available, financial aid, and a host of related questions.

The Committee of University Presidents assumed responsibility for the administration and direction of the program. It authorized the Inter-Universities Committee on Summer and Evening Sessions to formulate rules and procedures to cover academic and administrative matters. The Committee was also charged with the responsibility of supervising the work of the extension officer and of formulating proposals which might be endorsed by the three Presidents and subsequently submitted for consideration by Cabinet.⁴⁴ The Inter-Universities Committee assumed its responsibilities in the summer of 1970.

Waines reported that "the Inter-Universities Committee soon encountered problems arising out of its inability to make firm commitments."⁴⁵ Lack of clearly defined authority and guidelines under

which to exercise authority as well as the absence of a budget made longer range planning difficult. The Committee met with officials of the three universities on May 25, 1971 and discussed academic and administrative aspects of forming Inter Universities North. At that meeting, four principles which would apply to the program were determined. First, the fees charged would have to be sufficient to pay the cost of the courses. Second, the purpose was to make a start towards the goal of ensuring that individuals living in the North may proceed to a degree in Arts, Science or Education by taking courses which will be offered by the universities at a number of Northern locations. Third, use would be made of correspondence courses already offered. Fourth, the development of a library is essential to the program.⁴⁶ It became quickly apparent that the overall cost of such a program would be high.

The Cabinet, however, attached considerable importance to the program. In 1970 and 1971, the provincial Cabinet provided \$25,000.00 per year to establish an extension office in The Pas. For the 1972-73 academic year, the Government provided \$90,350.00 as a "specific fund for the Program in the North" and suggested that it be continued under Universities Grants Commission auspices.⁴⁷ Special funds have been made available by the Commission for the operation of Inter Universities North ever since.

The actual mandate of Inter Universities North was interpreted differently by the Committee of Presidents and the Universities Grants Commission. Based on the mandate of the extension officer which included the management of non-credit university courses and the fact that the University of Manitoba had offered several non-credit courses in the

North, at least from 1966 on, the Committee of Presidents agreed in May 1974 that all non-credit courses in the North should be coordinated through IUN. In the same year, the IUN Committee approved that the non-credit programs of the University of Manitoba and the University of Winnipeg be offered in the North as IUN programs. The Committee even established a sub-committee on non-credit programs and gave it authority to develop and implement a non-credit program. In the academic year of 1974-75, eight non-credit courses were offered in eight Northern communities with a total enrollment of 192.

The Universities Grants Commission, however, defined the mandate of Inter Universities North as a joint endeavor of all three universities to provide a series of university credit courses at centres in Northern Manitoba.⁴⁸ This restricted mandate was made clear by the Commission to the Committee of Presidents by letter of June 19th, 1975, which directed that "the Executive Committee not proceed with the offering of non-credit university courses" as planned. The letter also noted that as a result the budget of Inter Universities North had been reduced by the amount originally allocated for support of non-credit course offerings. Waines suggested that this decision may have been taken as a result of conflict between Inter Universities North and Keewatin College over their respective jurisdictions.

In sum, it appeared that in the beginning non-credit courses were intended to be included along with credit courses in Arts, Science and Education and were offered until and including the 1974-75 academic year. The Universities Grants Commission, however, clarified and restricted the mandate to university credit courses only and directed the Committee of Presidents accordingly.

Between 1970 and 1979, IUN offered 150 full course equivalents, with 3,500 registrations in thirteen communities in the study area. Churchill, Lynn Lake, Flin Flon, The Pas, Cranberry Portage and Thompson were usually on the list each year. Snow Lake, Leaf Rapids, Garden Hill, Norway House, Gillam, Grande Rapids and Oxford House were on the list from time to time.⁴⁹

Since the inception of IUN in 1970-71, the number of courses and course registrations steadily increased until 1978-79, when the Universities Grants Commission, as a result of the drastic cut-back in education finance ordered by the Conservative Government, decided to wind down and cancel the program altogether. Only as a result of strong protests from the North was IUN restored and permitted to continue operation at about one-half of its 1977-78 level. Where twenty-five full course equivalents had been offered in 1977-78, only sixteen were offered in the following year.

IUN provided opportunities for many Northerners to earn university credits which could be used toward a degree from any one of the universities involved. This is one of the reasons why Northerners considered it as their institution, as an institution serving their needs and financed by them as taxpayers. Attachment to IUN appeared to be very strong throughout Northern Manitoba.

IUN was established as a joint endeavor of all three universities with the general purpose of providing university courses at centres in Northern Manitoba. The administration of IUN was shared by the three universities until March 1977. That arrangement created some organizational and administrative difficulties. Dr. Lorimer described the first seven years of operation as characterized by:

a degree of uncertainty about the purposes and operations of IUN; by an experimental approach searching for the best means of achieving cooperation amongst the three universities and serving the needs of Northerners as far as possible.⁵⁰

Based on concerns expressed by the Universities Grants Commission, the administrative structure of IUN was changed in March 1977.

The Universities Grants Commission had observed in 1976:

We believe that some person or body should be responsible for the operation of IUN. Indications are that under the present confusion of bodies (such as the Committee of Presidents, the Inter Universities Committee and the IUN Director, and the Universities Grants Commission), IUN is not performing its role satisfactorily.⁵¹

Several solutions were proposed. The one eventually accepted by the Committee of University Presidents and by the Universities Grants Commission delegated responsibility for the administration of the program to one operating university for IUN for a specific term. Brandon University assumed that responsibility in 1977.

After the reorganization in 1977, the IUN Director became responsible for supervising and directing all aspects of the program, including budget management. He was expected to communicate with the Universities Grants Commission on routine matters and provide to them monthly financial statements and other information as requested. Brandon University undertook the administrative function and provided a Senior University Officer for IUN who was directly responsible to the Committee of Presidents and acted as their delegate in supervising the program and handling communications of policy and the annual budget with the Universities Grants Commission. An IUN Advisory Committee consisting of one representative from each university was established. Each representative member of the Advisory Committee became the normal

link of the Director with the various teaching departments of the universities. Approval and arrangements for courses and instructors involved agreement with the appropriate departments at each university.

The Universities Grants Commission became involved in administrative matters as well. The IUN budget was strictly assigned, monthly financial statements and other information were to be submitted by the Director and the Director was expected to visit various officers of the Commission regularly. On March 10th, 1978, the Commission notified the Committee of Presidents that:

the decision has been made to cease IUN as an official support program of the Universities Grants Commission as of June, 1978. Funds will be provided in the Grants Commission 1978-79 estimates to cover the winding down of IUN.

The reaction from the North was swift and furious. Massive protests by individuals and organizations forced the Commission to continue the operation of Inter Universities North.

On September 21st, 1978, Dr. W.J. Waines was asked to review the programs and courses offered through Inter Universities North and the structure of its organization. His report was submitted on December 6th, 1978 to the Chairman of the Universities Grants Commission and to the Committee of Presidents. Subsequently the Committee of Presidents approved several of the recommendations. The most significant among these dealt with clarification of specific issues. First, the Committee extended the mandate of IUN beyond courses in Arts, Science and Education by stating:

that all credit courses offered by the three Manitoba universities above the 53rd parallel, with the exception of those offered in BUNTEP and the existing correspondence programs, shall be offered as IUN courses whether they are financed by IUN funds or not.

and

that IUN be committed to the development of alternative delivery systems and that the three universities develop alternate delivery systems which can thus be delivered through the IUN organization.

The organizational structure and the reporting channels were also clearly defined. It was determined that the IUN Executive Committee would consist of the Senior University Officer as its Chairman, the Director, and three university representatives (one from each university). The Director's complete administrative control was reaffirmed and controlling, registration and library services remained at Brandon University at the discretion of the Committee of Presidents. The Chairman of the Executive Committee, the Senior University Officer, was to be appointed by the Committee of Presidents annually and to report to them directly.

It appeared that after years of organizing, reorganizing and lacking firm direction and control, IUN had been given a clear mandate and a functional organizational structure to fulfill that mandate. It must be emphasized, however, that in spite of organizational problems in the first nine years of operation, IUN had accomplished a great deal with a relatively small budget since its inception in 1970. It has served the population of Northern Manitoba who were isolated from other sources of higher education by geographic barriers. It has offered some 150 full credit equivalent courses in many Northern communities and provided opportunities to Northerners to take credit courses towards a degree in Arts, Science or Education recognized by all three universities. IUN has established a pattern of delivery appreciated by Northerners who have supported its efforts. As Waines stated:

IUN has become a symbol to Northerners of the willingness of the Manitoba Universities to repair what they regard as deliberate long-time neglect of their educational and cultural needs and a belated symbol of recognition by the South of the rights of the North.⁵²

INTER ORGANIZATIONAL RELATIONSHIPS

Institutions and Programs

The network of institutions providing university programs to communities in Northern Manitoba involved Brandon University and Inter Universities North responsible for program delivery and the Universities Grants Commission as the funding agency. The teacher education programs offered by Brandon University, PENT and BUNTEP, involved 'sponsoring organizations' in an advisory capacity. Inter Universities North, a joint endeavor of Brandon University, the University of Manitoba and the University of Winnipeg, offered university credit courses at a number of northern locations, but no university program. The Universities Grants Commission allocated funds provided by the Federal and Provincial Governments.

Authority Relationships

The Government of Manitoba had decided to retain a "buffer" agency between it and the universities, as opposed to direct government coordination, as practiced in Alberta. The Universities Grants Commission operated as the coordinating mechanism for the university sector. In rather sharp contrast, the community colleges in Manitoba remained directly controlled by government. Community colleges in Manitoba, however, did not have the mandate to offer university programs

in the study area and were, therefore, not included in the analysis of authority relationships.

Brandon University responded to the concerns expressed by Native groups and school officials from rural and northern areas by establishing PENT, IMPACTE and BUNTEP. In its efforts to address these concerns, the University had the support of an articulate group of social reformers and a government in sympathy with affirmative action programs in higher education. The government's view that development in Northern Manitoba included more than economic growth, that it included non-material growth and a redistribution of power, that it was a social, educational and political process, and that the strategies to achieve this must result from a dynamic interaction between aspirations of the community and expertise at the planning level, provided for a relatively decentralized decision-making process.

In response to requests by and in cooperation with Native leaders, DIAND senior officials and Abe Bergen of Frontier School Division, Brandon University developed the proposals for these programs, negotiated for funding, secured political support and insisted on final authority for the hiring of all professors in PENT and BUNTEP and complete authority over all courses and credit, transfer of credits and degree requirements. Critical decisions concerning the concept of community-based teacher education programs and academic matters were primarily made at the institutional level.

The authority relationships of Inter Universities North were more complex. Until March 1977 the administration of IUN was shared by the three universities and authority relationships were not clear.

The reorganization of 1977 delegated responsibility for the administration of the program to Brandon University as the operating university for IUN for a specific term. The duties of the IUN Director, the Senior University Officer and the Advisory Committee were determined and authority relationships clarified. Major policy decisions were still made by the Committee of Presidents in cooperation with the Universities Grants Commission. Program decisions depended on the expressed needs of Northerners, the fiscal support provided in the budget, and the resources available to the appropriate department at each university.

Because it appeared that in the case of Brandon University many critical decisions were made on the institutional level and because it also became evident that in the case of Inter Universities North the Universities Grants Commission maintained a high degree of involvement, the authority relationships appeared only moderately decentralized.

Educational Autonomy

The agreement of October 8, 1974, between the Department of Colleges and University Affairs and Brandon University⁵³ reinforced the University's control over its program. Within the limits determined by provincial legislation regulating university governance, Brandon University had major control over both programs and received budgetary support consistent with program development. The provincial Department of Colleges and University Affairs/Education and the Universities Grants Commission avoided an unusual amount of surveillance of University activities. Therefore, it appeared that educational autonomy was relatively high.

The Universities Grants Commission, however, maintained a high degree of involvement in the operation of Inter Universities North. The Cabinet provided 'specific' funds for IUN which was interpreted by the Commission as the Government's desire to see IUN continued under the auspices of the Universities Grants Commission. It was the Commission that determined the mandate of IUN as providing a series of credit courses, an issue which was not at all clear in the original mandate. This restricted mandate was made clear by the Commission to the Committee of Presidents by letter. After the reorganization in 1977, the Commission became involved in administrative matters as well. The IUN budget was strictly assigned, monthly financial statements and other information were to be submitted by the Director and the Director was expected to visit various officers of the Commission regularly.

Otherwise, it appeared that the three universities participating in the joint endeavor, IUN, enjoyed a relatively high level of educational autonomy. They had major control over their programs, were provided with budgetary support consistent with program development, and were generally not subjected to an unusual amount of surveillance of institutional activities by provincial agencies.

FOOTNOTES

- ¹The information in this section was obtained from the following sources:
- Northern Manitoba, Internal Working Papers, Northern Working Group, Continuing Program Secretariat, Planning and Priorities Committee of Cabinet.
- Guidelines for the Seventies, Volume 3,
"Regional Perspectives," Government of Manitoba, March 1973.
- Manitoba Statistical Review
Fourth Quarter, 1982, Vol. 7, No. 4, Manitoba Bureau of Statistics.
- ²K. Wilson, Manitoba: Profile of a Province (Winnipeg: Peguis Publishers Ltd., 1975), p. 204.
- ³Sources: 1971 Census and 1979 MHSC.
- ⁴Opinion expressed by Orval Refvick, Director, New Careers, personal interview, Winnipeg, June 27, 1983.
- ⁵See p. 180.
- ⁶K. Van Camp, "A History of Frontier School Division" (Unpublished Ph.D. dissertation, University of Manitoba, 1980), p. 37.
- ⁷Van Camp.
- ⁸Van Camp, p. 38.
- ⁹Van Camp, p. 42.
- ¹⁰Information for the section on community colleges in Manitoba was obtained from Annual Reports, 1969/70-1981 Department of Education (Continuing Education and Manpower).
- ¹¹Manitoba Council on Higher Learning, The Community of Colleges: A Report of the Committee on College Structure (Winnipeg: 1967).
- ¹²Edward F. Sheffield, "The Post-War Surge in Post-Secondary Education" in Canadian Education: A History, ed. J. D. Wilson, R. M. Stamp and Louis-Philippe Audet (Scarborough, Ontario: Prentice-Hall, 1970), pp. 427-428.

- ¹³Paul Streeten, The Limits of Development Studies (Leeds: University Press, 1975).
- ¹⁴Opinion expressed by Jack Deinas, Professor, Faculty of Education, Brandon University, personal interview, August 15, 1983.
- ¹⁵D. Goulet, The Cruel Choice: A New Concept in the Theory of Development (New York: Athenuem, 1971), p. X.
- ¹⁶D. Goulet, "Development or Liberation," International Development Review, Vol. 3 (1971), p. 8.
- ¹⁷Gorospe quoted in Abueva, B. J. "How to Counter the Secularization of Development," International Development Review, Vol. 22 (1) (1980), p. 40.
- ¹⁸Prior to his appointment as Deputy Minister of Education, Dr. Orlikow was Human Development Assistant to the Planning and Priorities Committee of Cabinet.
- ¹⁹T. R. Batten, Communities and Their Development (London: Oxford University Press, 1957), p. 4.
- ²⁰The description of the social milieu and the views of Orliow and associates on social development is based on interviews with:
- Peter Klassen, Brandon University, Brandon, August 15, 1983.
- Jack Deinas, Brandon University, Brandon, August 15, 1983.
- Gary Nicol, Brandon University, Brandon, August 15, 1983.
- Bruce Sealey, University of Manitoba, Winnipeg, August 17, 1983.
- ²¹Statement by Dr. Peter Klassen, Assistant Dean, Faculty of Education, Brandon University, personal interview, Brandon, August 15, 1983.
- ²²Klassen, August 15, 1983.
- ²³Klassen, August 15, 1983.
- ²⁴Teaching Assistants were usually experienced classroom teachers assigned to the various professors teaching courses. They were to provide additional support services to PENT students.

25 P.E.N.T./FACULTY OF EDUCATION

P.E.N.T. FUNDERS 1981-82

Funder	Number of Students Sponsored	Amount Billed
*Department of Indian Affairs	36	\$62,294.04
Frontier School Division	33	\$57,102.87
Dakota Ojibway Tribal Council	18	\$31,147.02
Interlake Reserves Development Council	13	\$22,495.07
South-East Regional Development Council	11	\$19,034.29
Fort Alexander	4	\$ 6,921.56
St. Theresa Point	3	\$ 5,191.17
Peguis	3	\$ 5,191.17
Manitoba/Indian Student Coun- selling Centre	1	\$ 1,730.30
*Plus 3 students who are from Ontario and sponsored by the Department of Indian Affairs	3	\$ 5,191.17

SOURCE: Faculty of Education, Brandon University.

26 P.E.N.T. STUDENTS RECOMMENDED FOR TEACHING CERTIFICATES

1975 - 16
1976 - 17
1977 - 15
1978 - 11
1979 - 24
1980 - 8
1981 - 3
1982 - 7
95

SOURCE: a) Brandon University
B) Teacher Certification and Records.

27 Klassen, August 15, 1983.

28 Information on IMPACTE concept from BUNTEP files and interviews with Peter Klassen, Jack Deinas, Gary Nicol, of Brandon University and Deo H. Poonwassie, Continuing Education, University of Manitoba.

²⁹Opinion expressed by Jack Deinas, Professor, Faculty of Education, Brandon University, personal interview, Brandon, August 15, 1983.

³⁰Deinas, August 15, 1983.

³¹Klassen, August 15, 1983.

³²Klassen, August 15, 1983.

³³Statement by Gary Nicol, Professor, Brandon University, personal interview, Brandon, August 15, 1983.

³⁴Nicol, August 15, 1983.

³⁵Statement by Deo H. Poonwassie, Professor, University of Manitoba, personal interview, Winnipeg, August 12, 1983.

³⁶Poonwassie, August 12, 1983.

³⁷BUNTEP Files.

38

BUNTEP BUDGET

April 1, 1981 - March 31, 1982

1. Student Support Costs

a. Allowances		
b. Discretionary		
c. Travel		
d. Medical		
e. Books		
f. Personnel - Support		
g. Academic Personnel (25%) - Support		
h. Tutoring	1,163,000	46.5%

2. Program Support

a. Administration and Coordination		
b. Clerical		
c. Office		
d. Equipment		
e. Visitation		
f. Recruitment/Moving		
g. University Services		
h. Teaching Material		
i. Resource Material	790,500	31.6%

(Continued)

38 (Continued...)

3.	Instruction		
	a. Tuition		
	b. Instructional Personnel	497,000	19.9%
4.	Program Development		
	a. Professional Development Workshops		
	b. Community Participation	49,500	2.0%
		<hr/>	
		2,500,000	100.0%

SOURCE: BUNTEP Files.

39 MEMBERS OF THE B.U.N.T.E.P. POLICY ADVISORY COMMITTEE (21.11.82).

Mr. Ross Eastley - Vice President, Finance and Administration Chariman,
B.U.N.T.E.P. Policy Advisory Committee

Dr. Dale T. Hayes - Dean, Faculty of Education

Dr. Peter G. Klassen, Associate Dean, Faculty of Education

Mr. Gary Nicol, Director of B.U.N.T.E.P.

Mr. Peter Ferris, Director, Post-Secondary Career Development Branch

Dr. Don Unruh, Assistant Director, Post-Secondary Career Development
Branch

Mr. Don McIvor, President, Manitoba Metis Federation

Ms. Emma Jane Crate, Superintendent of Education, Keewatin Tribal
Council, Manitoba Indian Education Assosication,
Inc.

40 Peter Klassen, "Community-Based Education Programs Report to Faculty Council" (Brandon University: September 11, 1983).

41 Klassen, August 15, 1983.

42 W. J. Waines, "Report to the Universities Grants Commission and the Committee of University Presidents on Inter Universities North" (Winnipeg: 1978), p. 4.

43 Dr. Orlikow was Human Development Assistant to the Planning and Priorities Committee of Cabinet; NDP Government, 1970.

44 Waines, p. 4.

45 Waines, p. 6.

46 Waines, p. 6.

47 Minutes of Universities Grants Commission, March 31, 1972.

48 Annual Report Universities Grants Commission, 1975-76.

49 Waines, p. 9.

50 Statement by Dr. W. C. Lorimer, Universities Grants Commission, personal interview, Winnipeg, January 28, 1983.

51 Minutes of Universities Grants Commission, July 1976.

52 Waines, p. 1.

53  Province of Manitoba
Department of Colleges and Universities Affairs

408 - 1181 Portage Avenue
Winnipeg, Manitoba
R3C 0V8

October 8, 1974

Dr. R.R. Pippert
Dean of Education
Faculty of Education
Brandon University
Brandon, Manitoba

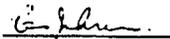
Dear Dr. Pippert:

We agree to this supplemental statement to the Memorandum of Agreement between the Faculty of Education, Brandon University, and Department of Colleges and Universities Affairs, Special Projects Branch, concerning the Brandon University Northern Teacher Education Project.

We understand the following as specific conditions of our agreement:

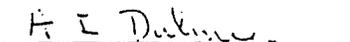
- (1) Brandon University, through the Faculty of Education, has final authority for the hiring of all professors in the project.
- (2) Brandon University has complete authority over all courses and credit, transfer of credits, and degree requirements.

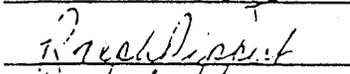
Yours sincerely,



Les Johnson

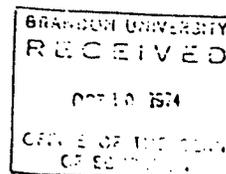
Signatures for Brandon University





:ml

cc. Dr. A.L. Dulmage
cc. Mr. C.V. Kennedy
Secretary to Senate
cc. Mr. Donald Robertson
Director of BUNTEP
cc. Mr. Carmen Rust, Comptroller



FOOTNOTE 5

TABLE I: PRELIMINARY 1981 INCOME TAX PROFILES BY CENSUS DIVISION -
MANITOBA

CENSUS DIVISION	TOTAL INCOME		EMPLOYMENT INCOME		U.I. BENEFITS DEPENDENCY	
	MEDIAN	RANK	MEDIAN	RANK	RATIO ¹	RANK
1	8,589	13	9,561	11	2.80	18
2	9,340	11	9,526	12	2.47	17
3	8,995	12	8,753	13	1.87	6
4	8,340	15	7,186	18	1.93	8
5	8,551	14	7,361	15	1.66	5
6	8,075	16	7,250	16	1.64	4
7	10,227	8	9,781	10	1.50	1
8	7,691	18	6,644	22	2.90	19
9	10,263	7	10,130	9	2.46	16
10	10,889	5	10,270	8	1.62	3
11	11,744	3	12,269	4	1.61	2
12	10,544	6	11,381	6	2.03	10
13	11,032	4	11,950	5	2.26	12
14	10,028	9	10,283	7	2.15	11
15	7,870	17	7,533	14	2.40	13
16	6,868	20	6,958	19	2.45	15
17	6,930	19	7,243	17	3.28	21
18	6,544	22	6,877	20	4.65	22
19	2,865	23	4,388	23	11.24	23
20	6,622	21	6,760	21	2.41	14
21	12,764	2	14,223	2	1.97	9
22	9,668	10	13,819	3	2.93	20
23	13,302	1	15,780	1	1.92	7
Manitoba	10,602		11,076		1.85	
Canada	12,748		12,724		2.46	

1 - Unemployment Insurance benefits as a percentage of employment income.

SOURCE: Administrative Data Development
Statistics Canada

CHAPTER 5

ANALYSIS AND INTERPRETATION

Several approaches to the delivery of university programs to people living in Northern communities have been examined in Chapters two, three and four. The purpose of this chapter is to extend the analysis in terms of the conceptual framework set out in Chapter one. The chapter is organized in four sections. In the first the key concepts of the study are restated. The following three sections consider developments topically, based on the assumption that the reader has knowledge of the specific events involved in each province. The topical subheads are the setting, strategic environment, and interorganizational relationships.

THE KEY CONCEPTS IN THE STUDY

As a prelude to the analysis which follows, a brief recapitulation of the key concepts of this study is valuable. The three key concepts described in Chapter one are the setting, strategic environment, and interorganizational relationships.

The Setting

For the purpose of this study, the setting has been defined as and restricted to the major physical characteristics, the population and its distribution, and some selected features of the socio-economic conditions in each region.

Strategic Environment

In this study, strategic environment is defined as and limited to the role of colleges and universities and the articulated positions by/and actions of governments which made the delivery of university programs to Northern communities possible.

Interorganizational Relationships

Interorganizational relationships refers to the complexity of the network of institutions involved in providing higher education services to Northern communities, the distribution of authority within that network, and the educational autonomy of institutions involved in the delivery of university programs to Northern regions.

THE SETTING

The geographic and socio-economic realities of the Northern regions of Alberta, Saskatchewan and Manitoba were factors which influenced the efforts to deliver university programs to residents of these regions. The availability of these programs was limited by the relative sparseness of the population combined with large distances between communities in all three provinces. The considerable diversity in the availability of and accessibility to university programs between provinces can, in part, be accounted for by differences in population density and population distribution.

These differences, in turn, were influenced by the physical characteristics of each region. The parkland and forest characteristics of Northern Alberta provided conditions which made an agricultural industry possible, particularly in the western half of the region. In addition, Northern Alberta is rich in other natural resources. Oil and natural gas are found in many areas, large tar sands deposits are located in the eastern part and rich coal deposits in the western section. Northern Saskatchewan and Northern Manitoba, on the other hand, are underlain by Precambrian rock formations, a topography typical of the Canadian Shield. Both areas are potentially rich in natural resources, Northern Saskatchewan in uranium

deposits and Northern Manitoba in copper-zinc and nickel deposits in its western region. The Canadian Shield, however, does not provide conditions favorable to agriculture.

The relevant literature indicates that population density, population composition and population distribution in the three Northern regions were influenced by agricultural settlements and natural resources developments. Northern Alberta had by far the largest population and the greatest number of urban areas. The western half of the region with slightly more than one half of the total population of Northern Alberta and eighteen urban centres had originally developed to serve the expanding agricultural industry. The ten urban centres in the eastern part, particularly the largest city in Northern Alberta, Fort McMurray, developed to serve the natural resource industry. The non-Native population was concentrated in the twenty-eight urban centres and the western agricultural region. Approximately one quarter of the total population in Northern Alberta was of Native ancestry and tended to live in the more remote, less developed areas.

Northern Saskatchewan had by far the smallest population and a different composition and distribution of the population. Approximately seventy-three percent of the population were of Native ancestry, living primarily in forty-one smaller communities scattered along the waterways of Northern Saskatchewan. The non-Native population was concentrated in the three urban centres, La Ronge, Creighton and Uranium City, which acted as service centres to the mining industries in the region.

Approximately seventy-six percent of the 61,391 people residing in Northern Manitoba in 1981 lived in the eight major urban centres which had been established as a result of natural resources development. The other twenty-four percent of the population, mostly of Native ancestry, lived in smaller communities and isolated settlements scattered over the region.

The economic conditions of the three Northern regions were perceived as a factor accounting for different demands for and programs provided in each region. Northern Alberta had a mixed economy based on agriculture, on oil and natural gas production, on coal mining, on forestry, on open-pit tar sands mining, on heavy oil in-site extraction, and on retail and service industries. Only in some areas was the economy basically a subsistence type based on government transfer payments, small scale agriculture, hunting, fishing and trapping.

In Northern Saskatchewan, some large scale mining and forestry developments did occur undertaken by national, multi-national, or crown corporations such as Eldorado Nuclear, Hudson Bay Mining and Smelting, Anglo-Rouyn, and the Timber Board. The employment generated, however, was generally not available to Native northerners. Growth in government and the mining sector provided employment for some people, but most of the skilled jobs were filled by outsiders. The small and scattered population had a very limited economic and employment base. Northern Saskatchewan was a relatively under-developed region with sharp disparities between urban north, mainly white, and the non-urban north, mainly Native. In many communities, the economy was a subsistence type with high unemployment and considerable dependence on welfare and other government

transfer payments.

In Northern Manitoba, the sharp contrasts between the urban industrialized centres and the smaller and remote communities was even more striking. The development of natural resources, forest products, copper, zinc, cobalt, nickel mining and hydro-electric development of the Lower Nelson River, brought great prosperity and wealth to the region. However, the benefits were not equally distributed. Residents in urban centres enjoyed high incomes and amenities similar to those found in southern urban centres. One quarter of the population, however, lived in small settlements scattered over the vast region and had not really benefitted from this tremendous economic growth.

Closely associated with the economic conditions were the social circumstances of the people. These social circumstances were perceived as sub-regional in Alberta and primarily as urban-rural in Saskatchewan and Manitoba. Yet, a number of observations appeared to apply to all regions. Discrepancies in social and physical amenities available in the North as compared to the South were common to all three study regions. Many studies have identified these discrepancies and emphasized the need for more health and social services, more cultural and recreational facilities, better housing and transportation, and improved public school and higher education services.¹ Concerns with the conditions of the Native population were also common. Native people experienced higher levels of unemployment, their participation in the Northern labour force was limited, and even when employed, their average wages and income were still well below provincial averages.² The general education level of Native adults was lower than that of the non-Natives of the three

provinces which made it harder for them to compete for jobs in government and industry.

The data suggested that these geographic and socio-economic realities influenced the development and effectiveness of the higher education system in each of the three study regions. Geographically based constraints presented institutions with relatively high operating costs because of travelling distances and climatic factors. The socio-economic conditions required government resources to meet the demand for improved social and physical amenities, of which improved higher education services were only one segment. The degree of isolation, particularly in remote rural areas, and the poor quality of basic education that many students throughout the remote areas had received in the past affected not only the type of higher education services demanded, but also the perception of their value by individuals.³ How the institutions in the three provinces responded is analyzed in the following section.

STRATEGIC ENVIRONMENT

The strategic environment in the three provinces was influenced by a number of global developments. The economic and social changes which followed the Second World War produced a social milieu which made the transformation of the higher education system possible. Canada experienced an agricultural, industrial and resource boom which resulted in an increased demand for better educated individuals. Considerably greater recognition was given to higher education as a major contributor to national prosperity. In addition, concern for and interest in higher education swept the Western World in the wake of Soviet technological advances. As a consequence of these developments, the proportion of

young people participating in higher education increased dramatically. Enrollments in universities increased, new attitudes were established, and governments became more willing to support the development and expansion of the higher education system.

Governments and institutions made major efforts to decrease geographic barriers and to eliminate social, economic and physical factors which had restricted access to the benefits of higher education. In all three provinces, emphasis was placed on reviews and revisions of educational policies and legislation. The provincial governments, the universities and other educational authorities initiated and participated in commissions, conferences, study groups and less formal activities which sought to determine suitable goals, functions, modes of governing and financing various components of the higher education system.

As a result, the higher education systems in the three provinces were transformed. Student finance and support services were improved and higher education was made more accessible to a much broader segment of the population in each province. The most visible components of the transformation were the rapid growth of existing universities and the establishment of new institutions. New universities were established in each province, apparently because each provincial university had become too large and complex to be administered effectively as a single unit. This produced creative tensions and delicate balances in relationships between universities in each province. College services were expanded in Alberta and Manitoba and a college system created in Saskatchewan.

The social forces leading to the transformation of the higher education system and the visible components of this transformation were similar in the three provinces. The positions by governments of the three provinces on their relationships with and control of higher education, however, differed.

The Progressive Conservative government in Alberta, operating from strongly proclaimed policies of controlled expansion, fiscal restraint and decentralization of services to the various regions, opted for direct government involvement and responsibility for the coordination of all aspects of higher education and manpower development under the jurisdiction of one department, the Department of Advanced Education and Manpower (DAEM). Operating on the principle that the public interest must be protected and wasteful duplication avoided, the Government of Premier Lougheed provided DAEM with the legal power and the political resources to control all critical decisions, even those previously considered exclusively the domain of universities. Public colleges in Alberta had not experienced the degree of autonomy traditionally associated with university governance and were accustomed to regulatory powers over the establishment and expansion of their programs.

The main interests of the Progressive Conservative government in Alberta as they relate to higher education were most evident in the Program Coordination Policy implemented in 1974, which provided a systematic format through which the DAEM exercised its responsibility for regulating the establishment and expansion of programs and reducing over-duplication of services.

The New Democratic government of Saskatchewan faced with similar factors - increasing complexity of the higher education system, increased emphasis on social equality, and steadily increasing costs - opted for different policies to advance its interests. The establishment of Saskatchewan Continuing Education in 1972, the development of community colleges governed by boards in 1973, and the creation of the Saskatchewan Universities Commission in 1974 reflected a careful balance between the government's interest in planning and coordinating higher education services and its emphasis on widespread political participation and local control. The Government of Saskatchewan opted for a commission as the coordinating agency for the development of universities one year after the dissolution of this arrangement in Alberta. The creation of the Department of Northern Saskatchewan as a single-agency regional government theoretically centralized coordination and control of services, including higher education, in the Northern Administration District. This centralized coordination and control was modified, however, by the activities of the Saskatchewan Indian Community College which was responsible for all adult education programs delivered to Treaty Indians and by the establishment of the Northern Teacher Education Program, jointly sponsored by the Northern School Board, the University of Regina and the University of Saskatchewan.

The New Democratic government in Manitoba under Premier Schreyer retained the Universities Grants Commission as a "buffer" agency between government and universities, recognizing the need to keep universities at arm's length from government. It also retained direct government control of community colleges. The main interests of the government as they

relate to higher education in Northern Manitoba were most obvious in the decision to establish an educational extension agent in the North to deliver to the Northern people university courses and programs generated by the three southern universities and, subsequently, providing specific funds for this purpose. The policy of encouraging and supporting affirmative action programs such as PENT and BUNTEP reflected the larger interest in Northern development. Meeting several goals of this development in a somewhat coordinated fashion was important to the government's interests. These interests were expressed in community development efforts, expanded health services, nutrition programs, housing development efforts, adult education programs, and PENT and BUNTEP. The policies and initiatives of the government, however, were not under the jurisdiction of a single coordinating body. A variety of government departments were directly involved. Keewatin Community College programs were controlled directly by the Department of Education; PENT and BUNTEP by Brandon University; and Inter Universities North by the Committee of University Presidents and the Universities Grants Commission.

Although different perceptions on the relationships with and control of higher education existed among the three provinces, providing universal and equal access to higher education facilities as widely as economically feasible became official government policy in each province. These policies emphasized a decrease in the effects of geographic barriers by decentralization of educational facilities and the elimination of economic and social status, age, and physical disability as factors which restricted access to higher education. By doing so, governments hoped

to reduce social and economic inequalities and to combat regional disparities. Concurrently, the three governments had the goal to restrain the growth of public expenditure on higher education.

Concern for and involvement with Native issues in all three Northern regions had resulted in the inception of affirmative action programs in higher education. That the original emphasis of these programs was on Native teacher education can be explained by a variety of factors common to the regions. The harsh reality of Native communities in the North was that few students completed high school, the general educational level of the Native people was less which made it harder to compete for jobs. Poverty conditions were rampant, cultural and linguistic problems hindered educational advancement, and teacher turnover rates were substantial. By the beginning of the 1970's, almost all teaching positions in Native communities were held by individuals who were non-Native, who had no or little previous teaching experience and little familiarity with Northern and Native conditions. Native organizations expressed their concerns and requested professional role models for their children, greater cultural sensitivity, and increased employment opportunities for Native people. School officials were concerned with stability and continuity of programming. Government officials, concerned with reducing regional disparities, were aware that Native Northerners were not only politically and economically vulnerable, but culturally vulnerable as well. The universities in all three provinces responded to these concerns by making major efforts to meet these needs by providing special programs for Native people.

The Morning Star Native Teacher Education Project in Alberta, the Northern Teacher Education Program in Saskatchewan, and IMPACT, BUNTEP and PENT in Manitoba were such programs. All of these had similar purposes, expected benefits, and problems. Although stated somewhat differently, each program aimed at the preparation of Native teachers who would provide appropriate role models for Native children, who would be able to bridge the cultural gap between home and school, and who would, upon completion of their degree, be qualified to teach in provincial schools. The programs were designed to accommodate certain conditions unique to the Native situation, but they were not intended to be inferior to programs offered to other students. The programs originally focused on the preparation of elementary school teachers, followed the "generalist" model and required extended practica. With the exception of PENT, they were community based; however, students were usually required to take the final academic year on campus.

In all three provinces, these affirmative action programs were perceived as practical and constructive responses to the need for teacher education programs for Native people. Their benefits were considerable. Graduates were successfully placed in professional positions that otherwise would have been filled by non-Natives, the economic impact on graduates and their communities was significant, and the awareness of educational opportunities and of the need for training increased. The ongoing support of Native Interest groups, Native school committees, and provincial and federal governments added further credence to this perception.

The three major Native teacher education programs also encountered similar problems. The educational background of students entering the program was usually less than that of their southern counterparts. This required special counselling services, including tutorial help in specific subjects, upgrading in basic skills, and personal advice on how to adjust to university studies. The projects required the cooperation and support of several agencies, establishing a delicate balance in the relationships between these agencies. Above all, there were very few precedents to follow and few people with experience in planning educational services for underdeveloped regions. Scepticism, criticism and concerns about the academic credibility of the programs were voiced by academics in all three provinces.

The contractual agreements and the governance of these programs, however, differed from province to province. The Morning Star Native Teacher Education Project in Alberta, in operation since 1974, was based on an agreement between The Blue Quills Native Education Council and the Province of Alberta, as represented by the Minister of DAEM. Under this agreement, the Province and the Council agreed to share the costs associated with the project. The Province agreed to provide the educational services necessary to meet the needs of the project for a specified period of time by negotiating agreements with any educational institution as necessary to obtain and provide services required for the program. The University of Alberta has provided these services since the inception of the program. The governing authority of Project Morning Star was a Board consisting of two representatives from each constituency which met regularly

and made decisions on the basis of consensus. Personnel and financial matters were subject to the Board's direction.

NORTEP in Saskatchewan, operating since 1977, came into existence as a teacher education program jointly sponsored by the Northern School Board, the University of Saskatchewan, and the University of Regina. The governance of NORTEP was placed under the jurisdiction of the Northern School Board which accepted full responsibility for funding all staff positions and operating costs, including the expenses incurred by the two universities in servicing NORTEP. The Board obtained all its grants from the Department of Northern Saskatchewan. The Northern School Board exercised authority over general project administration, program development, implementation and evaluation. The two cooperating universities controlled all academic matters. This arrangement resulted, at times, in some tension between governing authority and the universities.

Community based teacher education in Manitoba began in 1971 with the inception of IMPACTE and PENT. The need for a different approach to the training of Native teachers was identified by Native leaders in Manitoba, DIAND and Frontier School Division officials and some Brandon University professors. Brandon University responded to these concerns, refined the concept and developed a model for similar programs in other regions. IMPACTE eventually evolved into BUNTEP which originated, was approved by Brandon University and remained a program of that University's Faculty of Education. The governance of BUNTEP and PENT remained under the jurisdiction of Brandon University, an arrangement quite different from that in Alberta and Saskatchewan.

The inception of Native teacher education programs was perceived

to be one of several illustrations of how the setting contributed to shaping higher education in each of the three Northern regions. That the community colleges in the NAD and the Saskatchewan Indian Community College offered primarily employment training and skill upgrading programs in Northern Saskatchewan is another illustration of that assumption. The high local demand for university courses, for agricultural programs and for industrial and trades programs designed to meet the needs of the oil and gas industry in Northern Alberta appeared to be related to the socio-economic conditions of that region. Similarly, the course and program requests from urban centres in Northern Manitoba seemed to reflect the same relationship. Here too, the demand for university credit courses leading to a degree and other general arts courses was relatively high.

The events leading to the formation of the North Peace Adult Education Consortium in Alberta and the support by the urban population of Northern Manitoba for Inter Universities North also appeared to reflect that relationship. In both instances, the demand of Northern urban residents for educational and cultural services from the universities had a significant impact on the political decisions of the provincial governments. In early 1978, the residents of Peace River expressed their concern regarding the lack of higher education opportunities at a public meeting. That meeting was the beginning of the community consortium movement in Alberta. The efforts of and significant leadership by several community members and the actions of the President of Grande Prairie Regional College resulted in the creation of the North Peace Adult Education Consortium. By summer 1980, a provincial network of consortia supported by government funding was announced by the Minister of Advanced Education and Manpower. A response

to local needs was transformed into a full fledged public policy applicable throughout the province.

Although the circumstances in Northern Manitoba were different, the effects of public action were similar. When the Manitoba Universities Grants Commission announced in March, 1978 that the decision had been made to cease IUN as an official support program of the Commission, massive protests from Northern residents to the Minister and to the Grants Commission caused that decision to be changed. The orchestrated efforts of an articulate and vocal population produced a change in government policy.

The demand of Northern urban residents for educational and cultural services from the universities was interpreted as indicating that these urban communities had matured and that the socio-economic circumstances of the residents were such that they expected the availability of amenities that people living in southern urban areas enjoyed, including the benefits of a higher education system.

INTER ORGANIZATIONAL RELATIONSHIPS

In the face of high delivery costs, fiscal restraints and mounting political pressure, multi-institutional cooperative approaches have been used by higher education institutions to deliver university programs to Northern communities in Alberta, Saskatchewan and Manitoba. The concept of institutional collaboration for the purpose of providing services is well established and the advantages are stated in the relevant literature. Lepchenske (1976a) suggests that multi-institutional approaches are better able than any single institution to provide new programs and make their delivery to remote areas more feasible. They can draw on the talents and experiences of several institutions and on the educational resources of business and industry.⁴ He also suggests that such an arrangement is

able to provide a fair assessment of educational effectiveness, to encourage institutional improvements, and can protect institutions against jeopardizing territorial encroachments. Konrad and Small (1982) claim that from the point of view of the community, the benefits of having a multi-institutional approach in place rather than a number of independent institutions are a broader and better articulated program of services, a clearer focus on meeting specific community needs, and improved channels of communication.⁵

The concept of institutional collaboration for the purpose of providing service is well established in Europe, the United States, Canada and other countries. The Scandinavian countries and Great Britain, in particular, have several cooperative arrangements in higher education. Patterson (1974) describes the movement in the United States and notes that the Claremont Graduate School, modelled after Oxford University and established in 1925, was the first such arrangement in the United States.⁶ Aided by the Higher Education Act of 1965, which provided grants for the specific purpose of stimulating cooperation of post-secondary educational institutions, and by the pressure of economic and political forces in the 1960's, cooperative arrangements flourished. By 1977, Patterson (1977) identified 115 multi-institutional cooperative arrangements in the United States.⁷

Similar arrangements have existed in Canada for some time. Harris (1976) describes the development of "university families" such as the University of Toronto;⁸ Gregor and Wilson (1983) that of the University of Manitoba and its affiliated colleges;⁹ and Sheffield et al. (1978)

the situation in systems of higher education in Canada in the seventies.¹⁰

They state the situation as:

Ingenious schemes..for the extension of learning facilities..to the outports of Newfoundland..to the fishermen of Nova Scotia, to the Indians of Northern Manitoba, to the farmers of Saskatchewan, to the inmates of penitentiaries, to people who are homebound. ¹¹

By definition, the concept of institutional cooperation affects interorganizational relationships. The number of institutions cooperating affects the structure and organization of the delivery system. The agreement to cooperate requires some level of central leadership and, therefore, affects the authority relationships. The educational autonomy of cooperating institutions may be affected by the new governance arrangements.

Alberta

Alberta's higher education system involved in providing university programs to Northern communities appeared to be the most complex of the three provinces. It involved two public colleges, three universities, the North Peace Adult Education Consortium, and the pervasive presence and impact of the Provincial Department of Advanced Education and Manpower with its funding, licensing and control mandate. The Department not only administered legislation relating to adult education and training, monitored system development, funded the capital and operating aspects of institutions, but also acted as formal deliverer of services through the provincially owned institutions it operated.

Coordination in the system existed primarily through Alberta Advanced Education and Manpower and working committees of senior admini-

strative groups in institutions. Since several agencies and institutions such as ACCESS, the North Peace Consortium and Athabasca University still had slowly evolving and ambiguous roles, this coordination did not appear to be carried out systematically. A background report prepared for the Northern Alberta Development Council in 1982 stated the issue as follows:

...However, this coordination needs to be carried out more systematically and integrated with planning. While many individual institutions have developed strategic level long range plans, the state of longer range planning at institutions and at Advanced Education and Manpower appears to be in its infancy. This becomes quite clear when comparisons are made on the content and degree of analysis presented in major planning reports developed by these institutions, or by consultants on their behalf. 12

On page seventy-one, the report suggests:

...RMC suggests that the current system of adult education and training is insufficiently structured (defined) and has insufficient coordination capacity. In addition, systematic planning and needs assessment capability require further development.

The reluctance of Advanced Education and Manpower to delineate clearly geographic boundaries for individual institutions involved in higher education in Northern Alberta complicated the issue of coordination. Boundary disputes have existed between institutions and have created public confusion as to which institution is responsible in a particular area. This institutional rivalry had to be viewed as counter-productive in such a sparsely populated area. The issue was further complicated by jurisdictional disputes associated with Native education and other federal/provincial arrangements involving transfer payments.

The North Peace Adult Educationa Consortium was formed as a heterogeneous general purpose organization with the intent to provide more and better opportunities for higher education by the efficient coordination of services available through institutions which have a mandate for the region. It involved two public colleges (Grande Prairie Regional and Fairview), two universities (University of Alberta and Athabasca University), one institutional support organization (ACCESS), one provincially operated institution (AVC Grouard), and Alberta Advanced Education and Manpower. The Consortium was governed by a Board of Directors comprised of the chief executive officers, or designees, of member institutions, plus two voting members of the Advisory Committee, plus a non-voting representative of Advanced Education and Manpower.

The Consortium was not a corporate legal entity but rather an administrative arrangement with a member institution designated to act as an "agent" and a Coordinator, who was a seconded employee of the Agent, as chief executive officer. As a young organization in a state of flux, most decision-making was ad hoc in nature, communication relied primarily on informal structures,¹³ and some doubt among participants concerning the formal status and membership of committees and voting rights existed.¹⁴

Operationally, the Consortium actually offered no instruction itself since it had no instructional staff, nor did it provide broker services from the institutions involved. There was no consolidated registration, no joint guidance activity, and no clearly perceived identity for the Consortium. All courses were offered directly to students by the delivering institution who handled its own registration and guidance activities. The Consortium provided a physical facility which benefitted the community

beyond the immediate educational context, identified and addressed community needs in higher education, and made a greater selection of course offerings possible by the combined expertise of several institutions. Although member institutions benefitted from community needs analysis provided by the coordinator, it appeared that these member institutions retained a clear sense of independence from the Consortium. Konrad (1982) described the situation as:

The present situation is seen as a set of competing institutions which are not truly consorting. 15

The distribution of authority within Alberta's network was strikingly different from the situation in the other two provinces. Alberta Advanced Education and Manpower had relatively strong powers and duties compared with similar agencies in Saskatchewan and Manitoba. The Department of Advanced Education Act (1972) and the subsequent amendments to the Act, The Universities Act (1973) and The Colleges Act (1973) provided the Department with the legal authority to make regulations and to give or withhold consent regarding almost any matter concerning higher education. These acts produced major structural and procedural changes in the coordination of higher education in Alberta. The focus of legal authority had become highly centralized.

Compared with the Department of Advanced Education and Manpower, college boards, university boards and the Board of Directors of the NPAEC had much less formal and informal authority. The public boards of governors for each institution had legal governing powers over their respective institutions; however, as the 1980 decision to relocate Athabasca University illustrated, the government had clearly challenged the Board's authority to determine an important part of its future. It

increased the tension between centralized authority and institutional autonomy at a time when institutions were already under tremendous pressure to become more productive and cost effective.

Because of the broad range of powers and duties of Advanced Education and Manpower and its willingness to exercise these powers, the distribution of authority in Alberta's higher education network was judged highly centralized and organizationally built into the vortex of provincial politics.

Findings with respect to educational autonomy indicated that the level of autonomy in colleges and universities serving Northern Alberta is best described as medium. Centralized coordination and direct government involvement had obvious effects on critical decisions about such matters as campus size, high cost programs, campus expansion, affiliation agreements and transfer of credits all of which were formerly considered the exclusive province of individual universities.

Nevertheless, institutions involved in the delivery of university programs to Northern communities were governed by independent boards of governors, critical decisions about programs were made jointly by the institutions and the Department of Advanced Education and Manpower and budgetary support was generally consistent with government approved program plans. In addition, public participation was encouraged on several levels and proposed legislation affecting the system was widely circulated.

The final judgement of medium educational autonomy was made largely on the basis of constrictions over these institutions by Alberta Advanced Education and Manpower.

Saskatchewan

The network of institutions involved in providing university programs to Northern communities seemed relatively simple. It involved the University of Saskatchewan and the University of Regina, responsible for program approval and delivery; the Northern School Board as the governing authority of NORTEP; and the Department of Northern Saskatchewan as the funding agency. The Department, responsible for adult education in Northern Saskatchewan, helped in the identification of community needs; responded by providing educational, administrative and fiscal resources to community colleges; delivered courses to areas not serviced by community colleges and supervised education throughout the region. With the exception of providing resources, however, it was not directly involved in the only university program in the region.

Coordination of and responsibility for higher education in Saskatchewan was divided among the Department of Continuing Education, the Universities Commission, and the Department of Northern Saskatchewan. Continuing Education was responsible for post-secondary education in the province, with the exception of the university sector which was coordinated by the Universities Commission. In addition, the creation of the Department of Northern Saskatchewan had effectively removed responsibility for all post-secondary education in the NAD from the formal powers of the Department of Continuing Education. Clearly delineated geographic boundaries for the three community colleges in the Northern Administration District, relative absence of institutional rivalry, and the active involvement of the Department of Northern Saskatchewan aided

joint planning and decision-making in Northern Saskatchewan.

Examination of the distribution of authority within the provincial network indicated a relatively decentralized formal-legal power over higher education matters. From the standpoint of the Department of Northern Saskatchewan's legal powers, it would appear that the network in the NAD was highly centralized. In practice, however, the Northern School Board was allowed to make practically all critical decisions concerning the Northern Teacher Education Program. Although jointly sponsored by the Northern School Board, the University of Saskatchewan and the University of Regina, the governing authority of NORTEP was the Northern School Board. In accordance with the terms of the affiliation agreement, the approval of all course offerings, arrangement for the provision or approval of instructional staff, and the granting of credits were upon the recommendation of the appropriate Dean in accordance with regulations of the particular university. The Northern School Board, however, had considerable freedom in selecting courses for the program and in recommending individuals as instructors.

In general, NORTEP was able to function and expand without undue interference from the universities or the Department of Northern Saskatchewan. It developed its own programs and received approval and fiscal support to implement them. The NORTEP Director reported that the universities and the Department avoided unusual surveillance of NORTEP activities, did not exercise irritating or offensive controls, but accepted a high degree of program autonomy.

Manitoba

The higher education system in Manitoba involved in providing university programs to Northern communities appeared to be of medium complexity, moderately decentralized authority relationships, and relatively high educational autonomy. It involved Brandon University, Inter Universities North--a joint endeavor of Brandon University, the University of Manitoba and the University of Winnipeg--and the Universities Grants Commission which maintained a relatively high degree of involvement in the operation of Inter Universities North.

The administrative arrangements of IUN seemed intricate and relatively complex. Until the reorganization in 1977, several bodies--the Committee of Presidents, the Inter Universities North Committee and Director and the Universities Grants Commission--were responsible for the administration of the program. After the reorganization, that responsibility was delegated to Brandon University as the operating university for IUN. The responsibilities of the Director were clarified and an Advisory Committee consisting of one representative from each participating university was established. A Senior University Officer was appointed and made directly responsible to the Committee of Presidents for program supervision and liaison with the Universities Grants Commission. Coordination existed through the Committee of Presidents and the Advisory Committee whose members became the normal link of the Director with the various teaching departments of the universities.

It appeared that the authority relationships within the provincial network of higher education were moderately decentralized. The governments of Manitoba had decided to retain a buffer agency between them and

the universities, as opposed to direct government coordination as practiced in Alberta. The Universities Grants Commission operated as the coordinating mechanism for the provincial university sector. The provincial government, however, had been influential in making higher education available in Northern communities in two major ways. First, the Cabinet proposed the establishment of Inter Universities North, provided special grants for two years to establish an extension agent in The Pas, and provided "specific" funds to IUN through the Universities Grants Commission. Second, the government's acceptance of the view that development in Northern Manitoba included more than economic growth; that it included non-material growth and a redistribution of power; that it was a social, educational and political process; and that the strategies to achieve this must result from a dynamic interaction between aspirations of the community and expertise at the planning level optimizing participation; made affirmative action programs, such as PENT and BUNTEP, possible and provided for a relatively decentralized decision-making process.

Within the limits determined by provincial legislation regulating university governance, Brandon University had major control over PENT and BUNTEP and received budgetary support consistent with program development. The provincial Department of Colleges and University Affairs/ Education and the Universities Grants Commission avoided an unusual amount of surveillance of University activities. Educational autonomy appeared to be relatively high. However, the Universities Grants Commission progressively increased its involvement in the operation of Inter Universities North. The Commission determined the mandate of IUN, directed the Committee of Presidents not to proceed with the offering of non-credit

university courses and, after 1977, became involved in administrative matters as well. The IUN budget was strictly assigned and monthly financial statements were to be submitted by the Director to the Commission.

FOOTNOTES

¹The following studies (mimeographed) were reviewed:

Alberta Business Development and Tourism, Social Government Structure and Organization in Northern Alberta (Northern Development Branch, May 1977).

Alberta Business Development and Tourism, Summary of Social and Economic Circumstances Northern Alberta (May 1977).

Applied Research Associated Ltd., Resource Development and the Problems of People (Northern Development Group: March 1, 1975), Draft.

George Buse, Growth Communities of the North: Final Report (1978).

David M. Cameron, The Northern Dilemma: A Public Policy and Post-Secondary Education in Northern Ontario (Toronto: Ontario Economic Council, 1978)

Canada/Saskatchewan Northlands Agreement Evaluation: Main Report (The Evaluation Steering Committee, December 1982).

Co-West Associates, Social Planning Implications for Health and Social Services: Northeast Alberta Region (July 1978).

Morton M. Warner Health Care Associates Ltd., Health Needs in Northern Alberta: A Planning Proposal (Northern Alberta Development Council, April 1980).

Northern Alberta Development Council, Review of Northern Development Strategies in Quebec, Ontario, Manitoba and Saskatchewan (August 1978), Draft.

Price, Slarik and Associates, Survey of Health and Safety Infrastructure Needs on Twenty-Eight Indian Reserves in Northern Alberta (Department of Indian Affairs and Northern Development, June 1978).

L.B. Spearman, Comparison of Social Welfare Needs in Two Northern Manitoba Communities (University of Manitoba: Centre of Settlement Studies, August 1975).

²Department of Indian Affairs and Northern Development, Indian Conditions: A Survey (1980), p. 58.

3

These conclusions are based on:

Alberta Education, Report of the Northland School Division Investigation Committee (October 1981).

Opinion expressed by Orval Refvick, Director New Careers, personal interview, Winnipeg, June 27, 1983.

Standardized Test Results, Frontier School Division No. 48, Manitoba.

4

G.L. Lepchenske, Educational Cooperation: An Examination of Fourteen Consortia (ERIC Document Reproduction, Number ED 176662).

5

Abram Konrad and James M. Small, Post-Secondary Consortium Project (Edmonton: University of Alberta, 1982).

6

F.K. Patterson, Colleges in Consort (San Francisco: Jossey-Boss, 1974).

7

L.D. Patterson, Consortium Directory: 1977 (ERIC Document Reproduction, Number ED 143299, 1977).

8

Robin Sutton Harris, A History of Higher Education in Canada, 1663-1960 (Toronto: University of Toronto Press, 1976).

9

Alexander Gregor and Keith Wilson, The Development of Education in Manitoba II: 1897-1982 (Winnipeg: University of Manitoba, 1983).

10

E.F. Sheffield et al., Systems of Higher Education: Canada (New York: International Council for Educational Development, 1978).

11

Sheffield, p. 202.

12

Resources Management Consultants (Alberta) Ltd., A Background Report Prepared for the Northern Development Council (Edmonton: May 1, 1982), p. 70.

13

Formal lines of communication linked the coordinator to a Board of Directors to a focal Advisory Committee for general community input, and to a Program Planning Committee for guidance on course offerings.

14

This doubt extended even to the Board of Directors itself.

15

Konrad and Small, p. 27.

CHAPTER 6

CONCLUSIONS AND IMPLICATIONS

This final chapter begins with a restatement of the general purpose of this study. Then a number of conclusions related to each of the major analytical categories of Chapter five will be stated. Finally, several implications for further research arising from the study will be identified.

PURPOSE

As outlined in Chapter one, the three case studies were designed to describe and compare:

1. the characteristics of the Northern region in each of the three provinces in terms of geography, population distribution, and selected features of the socio-economic conditions;
2. the strategic environment in which the development of university programs occurred and the opportunities for university education in 1980 in each of the three Northern regions;
3. the interorganizational relationships among agencies involved in providing university programs to Northern communities in each of the three regions in 1980.

CONCLUSIONS

Several generalizations revealing important insights provided by the analytical scheme used have emerged from this investigation.

1. The geographic, demographic and economic setting has greatly affected the provision of university programs to Northern regions. The relative sparseness of the population combined with large distances between communities formed geographically based constraints which presented institutions with relatively high operating costs because of travelling distance and climatic factors and required high funding by governments if access to higher education in the region was to be achieved.¹ The degree of isolation particularly in remote rural areas and the relatively large concentration of Native people in these areas required cultural sensitivity in the delivery of post-secondary education and affirmative action programs. The delivery of educational services and the perception of their value was affected by the poor quality of basic education that many students throughout the remote areas had received. Equally, the notion of the value of education is quite strained when economic opportunities are lacking and the time and effort spent on learning leads to no jobs. Regional variations in economic development required focused responses by the various institutions.

2. Although special opportunities for the development of distance education existed, the majority of higher educational services available in the three Northern regions were provided by conventional means.

While evidence in Chapters Two, Three and Four suggested that Northern residents in the three provinces had some programs available to them, accessibility to these programs was another matter. Geographic factors, the very size of the regions and their relatively sparse population, mitigated against equal access to locations where services were provided.

The use of advanced communication technology, including satellite transmission and new television- and telephone-based information systems, has been discussed in all three provinces as an approach to addressing the question of accessibility. Certainly the needs of the regions and their populations could be met by alternative delivery modes such as distance education. Canada had over a decade of experimental experience in "distance education" with the Hermes/ANIK satellites and many institutions in the three provinces had some direct experience and capability to facilitate development of this field. Athabasca University and ACCESS in Alberta, the University of Saskatchewan and the University of Manitoba had experimented with alternative delivery systems.

By the end of the decade, major technological achievements in micro-chip technology had dramatically decreased the cost of electronics and hardware potentially useful for educational purposes. Computers and communications technologies had produced a new dimension of information retrieval and instructional capability which made it possible to extend higher educational services virtually into every home at reasonable cost.

Notwithstanding these developments and the eleven research studies undertaken by Athabasca University's project REDEAL (Research and Evaluation of Distance Education for the Adult Learner),² the educational applications were still in their infancy in the three provinces in 1980. The overwhelming majority of university programs in Northern communities were provided by conventional delivery methods.

3. The strategic environment in all three study areas has served to extend educational opportunities and to meet new educational and social needs. The strategic environment in Alberta, Saskatchewan and Manitoba

in the seventies was conducive to extending educational opportunities to new social groups heretofore excluded from universities. In all three provinces, attempts were made to reduce geographic, social and economic barriers to higher educational opportunities. The Alberta Government broadened the accessibility and availability of higher education in Northern Alberta by explicit policies and coordination of post-secondary services under government control. The Department of Northern Saskatchewan was committed to social demands programs and supported the establishment of the Northern Teacher Education Program. The Government of Manitoba encouraged and financially supported local demand and affirmative action programs.

4. The provincial governments had a policy of providing greater equality of educational opportunity and of reducing geographic and social barriers to higher education. With declared policies on reducing geographic and socio-economic barriers to higher education, the provincial governments helped to create an atmosphere which encouraged colleges, universities and other interest groups to suggest and develop innovative educational methods and affirmative action programs. Several examples of this existed in each of the three provinces. In Alberta, Project Morning Star, the creation of the North Peace Adult Education Consortium, and the graduate program in Educational Administration come to mind. In Saskatchewan, the concern and involvement with Native education and the Northern Teacher Education Program are examples. The Manitoba government proposed Inter Universities North and actively encouraged various interest groups, including Brandon University, to develop community-based teacher education

programs. These facts illustrate an important point which concerns the study of policy-making in higher education. The capacity of government to implement policies providing greater equality of educational opportunity is related to its unmatched authority and power, but not necessarily to its preference for indirect or direct involvement with and coordination of the higher education system.

5. Governments encouraged and supported institutional cooperation in providing higher education services to the North. In the face of stabilizing enrollments, economic inflation, fiscal constraints and mounting political pressures, interinstitutional cooperation was perceived by governments as one way to serve the North at modest cost. It enabled cooperating universities to participate in providing programs and services that a single institution may not wish to offer on its own. Such cooperative endeavors were based on the assumptions that they can draw upon the talent and experiences of several universities and offer a broader and better articulated program of services, a clearer focus on meeting specific community needs, and improved quality of courses. It was also assumed that by increasing the student's access to curriculae, faculty, and student services of several institutions, the diversity of educational experience would be enlarged. The North Peace Adult Education Consortium, the cooperative effort of the Universities of Saskatchewan and Regina in NORTEP, and Manitoba's Inter Universities North demonstrated that cooperative arrangements had government encouragement and support.

6. Although interinstitutional cooperation has been acclaimed as a logical and attractive approach to enhancing access to higher education,

interinstitutional organizations are difficult to manage. Evidence suggested that three problems have contributed to difficulties in implementing such cooperative endeavors in higher education. The universities in the three provinces have their tradition of acting as relatively independent entities. Autonomy is, after all, one of the substantial values held by each one of the universities. The perception of unequal interest in the goals of the interinstitutional organization and unequal commitment of time and resources to collective endeavors appears to have caused some problems. Finally, the structure and operation of interinstitutional organizations in higher education are inimical to many institutional management principles. Bureaucratic principles, such as hierarchical distribution of authority, standardized procedures, span of control and rationality of differentiated roles are of little value in understanding or managing these interacting organizations in which process always appears to be of greater importance than structure.

7. Faced with several pressures, all three provincial governments have increased their involvement with and coordination of the system of higher education. Saskatchewan until 1982 and Manitoba retained the commission structure which proved to be a brief transitory stage in the evolution of Alberta government policy for handling higher education. Yet, all three provincial governments, faced with the need to cope with the geographical dispersion of the enterprise and increasing costs assumed an active and directive role in the development of higher education. Alberta moved toward centralized coordination and direct government control while the governments of Saskatchewan and Manitoba opted for indirect control through the utilization of autonomous commissions.

8. Extra efforts were required by the systems to provide education to Natives and other adults inadequately prepared by the basic system. Programs specially designed to recognize the unique circumstances facing Native people and to facilitate their participation in post-secondary education existed in all three study areas. Programs that recognized the cultural differences of Native people and the poor quality of their basic education exacerbated by language barriers and lack of exposure to employment opportunities required culturally sensitive affirmative action programs and considerable financial support over an extended period of time. The existence of cultural factors as barriers to communication making course offerings inaccessible to some individuals has been recognized in all three study areas and efforts to introduce cultural sensitivity into programming and delivery and economic measures to increase job opportunities for graduates were evident.

IMPLICATIONS

Implications suggested by this investigation reside in three areas: (1) suggestions for additional related research, (2) conceptual and theoretical insights, and (3) practical suggestions for decision-making in providing university programs to Northern regions. These are inevitably personal since individual perception and reflection attach distinctive meanings to the issues examined.

Suggestions for Related Research

1. Additional studies restricted to developments in each province over a longer period of time would provide more complete views of these developments. While each study would be important in itself, combined

they should throw additional light on the development and evolution of higher education in the Northlands regions of the Prairie Provinces.

2. The importance of institutional cooperation in providing post-secondary education services to the North has been observed. Two of these endeavors deserve more independent and in-depth attention: The North Peace Adult Education Consortium and Inter Universities North. It would be interesting to see how the growth of these cooperative endeavors should be managed and their effectiveness assessed and/or under what circumstances and controls such arrangements should be encouraged.

3. It has been concluded that the structure and operation of inter-institutional organizations in higher education are inimical to many institutional management principles. A study of the unique nature and characteristics of interinstitutional organizations in higher education based on principles of interorganizational analysis should lead to a clearer understanding of these interacting organizations.

4. A study which analyzed the relative influence of interest groups upon the development of higher education services in the North might produce valuable data. Focusing on the distribution of political resources and the strategic opportunities these provided to the interest groups might reveal the importance of specific interest groups in influencing government policy and action.

Conceptual and Theoretical Insights

1. This investigation implies that the conceptual framework for investigation was useful, that it provided insights into significant aspects of the efforts made to decrease social, economic and geographic

barriers which restricted access to the benefits of university education for individuals residing in Northern communities. Thus, while the major focus was on a description of these efforts, the importance of considering the strategic environment and the opportunities or limitations which it presented for individuals in their choice of action became more significant. The results of the analysis suggested that the historical development of higher education in the North is probably not too well understood without attention to the climate of opinion and ideas which limits possible actions.

2. This study implies that the action of individuals exercised considerable influence over the development of university programs available to Northern communities. Officials in Alberta, Saskatchewan and Manitoba mobilized other individuals by forcing them to act. From an analytical point of view, it therefore appears that an important question to ask in the study of organizational development is still: Who did what, when and how?

3. Case studies tend to be unique, are often isolated and involve different issues and questions. These tendencies make it difficult to generalize because comparison is difficult. Yet, comparative case studies which apply similar questions, methods of analysis, and interpretive frameworks to a selected set of issues do reveal important generalized aspects of system development without losing a sense of the complexity and nuances which characterize case studies.

Some Practical Suggestions for Decision-Making

1. This study implies that cooperative arrangements are a politically acceptable response to providing desired university programs to Northern communities. It also implies that commitment of institutional heads to the ideals of cooperation is a key factor to success. This suggests that these individuals try to answer the following questions: How can the commitment to the ideal of institutional interdependence be strengthened? How can the perception of an equitable commitment among institutions to the goals be created? How can the lack of trust, or the suspicion that other institutions might gain greater benefits, be assessed and overcome in order to engage more fruitfully in collaborative work? How can administrative procedures be devised which are responsive to problems in interinstitutional relationships?
2. The absence of clearly articulated and distributed policy statements and major strategic goals at the provincial levels posed difficulties at the institutional level to develop plans systematically and consistently. Provincial coordinating agencies should consider carefully what balance between central planning which provides direction and institutional planning which reflects initiative and Northern needs is more desirable and politically acceptable.
3. This investigation implies that a course delivery mode which systematically integrates interactive technologies into the teaching process, using a land and satellite based communications network might be an acceptable alternative to the more conventional modes of program delivery. Examples of distance teaching technologies were in place in

Alberta. However, answers to several questions are required. What agency would be responsible for development and maintenance of all infrastructure and generally act as a utility serving the needs of individual components of the system? Who would be responsible for program format and program content development? What specific target groups for the development of programs in the Distance Education mode have been identified? How can existing telecommunication and computer based teaching technologies be exploited in the interest of maximizing access to university programs for Northern people?

FOOTNOTES

¹The higher costs can be attributed to a number of factors, but primarily seemed to be related to greater distances and sparse population of the Northern regions. The three provincial governments clearly recognized the higher cost involved in Northern education.

²REDEAL operated under the auspices of the Alberta Innovative Projects Fund of Advanced Education and Manpower and Athabasca University. Eleven research studies investigated a wide range of topics over an eighteen-month period ending on October 31, 1980. The studies focussed on relevant issues in learning at a distance and provided useful information on specific local conditions and identified related activities at a national and international level.

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APPENDIX A

Appendix A.
(Footnote #61).

**Post Secondary Education until 1972 - An Alberta Policy Statement -
Honourable Robert Clark, January 1970**

Introduction

On June 24, 1969 the Alberta Government created a Commission on Educational Planning under the direction of Dr. Walter H. Worth, former Vice-President of the University of Alberta.

The Commission was authorized to launch a broad scale inquiry into current social and economic trends within Alberta and their educational consequences for Albertans over the next two decades. It was asked to study the total educational system in Alberta and to set out ways in which this system will need to be modified and changed in order to meet the educational needs of future generations.

The creation of the Worth Commission underlined the Alberta Government's concern for preparing for the challenges of the future. One of the greatest of these challenges is the continuous reform of our post-secondary educational system to serve the needs of Albertans.

However, the Worth Commission will not deliver its report until 1972. There is therefore a strong need for a clear statement of interim government policy with respect to the administration of the post-secondary educational system between 1970 and 1972. Such a statement of policy is needed equally by educational administrators, students and parents.

It is hoped that this statement of policy will constitute a clear and concise indication of the government's intentions in the post-secondary educational field for the next two years.

Robert C. Clark
Minister of Education

The Post-Secondary System: General Guidelines

In reaching conclusions on the many perplexing and complex problems yet to be resolved in the post-secondary field, the Government is guided by certain basic guidelines. Until 1972 these will constitute the foundation of government policy on the education of Albertans beyond high school:

Clark, Robert. "Post Secondary Education Until 1972: An Alberta Policy Statement." Edmonton: Dept. of Education, 1970. Unpublished manuscript released by the Office of the Minister of Education. Reproduced by permission of Robert Clark.

1. All Albertans who are capable of benefiting from undergraduate education in one or another of Alberta's universities should be provided with the opportunity to do so.
2. While university research and graduate study are important, first priority in university effort should be placed on undergraduate instruction and professional instruction after the first degree.
3. The Government considers that all fees charged by the universities should be maintained at their present level.
4. There is a need for an expanding provincial university system. At the same time, however, universities must accept increasing responsibility for accountability in costs and for the establishment of priorities in expenditures consistent with the social and economic needs of the province.
5. Every attempt should be made to provide opportunities for Albertans seeking non-university post-secondary education in colleges and institutes of technology.
6. Accordingly, there will be continued development of a college system providing comprehensive programs to meet the needs of students having a wide range of interests and talents.
7. The Government is equally dedicated to the continued expansion of such other important post-secondary institutions as the Institutes of Technology.
8. The two year comprehensive college with university transfer programs of that length constitutes a desirable terminal objective for the college system.
9. The Government supports the commission form of government as an effective structure for the co-ordination of post-secondary education.
10. Decentralization of post-secondary educational opportunity, wherever economically feasible, will continue to be supported.
11. The Government will continue to administer a comprehensive and flexible financial assistance program for students to ensure that those capable of benefiting from further education are able to do so.
12. All post-secondary institutions are expected to seek new and alternative means of conducting their affairs so that the quality and efficiency of their educational efforts can continue to improve without a corresponding increase in costs.

Universities

The Government has established, through the Universities Act of 1966, a university system for the Province. Each of the three universities that currently make up the total membership of the system, the University of Alberta, the University of Calgary and the University of Lethbridge has been granted wide powers under the Act to develop programs and to provide instruction consistent with the traditions of academic freedom enjoyed by Canadian universities. Since each university is part of the provincial system, however, it works within the limits imposed by this membership.

The Universities Act provided for the establishment of a Universities Commission consisting of a full time chairman and eight other persons drawn from the public at large to co-ordinate the efforts of the provincial university system.

Apart from student fees, which currently support approximately 15 per cent of the total cost of current operation, the universities of the province draw their support almost exclusively from provincial revenues. Ultimately Alberta receives yearly grants from the Government of Canada, roughly equivalent to one-half of the operating expenses of all post-secondary institutions including universities; the Alberta Government must, however, allocate during each fiscal year sufficient funds to support the universities. Further, it must provide, without any assistance other than from public subscription, all the funds necessary to meet the universities' needs for buildings and equipment.

The Government looks to the Commission for advice on university finance. While reserving the right to decide the final amount to be allocated for the support of the university system—having in mind social priorities and the capacity of the provincial economy—the Government is guided by the recommendations of the Commission. Further, once the total amount of university funds has been decided, the Commission has the responsibility for distributing these funds among the universities. The Commission is expected to improve its analytical processes still further and among its other responsibilities, will co-ordinate the expansion of services within the system in order to prevent unnecessary duplication.

In effect, the Commission is expected, along with the Board of Governors, to give voice to the public interest in the development of an outstanding provincial university system. At the same time, the Government recognizes the dedication of the university staffs towards the achievement of excellence in their several institutions.

During these recent years of rapid university expansion, capital investment has been a major expenditure. The Government has during the five year period to end in 1972 allocated \$185 million towards the provision of facilities and equipment on the three campuses. The Government will announce before the termination of the current five year period a sum to be allocated during the

succeeding five years for those facilities necessary to accommodate Alberta students seeking a university education. The broad guidelines for expansion of the three campuses are as follows:

University of Alberta

The maximum enrolment for the University of Alberta has been set at 25,000. This target will permit the most complete use of the land available to the University without unduly taxing public services. This enrolment ceiling will provide the University with the opportunity of exploiting to the full the economic and education advantages of large scale operation.

The government recognizes that, despite the attractiveness of small institutions, most of the great universities on this continent have enrolments exceeding 20,000. With such members, a balance can be struck between graduate and undergraduate education and between the general and professional faculties. Depersonalization does not automatically follow from size; and there are good reasons why the modern large university, with its many faculties offering a multitude of varied programs, has become typical in North America. Accordingly, the Government expects the University of Alberta, in keeping with the guidelines outlined earlier, to determine the appropriate emphases among its various faculties. The Government is confident that the University staff and its Board of Governors under the broad guidelines set by the Universities Commission will develop programs in the best interests of the Province.

University of Calgary

The Government is pleased with the rapid expansion of programs and enrolment at the University of Calgary. While at this time no limits in size need be struck, the Government anticipates that enrolments in the University of Calgary will ultimately be comparable to those of the University of Alberta and that its many programs will either duplicate or complement those offered on the older campus. The Province needs these two major centers of higher education with the rich and creative educational environment that the modern university can provide.

University of Lethbridge

With the Province having two universities of the "multiversity" type, the Government considers that further additions to the university system should meet regional needs or reflect other unique purposes. The Government expects the University of Lethbridge to meet the needs of an important region in the Province and anticipates that the University will develop programs in keeping with this commitment.

The Fourth University

An examination of enrolment projections in relationship to accommodation within the university system reveals two significant facts: the University of Alberta will reach its 25,000 limit by 1973, and although student places will still be available within the total system, the other universities must meet the demands of expanding enrolments from the regions which they now serve. While the University of Calgary is dedicated to serving the interests of Alberta students, it should, of necessity, first provide accommodation for students from the Calgary region.

Accordingly, the construction of a fourth university must be commenced immediately to be completed within three years.

The siting of the fourth university has been a matter of grave concern to Government. Two differing views could influence a decision on the location of additional university service. A university might be located in an area of rapidly expanding population to meet the pressures of mounting enrolments or it could be sited in a region with less dense population to stimulate overall economic development which would eventually create additional enrolments. Each view has strong supporting arguments.

The Government has chosen to follow the first view in locating the fourth campus of the provincial university system. It proposes to locate the fourth university in the Edmonton metropolitan region.

It does so for these reasons: the University of Alberta will be required to limit admissions by 1973 to keep within the 25,000 enrolment ceiling. At the same time, the demand for university facilities in the Edmonton region is increasing rather than diminishing. Population projections forecast a metropolitan community of over 600,000 within the next five to ten years, an increase equivalent to a city of 250,000 people. No other region in the Province has, or will have, equivalent demands for university accommodation within the next decade.

Finding a location for the fourth university within the Edmonton region has received careful and objective study. The Government had the choice of at least five attractive sites within suburban communities neighboring on Edmonton. It has chosen a site near the town of St. Albert north of Edmonton. The Government arrived at this decision through the best available advice on such factors as the new university's accessibility to its major source of students and the availability of public services. It is anticipated that more than 70 per cent of the university's enrolment will come from the Edmonton region.

The Government proposes to appoint a Board of Governors for the fourth university early in 1970 with an immediate commitment to plan a campus for 5,000 students. While recognizing the importance of granting this board the widest degree of freedom in planning the new university in consultation with the Universities Commission, the Government will, nonetheless, set certain guidelines for its development.

The Government considers that this new member of the university system should reflect unique educational objectives. The university should limit its undergraduate programs to faculties in arts, science and education. At the graduate level, the Province's fourth university should stress the humanities and the social sciences. With its major research efforts limited to disciplines in these fields, our fourth university should contribute uniquely to the cultural and social life of the province.

The Colleges

A. College Administration

In 1969, the Province assented to Bill 70, which was proclaimed in its entirety on October 1st, 1969 as an *Act Respecting a Provincial College System*.

Through this Act, the Government accepted the commission form of administration as the most effective structure for the co-ordination of the college system. The primary functions of the newly appointed Colleges Commission are to provide leadership to the college system, to co-ordinate the activities of the members of the system and to act as intermediary between the system and the government, and between the college system and other systems.

In keeping with its commitment to a policy of local autonomy in the governance of the internal college affairs, the Government will appoint a Board of Governors to administer each college. To provide for participatory decision making, each board will include one academic staff member and one student representative. Each board is empowered to establish policies with regard to the conduct of the affairs of the college.

B. College Facilities

In attempting to provide educational facilities for all Albertans who wish to pursue their education beyond high school level outside of the universities, the Government will continue to develop an expanding college system.

To this end, the Province has embarked upon an expanding college campus construction program. Approval has already been given for new campuses at Medicine Hat. Plans are underway for the establishment of a new college

campus at Grande Prairie. Major extensions to the facilities in existence at Red Deer and Lethbridge have been approved.

The Government proposes to establish a sixth college to be located in Edmonton which will accommodate approximately 5,000 students in its first phase of operation. To implement this new educational service as rapidly as possible, the Government is giving thought to employing a number of temporary facilities, including the Northern Alberta Institute of Technology. While plans for the permanent Edmonton College are not yet complete, consideration is being given to locating it in a downtown site which should facilitate the greatest possible interaction between the college and the community.

By 1975, the Alberta Government will have accommodation for approximately 14,000 students in the six public Colleges in line with the government's commitment to decentralization of educational opportunity.

C. Functions and Objectives

The Government views the public college in Alberta as a truly comprehensive two year post-secondary institution providing training and education for students having a wide variety of interests, aptitudes, and types of intelligence. In keeping with this view, the Government accepts the "open door" policy of admission. The typical entrance requirement will be a high school diploma, but adults will be accepted irrespective of their high school achievement.

In the Alberta college system, emphasis is placed on the student so that with proper guidance, counselling and instruction he will find programs suited to his and society's needs. The objectives of the colleges are, therefore, to broaden the scope of higher education in the Province, to ease the problem of access to its benefits, to assist students who have dropped out of school toward further education, and to serve in some areas as community centres for cultural activities. This means that colleges will provide, in addition to university transfer programs, technical and vocational programs, academic upgrading for those who seek entry to more advanced programs, education beyond the high school level and continuing education for interested adults.

D. College Financing

Since the Government has elected to support the college system from the general revenues of the Province, it is committed to providing sufficient operating and capital funds for the colleges in the six locations referred to above. Projected capital costs for the next three year period will be in the neighborhood of \$42 million for the entire system.

These expenditures will provide the people of Alberta with six truly comprehensive two year public colleges located in Edmonton, Calgary, Medicine Hat, Lethbridge, Grande Prairie, and Red Deer.

Technological Education

The Government will continue to provide adequate programs of technical and vocational training designed to serve the needs of Albertans and of industry and business in the Province. Most of these programs are offered in institutions operated directly by the Department of Education, and the Government proposes to increase materially the type and extent of these programs by increasing accommodation in these institutions.

A. Institutes of Technology

The Northern Alberta Institute of Technology in Edmonton and the Southern Alberta Institute of Technology in Calgary make major contributions to the Government's total program of technical and vocational education. These Institutions will, between now and 1972, continue to be characterized by their polytechnical nature in that they offer a variety of programs at the semi-skilled, skilled and semi-professional levels in a wide range of occupations including engineering, business administration, social sciences and health services.

Master plans for the two campuses are being developed which will permit the Institutions to service more than 5,000 day students each by 1973-74.

The planning for these facilities includes ancillary facilities. Considerable time will be required to complete all developments proposed by the master plans but accommodation will be increased significantly during the next three years.

During this time, the Government expects to complete at the Southern Alberta Institute of Technology phase one of a technical and trades building, a new Alberta College of Art, some parking and a number of renovations to its existing facilities.

Expansion at the Northern Alberta Institute of Technology over the next three years will depend to some extent upon the acquisition of additional land and a satisfactory solution of traffic patterns in the area of the campus. The precise plan which will govern the expansion of NAIT is still being studied, and several alternatives are being examined.

The Department of Education provides training programs under the Provincial Apprenticeship Training Program and the largest part of this training has been provided in our two Institutes of Technology. The need for this training continues to grow, and projections show an increase of approximately 1,000

apprentices over the next three year period. To provide for these in the interim period until physical facilities at the two Institutes are completed, steps will be taken to provide both NAIT and SAIT with additional shop facilities off campus.

B. Vocational Training Centres

The Province's vocational training centres offer programs designed to meet the needs of adults requiring pre-vocational and occupational preparation, especially in the areas of service and semi-skilled occupations.

A new Alberta Vocational Centre in Edmonton is currently under construction and expected to be completed by January, 1971. This institution now offers programs in three different locations in Edmonton and it is intended that all these will be housed in the new building.

In addition, space will be provided for the existing Alberta Vocational Commercial Centre and the Provincial Nursing Aide program as well as the X-Ray Laboratory program administered by the Department of Health.

When fully completed, this centre will have accommodation for 900 day students in a variety of programs.

The Government also proposes to provide a new building for the Alberta Vocational Centre in Calgary. The program offerings will be similar to those for the centre in Edmonton. Because of design problems associated with the urban renewal scheme, this centre is not expected to be completed until August, 1971 at the earliest.

The Government will continue to operate the recently expanded Alberta Vocational Centre at Fort McMurray. The expansion of this institution will depend upon industrial growth in the northern half of the Province and the results of ongoing study.

Additional facilities are being currently provided for the Alberta Petroleum Industry Training Centre in Edmonton. These facilities will permit the Government to expand pre-employment and upgrading programs offered at this unique institution over the next three years.

C. Other Programs

The Government proposes, in co-operation with the Federal Department of Manpower and Immigration, to arrange for increased training to meet the purposes of Canada Manpower not only in the institutions described above but also through expanded training programs offered directly in industry.

Agricultural and Vocational Colleges

While the Agricultural and Vocational Colleges are directly administered by the Department of Agriculture, the government views them as being a part of the system of post-secondary institutions serving the Province. In keeping with this view their development is being coordinated with development of other types of post-secondary institutions.

These colleges have provided service for many years and have played a vital role when the majority of the population resided on farms. As the urbanization trend has developed and as the needs of the farm population have changed, the Agricultural and Vocational Colleges have developed programs to satisfy these new needs in related management and technical skills. In this regard further study is underway to determine the functions to be served in the future.

APPENDIX B

ATHABASCA UNIVERSITY

ATHABASCA UNIVERSITY

A REPORT
PREPARED BY

Joachim von Stein

March 1984

ATHABASCA UNIVERSITY

Alberta's fourth university was established on June 25, 1970, by Order in Council 1206/70; a creature of the Cabinet and not of the Legislature. The new university was to be located at a site near St. Albert, named Athabasca University, and its curriculum and instructional objectives subject to the following conditions:

- (a) The primary mission of the university will be the development of excellence in undergraduate studies.
- (b) Undergraduate studies will be limited to the arts, sciences and education, with particular attention to the application of the humanities and social sciences in related professional fields.
- (c) The development of a program of graduate studies is not expected to take place in the immediate future. Development of such a program will be contingent upon the approval of the Alberta Universities Commission and the amendment of this Order in Council by the Lieutenant Governor in Council.
- (d) The university is expected to explore and to institute if deemed desirable, new procedures in curriculum organization and instruction.

An "Interim Governing Authority" was appointed "to undertake the planning of the university and such other actions as are deemed essential to make the university operative."¹ The first meeting of Athabasca University Interim Governing Authority was held at Government House in Edmonton on July 2 and 3, 1970. The Minutes of the First Regular Meeting revealed discussions ranging from instructional methods, aims of curriculum, changing values, architectural influences on students, etc., to the necessity of engaging a president and the use of a systems approach. The magnitude of the task before the Authority was highlighted when Mr. Bathory of the Department of Public Works made his presentation. He suggested that planning is already several months behind and stressed the avoidance of wasted time on important decisions. He suggested a student population of 10,000 by 1979 and plant expenditures of 70 million.²

The efforts and the dedication of the first Governing Authority were stated by Hughes:

. . . the members set about marshalling their collective energy, talent, and thoughts to do whatever was necessary to make Athabasca University a functioning reality.

. . . throughout the history of the first Governing Authority, innovation in higher education became the cornerstone of its thinking - not change for change's sake, but new ways of doing things, new approaches to the problem of size and impersonality that were crippling the more established universities.

. . . there existed a genuine and abiding fidelity to the idea of creating a truly new university at the forefront of the educational frontier - a true alternative.³

The Governing Authority of Athabasca University developed an Academic Concept which redefined "A Liberal Education"; stressed individual study, a modular organizational structure which provided for close faculty-student contact, innovative instructional methods, and the use of new educational technologies.⁴

The turbulent history of "The First Athabasca University" was recorded by Hughes (1980). His description encompasses the period from June, 1970, to December, 1972; from Order in Council 1206/70, a time of productive planning and high expectations, followed by a period of suspicion⁵ and uncertainty, to Order in Council 1986/72 which re-established Athabasca University with a revised mandate. Athabasca University, originally intended to serve thousands of students in northern Alberta was reduced to a "pilot project".⁶ In his conclusion, Hughes stated:

The great mistake in the first Athabasca University was that the relationship between the Government (whether Social Credit or Conservative) and the University was never clearly established. In Canada, as in most democracies, there is a strong tradition bordering on inviolable principle that governments of themselves have nothing to teach. The government's responsibility extends to ensuring that education is properly funded and that it is reasonably accessible to all its citizens.

Education and politics are, or should be, immiscible. Because Athabasca University depended on the government of the day for both its funding and its continued existence, by virtue of the fact that it was a creature of the Cabinet and not of the Legislature, the Government and its civil servants intervened in matters that properly were the responsibility of the Governing Authority, and jurisdictional lines became dangerously blurred. The locus of authority at Athabasca University was only nominally vested in the Governing Authority. Because of its peculiar upbringing by Order in Council, Athabasca University was forced into bed with the Government and the results of this liaison were predictable.⁷

Athabasca University was established in June 1970, soon after two events of major significance occurred. First, the rate of increase in enrollment at the University of Alberta dropped sharply. In 1971 all three universities in the province experienced their first enrollment decrease in twenty years, an event which had not been anticipated by planners and one which could not be explained by population configuration. Views of university education as an economic and social investment, however, were changing. Economists began to refute the conventional theory that investment in university education contributes directly to economic growth and young people had begun to challenge the assertion that university education necessarily leads to highly paid employment and better standards of living. The role of Athabasca University as a relief valve for student enrollment pressure came into serious question when the enrollment at The University of Alberta dropped from 18,345 in 1970 to 18,243 in fall of 1971. The second major event was the defeat of the Social Credit Party by the Progressive Conservative Party under Peter Lougheed in the election of August 30, 1971. The 1971 election campaign of the Progressive Conservative Party had stressed the need to curtail government spending in order to curb inflation and the need to make the administration of higher education more cost effective. For this purpose, the creation of a separate Department of

Advanced Education had been emphasized.⁸

On May 30, 1972, the Minister of Advanced Education, James Foster, with the concurrence of the Cabinet announced that the Government was not prepared, in view of enrollment trends, to proceed with building plans for Athabasca University, nor would it approve the campus location selected by the former government.⁹ The Government did respond, however, to a proposal put forward by Dr. T. C. Byrne, the President of Athabasca University, and authorized the University on December 20, 1972, by Order in Council 1986/72 to undertake a pilot study, whose purpose was to demonstrate that university courses would be developed and delivered to students for home study, and to prove that there were enough Albertans who wanted and would benefit from this service.¹⁰

The pilot project was developed around three core courses: World Ecology, The Scientific Context, Ancient Roots of the Modern World, and An Introduction to the Study of Human Communities. The first students were enrolled in October, 1973, and within two years over five hundred students had registered. These students ranged in age from eighteen to eighty, came from varied occupations, and lived anywhere from large urban centres to isolated northern hamlets.¹¹ The courses were delivered through a combination of correspondence techniques, audio-tapes, in-person tutorials, and at times television programs. In 1975, L. W. Downey Research Associates Ltd., submitted its report "The Athabasca University Pilot Project: Report of an Assessment" to the Minister of Advanced Education.¹² The report stated that Athabasca University was successfully serving a distinctive non-residential clientele, who would not likely attend more traditional institutions of higher education and it predicted that this service and

further experimentation in methods of teaching and learning would form the basis of Athabasca's contribution to higher education in Alberta. Apparently the Government agreed that the pilot project had demonstrated that home-study fulfilled a definite need. On November 6, 1975, a news release from the Department of Advanced Education and Manpower¹³ stated that Dr. A. E. Hohol and the Cabinet have approved the establishment of Athabasca University as a permanent baccalaureate university. The news release also stated:

Since the pilot project established a definite need for its non-traditional services, Athabasca University has been granted permanent status to serve those who by choice or circumstances cannot avail themselves of degree level studies available at other universities in Alberta. This includes residents of isolated northern communities and rural areas as well as persons who wish to study while working full or part-time.

It will also serve as credit coordinating agency where students may assemble credits earned at other institutions and where they may complete an undergraduate degree program with appropriate integrating courses.

University transfer program services will also be provided to the Keyano and Lakeland college regions.

The transition of the university from pilot project to permanent status in the months ahead will be governed by the availability of funds and anti-inflationary measures observed by the government, Dr. Hohd said.

The pilot period (December, 1972, to December, 1975) had come to an end. It had been a period of uncertainty, yet of considerable significance in the short history of Athabasca University. The University had 650 single course registrations distributed among its three first generation courses; it had produced high quality learning materials designed to assist in the process of distance teaching; and it had begun the development of a Baccalaureate in Administrative Studies. The Governing Authority had established the Athabasca University Academic Council in 1974 and given it the mandate to undertake academic planning and to initiate and approve

decisions related to the instructional system. The Council was chaired by the President and its membership included two representatives from the Governing Authority and six members elected by the permanent staff.

The 1975-76 academic year also saw the departure of three members of the Governing Authority. Mr. Merrill E. Wolfe, chairman of the Authority since 1971, died on July 24, 1975. His contributions to the University during its most difficult years were substantial. Dr. E. Staples resigned, and Dr. T. C. Byrne, the first President of Athabasca University, gave notice of his impending retirement. A search for Dr. Byrne's replacement was initiated and a new president, Dr. W. A. S. Smith, Dean of Arts at Simon Fraser University, was appointed. He took office on October 1st, 1976.¹⁴ Athabasca University had weathered the storm, or so it seemed.

The November 1975 announcement of permanent status gave some assurance to the Governing Authority and the staff; however, the necessary legislation had not been passed. Another controversy over the permanent existence of Athabasca University took place in early 1976. The atmosphere of uncertainty was not removed until May, 1978, when Athabasca University was formally established by the Government of Alberta under the authority of the Universities Act. At that time, Athabasca University had become the fastest growing university in Canada. As such, it had to cope with problems usually encountered by rapidly expanding institutions; the need for adequate facilities, financial security, and planned development.

By 1975, the facilities provided by the Government to house the pilot project had become insufficient in quantity and inadequate functionally.¹⁵ The Governing Authority made estimates of longer term space requirements

and began negotiations with the Minister on that issue. During these negotiations, the matter of a permanent site was explored and investigated by the Government. It had become obvious that the original site in St. Albert was unacceptable to the Cabinet. At the December 1975 meeting of the Governing Authority several possibilities were discussed and the following resolution was passed:

That the Governing Authority favors a permanent site for Athabasca University that is within Edmonton, on the north side of the Saskatchewan River, as close as possible to city centre, and of sufficient size to permit future developments and expansion.

In the light of a Government freeze on the construction of capital facilities for colleges and universities and a policy of fiscal restraint, the continued controversy over the permanent existence of the University, and the Government's avowed policy of economic decentralization, discussions on a permanent site were suspended for several years. Instead the government made an addition to the northwest Edmonton building. From 1976 to 1979 the University's program expanded and the demand for its services increased dramatically. Obviously more space was required to accommodate additional staff and production facilities. Space was leased in adjacent buildings. Since leasing of facilities, in Alberta, is funded through operating accounts, the magnitude of the University's lease account grew. It became an increasingly more significant element of requests to Government for operational grants. The matter of a permanent site thus became a growing concern of the Minister of Advanced Education and the Cabinet. The issue of a permanent site was not resolved until March 5, 1980, when the Government announced its decision to relocate Athabasca University in the town of Athabasca, in spite of the University's opposition.

Long-range planning, or more significantly the rational implementation of these plans, requires financial predictability and fiscal resources adequate to fulfill an institution's given responsibilities. The Governing Authority and President Smith pressed the special case of Athabasca University on the Minister of Advance Education. In February, 1977, Dr. Smith requested some indication from the Minister on "our probable future prior to effecting a major reorganizational plan for the University."¹⁶ Dr. Smith also made it clear that a budget reduction from 2.5 million dollars to 2.3 million dollars, for the 1977-78 budget year, would be "a hold fast or a survival budget." It would not permit the University to respond to the needs which it had identified. Another concern to the Governing Authority was the Minister's suggestion that emerging institutions like Athabasca University and the Banff Centre would have to arrange their financial affairs such that they could be assessed according to criteria common to other more established institutions. Adherence to a percentage increase on a base budget for an institution in its early stages of development appeared to the Governing Authority as highly undesirable. The actual provincial operating grants made available to the University are presented in Table 1.

TABLE 1
OPERATING REVENUES, EXPENDITURES AND AVERAGE COSTS - ATHABASCA
UNIVERSITY

Year	Operating Revenues			Total Operating Expenditures	Weighted Enrolment Current \$	Enrolment Constants \$
	Provincial Operating Grants	Tuition and Fees	Other Revenues			
1975-76 Actual	1,400,000	9,800	24,000	1,118,000	1,540	2,468
1976-77 Actual	1,443,000	59,400	42,200	1,968,000	1,566	2,215
1977-78 Actual	2,300,000	118,500	45,600	2,512,000	1,457	1,882
1978-79 Actual	3,500,000	312,900	89,300	3,773,000	1,192	1,419
1979-80 Actual	4,016,000	525,800	113,900	4,485,000	1,212	1,326

Note: Current dollars converted to constant 1980 dollars using the National Accounts implicit price deflator for government services expenditures.

Source: Athabasca University

Operating revenue, expenditure, and average cost data are presented in this table. It should be noted that over the period for which data is shown, provincial operating grants have declined as a proportion of total operating revenues, from more than 97 percent in 1975-76 to approximately 86 percent in 1979-80. Thus, the provincial grant source of funding has been called upon to support a progressively lower proportion of total operating expenditures. The data also appear to support the assumption that open learning and distance education systems are capable, after reaching some critical minimum volume, of serving increasing numbers of students without commensurate increases in total cost.

TABLE 2

COURSE ENROLMENTS 1975-76 TO 1979-80 - Athabasca University

Year	Liberal Studies	Applied (Admin.) Studies	New Applied Program	Total Course Enrolments	Weighted Enrolments ¹
1975-76 Actual	726	-	-	726	726
1976-77 Actual	1,255	15	-	1,270	1,257
1977-78 Actual	1,525	291	-	1,816	1,724
1978-79 Actual	2,800	946	-	3,746	3,164
1979-80 Actual	3,209	1,475	-	4,684	3,701

Note: 1. Course enrolments in all courses weighted to six credit hours course equivalents.

As the data in this table indicates, enrollments at Athabasca University have increased rapidly since 1975-76. Athabasca University drew students from many geographic areas in Alberta, a substantial number from British Columbia through a special arrangement with North Island College, and from several other Provinces. Approximately one quarter of the Alberta students enrolled live in the study area: Northern Alberta.¹⁷

The increased enrollment and the expanding services, which charac-

terized the period from 1976 to 1980, was based on and made possible by a comprehensive planning framework for the development of the University. In December, 1976, the University community endorsed short -and long - range academic development guidelines. A subsequent document entitled Athabasca University: A Framework for Development, 4 July, 1977, became the basis for ongoing discussion with the Alberta Government on future directions and development for the University. The document outlined program directions and resource requirements for the five year period 1978-1983. Dr. Smith in his President's Message stated:

The plan recommends balanced development in the provision of non-curricular and curricular programs and services. It calls for an extension of student services. Improvement in our instructional services includes an expanded system of learning centres and an increased team of local tutors living in communities throughout Alberta. Directions fro academic program development focussed on three theme areas: the completion of our undergraduate liberal studies core; a concentration on administrative studies [with emphasis on Band Management for the Native community], public administration, small business management, and labor studies; and a concentration in the applied social sciences which will be applicable to a wide spectrum of the helping professions.¹⁸

The planning document also outlined the proposed evaluation and research policy for the University as well as its organizational structure. It recommended a unicameral form of governance in which academic and financial affairs are considered by a single council.¹⁹ A unicameral system was informally implemented in 1977 and regulations permitting the University to continue its single council approach to its governance were enacted in April, 1978.²⁰

On April 12, 1978, Dr. A. E. Hohol, Minister of Advanced Education and Manpower, announced that Athabasca University in Edmonton has been approved as a permanent self-governing post-secondary institution with

a unicameral system of governance. "The new Athabasca University regulations, within the Universities Act, allow the governing council to exercise and perform the powers and duties of a board of governors, a general faculties council, a faculty and school council, and a senate. In its performance of the chancellor function, the council will also arrange for the conferring of degrees," Dr. Hohol elaborated.²¹ The legislation determined that the governing council will consist of a maximum of 23 members, of which more than half will be public representatives; the president and the two vice-presidents, one student, one non-academic staff, and five academic staff members also will be included in the council.²² April 12, 1978, is an important date in the short history of Athabasca University. The dedication, enthusiasm, commitment and sense of mission of the Governing Authority and the staff were rewarded by this recognition as a permanent, self-governing institution. This development, placed in the context of the University's planning document Athabasca University - A Framework for Development, allowed the University for the first time not only consciously electing to move in a direction, but also to develop in that way.

The Governing Council continued to place strong emphasis on strategic planning (long term planning) while it devolved more of the day-to-day planning to the administration. The Council feared that the changeable environment and the ambivalent attitude of government could easily create a confusion of aims within the institution. In order to reduce the confusion, a high degree of centralization of the planning process was considered necessary and the President was made the locus of the process.²³

March 5, 1980, the day when the Minister of Alberta Advanced Education and Manpower announced that the town of Athabasca had been selected by Cabinet as a permanent site for Athabasca University, became another significant date in the short but turbulent history of the University. The announcement came as a shock to senior officers of the University and as a disappointment to the Governing Council who had provided Cabinet repeatedly with submissions in which they argued that real, functional decentralization can best be attained by locating the central facilities within commuting distance of a major metropolitan area; more specifically they recommended permanent location in the greater Edmonton region.²⁴ The Governing Council was, of course, aware of the Government's policy of economic decentralization and of the fact that the Cabinet was actively considering a site other than Edmonton. They were, however, under the impression that the decision would be made in consultation with the University.²⁵ The Athabasca University Faculty Association also had clearly indicated its preference for a location in the greater Edmonton region.²⁶

Reactions to the March 5, 1980, announcement came swiftly and strongly. The Athabasca University Faculty Association held a meeting on March 7 and passed three resolutions unanimously:

That the AUFA wholeheartedly condemns the recent proposal by the government to move the University to the town of Athabasca. The government has totally ignored the strong representation of the University, its Governing Council, and its staff that any move outside the metro area will be to the detriment of our students, and to the University's mandate of distance education.

That the AUFA urge the members of Governing Council, including the chairman, not to resign from the Council, and to stand for reappointment in the spring of 1980. The AUFA also urges Council members to make it clear to the government of the Province of Alberta that they are choosing to remain on Council, rather than resign, in order to more effectively demonstrate the right of Athabasca University to make its own decisions concerning the future of our institution.

The AUFA, in condemning the recent proposal by the Government to move Athabasca University outside the Edmonton metropolitan region, wishes to draw the attention of members of the Legislative Assembly and the public to the gross misappropriation of public funds which this move will imply. Athabasca University has for the last several years been refused adequate funding to allow for growth of the University. The Athabasca University Faculty Association maintains that it is the extreme of ironies to now propose a move that will cost vast sums of taxpayers' money to merely allow the University to continue with its existing level of service. An equivalent investment of such funds in the University's existing operation would allow us to extend in a significant manner the University's level of service to the people of the province.

The Governing Council held a special meeting on March 11, 1980, at which they questioned the Minister on the announced relocation of the University. After lengthy debate they passed the following resolution:

Be it resolved by the Governing Council of Athabasca University in a meeting duly and specially called on March 11, 1980, that:

- a. it is extremely disappointed by the lack of consultation on the part of the Government of Alberta in dealing with the important issue of the relocation of Athabasca University, and
- b. it is very concerned about the short term impact on the University and its staff of the Government's relocation decision, and
- c. it stresses the importance of continuing a meaningful Provincial Government financial support for not only the relocation of the University, but for its continuing operation and growth in its new location, and
- d. it is committed to working with the staff and students of the University, the Town of Athabasca and the Province of Alberta to facilitate what will be for some a very difficult transition, and
- e. it is committed to the long term success, vitality of growth of Athabasca University in meeting a very important need in the field of distance education.

This resolution produced strong reaction from the staff and as a result a general meeting was called on March 12 to discuss the matter.

At this meeting President Smith announced his resignation based on his refusal to accept the decision to relocate the University. The Governing Council was urged to reconsider its position and the Minister was asked to establish an independent commission to examine the location requirements. The Minister responded on March 14 that the Government's decision was final and no such commission would be set up.²⁷

Confronted by increasing staff opposition to its March 11 resolution, the Governing Council at its regular March 31 meeting agreed to the establishment of "a commission to study the consequences and requirements of implementing the decision to relocate Athabasca University to the Town of Athabasca." The Commission's mandate, objectives and terms of reference were confirmed at the April 28 meeting of Council. Pressed by a large staff delegation, the Council also passed a resolution which stated that the Council will reconsider its official reaction to the Government's announcement to relocate the University upon receipt of the final report of the Commission on Relocation Planning.²⁸ The Commission for Relocation Planning became operational in June, 1980, with the appointment of Barry L. Snowden, Vice-President, University Services, as Commissioner. The Commission submitted its report on January 8, 1981.²⁹ Based on its findings, the Governing Council "resolved to reaffirm its earlier acceptance of the decision to locate the University permanently in the Town of Athabasca."³⁰ Alberta's fourth university will finally be established on a permanent campus located in Northern Alberta.

FOOTNOTES

1. O.C. 1206/70. Edmonton: June 25, 1970.
2. The anticipated student enrollment of 10,000 was based on the process of extrapolation based on the regularity of 12 and 13 percent annual growth in student numbers of the preceding ten years.
3. Hughes, L.J. The First Athabasca University. Edmonton: Athabasca University, 1980, pp. 15, 16.
4. Athabasca University - Academic Concept, 1971, submitted by the Chairman Academic Planning Committee, Athabasca University, Edmonton, Alberta.
5. Ibid., p. 42.
6. Order in Council 1986/72 established a university to be known as "Athabasca University; established an interim governing body; appointed six members of the governing body; empowered and authorized the governing authority to undertake a pilot project for the production testing and application of learning systems to provide study programs in the arts and sciences leading to an undergraduate degree, and for the application of technology and new procedures to improve educational opportunities for adults generally; and rescinded Orders in Council numbered O.C.1206/70, O.C.1208/71. O.C.1281/71 and O.C.1456/71.
7. Hughes, L.J. (1980) p. 52.
8. The writer was an active participant in the election campaign. The statements are based on P.C. campaign literature and speeches given by James L. Foster in Red Deer, Alberta, August 1971.
9. Athabasca University, on the political level, was generally viewed as a Social Credit project. Several members of the Governing Authority had close ties with the Social Credit Party. (Richard S. Fowler, Ronald Clark, Dr. S. Gordon Geldart).
10. Athabasca University, 1976-77, Student Information Handbook, p. 2.
11. Ibid., p. 2.
12. Lorne Downey had headed the Human Resources Research Council until it was abolished by the Progressive Conservative Government. As part of the disengagement process L.W. Downey and Associates were placed on a "retainer" for consulting services to government agencies. It is interesting to note that the Governing Authority had neither asked for nor approved the engagement of L.W. Downey and Associates for evaluative studies.

13. In 1975 a combined portfolio of Advanced Education and Manpower was established. Dr. A.E. Hohol became Minister of Advanced Education and Manpower.
14. This information comes from Athabasca University Annual Report, 1975, and minutes of meetings of Athabasca University Governing Authority.
15. Athabasca University still occupies the same building located in north-west Edmonton (approximately 15,000 sq. ft.) and presently leases two others each of an equivalent size, in the same location.
16. Letter from W.A.G. Smith, President to the Hon. Dr. A.E. Hohol, Minister of Advanced Education and Manpower, dated February 21, 1977.
17. Data taken from Report on Impacts, Consequences and Cost of Relocation, Athabasca University.
18. Dr. W.A.G. Smith in President's Message, Athabasca University Annual Report, 1976.
19. A unicameral council combines the functions of the traditional Board of Governors, General Faculties Council, and Senate.
20. President Smith had advocated a unicameral governance system and co-operated with representatives of the Department of Advanced Education and Manpower in the preparation of legislation governing Athabasca University. It was the Governing Authority's and President Smith's feeling that for the University to operate responsively and with dispatch, required that the primary governing body avoid the inefficiencies in both time and money of the bicameral mechanism required by the existing Universities Act.
21. News Release, Alberta Advanced Education and Manpower, April 12, 1978.
22. The appointment of six public members of the governing council for a period of three years was announced at the same time. They were: K.J. Chapman as chairman of the council, Mrs. Hole of St. Albert, Rev. Checkland of Edmonton, Mr. Sandor of Edmonton, Mr. Dodds and Mr. Elson, both of Edmonton.
23. See Summary of the Athabasca University Governing Council 1979 Study Session.
24. See Athabasca University: Operations, Facilities, Location. Athabasca University Governing Council, December 1978, and Minutes of Twelfth Regular Meeting, 30 April, 1979.

In the submissions attention was drawn to the importance of such factors as proximity to academic and professional colleagues at similar

institutions, particularly the University of Alberta; liaison with collaborating agencies, such as ACCESS; research and professional linkages with Edmonton based organizations; and availability to service users such as government departments, major employers and professional organizations.

25. In May 1979, the new Minister of Advanced Education and Manpower, James D. Horsman, in a letter to the Chairman of the Governing Council wrote:

"... As I have indicated on past occasions, government will make this decision in consultation with the Governing Authority, after giving careful consideration to the particular needs of the institution and these aspects of its operation which are not characteristic of conventional universities. In these deliberations the needs of all Albertans will, of course, receive paramount consideration."
26. The results of an Athabasca University Faculty Association questionnaire indicated that of 84 respondents only one would move to Athabasca if the University were relocated there.
27. See Report on Impacts, Consequences and Cost of Relocation. Commission for Relocation Planning, January 8, 1981.
28. Faculty Association representatives had agreed that the March 11 resolution should be rescinded on the grounds that no University position should have been taken or expressed until a full and objective assessment of the impact of such a relocation had been undertaken.
29. The Commission's report addressed a wide range of impacts, problems and consequences of the relocation of Athabasca University; it also described potential solutions and provided estimates of probable costs. Without underestimating the negative impacts, the report viewed relocation to the town of Athabasca as "offering certain development opportunities."
30. Statement by Dr. Stephen Griew, President, Athabasca University, in Athabasca University Annual Report, 1980-81, p.4.

APPENDIX C

NORTH PEACE ADULT EDUCATION CONSORTIUM

THE NORTH PEACE ADULT
EDUCATION CONSORTIUM

A REPORT
PREPARED BY

Joachim von Stein

April 1984

THE NORTH PEACE ADULT EDUCATION CONSORTIUM

The events leading to the formation of the North Peace Adult Education Consortium have been recorded in various reports and documents which served as the basis for this section of the study. In early 1978, two Peace River residents, Ms. Suzanne Dempsey and Dr. Gladys Marshall, approached the Peace River Education Council and other interested individuals expressing their concern over the lack of credit programs offered in the North Peace area. The issue was explored in a series of community meetings which resulted in a request for a public meeting with representatives of Grande Prairie Regional College to explore the possibility of a college extension centre in Peace River. That meeting was held at Peace River on April 25, 1978, and attended by Dr. Anderson, President, and Al Know, Coordinator, Community and Regional Services, representing Grande Prairie Regional College. At that meeting Dr. Anderson was asked to extend the services of the College to Peace River community. He responded by describing the four services foci of Grande Prairie Regional College as:

1. Providing access to post-secondary education for full-time students of the Peace region through provision of facilities and programs in Grande Prairie.
2. Providing this same access to part-time students in Grande Prairie and throughout the region through provision of evening and regional courses, as needs are indicated and resources available.
3. Providing support to local and regional Further Education Councils in their endeavor to provide non-credit courses and activities to their communities.
4. Providing a facility which other agencies and groups of the region can use for meetings, conferences etc., at a minimal cost.¹

Dr. Anderson continued by describing the efforts of the College to serve the region better and stated that requests by the College for distinct funding to provide regional development officers had been refused. After some elaboration on the financial constraints faced by the College, Dr. Anderson expressed his appreciation of these kinds of meetings with representative community groups as creating a feeling of common cause and he suggested that the limited Consortium arrangements which had been organized to provide services to the inmates of the Peace River Correctional Institute in 1976-77 be expanded to include the community as a whole. In the ensuing discussion, several participants suggested that this could best be accomplished by the establishment of a centre (visible entity) with a coordinator who could seek out and generate interest in post-secondary education. The meeting explored the possibility of utilizing local facilities for such a college extension centre. Dr. Anderson suggested that if the College is able to respond to this request for an extension centre and development officer, the College would do so as a citizen of Peace River. He remarked that such a centre might well become the Peace River Centre for Adult Education, jointly supported by local citizens and the post-secondary institutions serving the region (Grande Prairie Regional College, Fairview College, AVC Grouard, Athabasca University) who might join in a consortium for this purpose. He further suggested that an advisory committee could be developed to provide local leadership and liaison with the College Board.

It was under these circumstances that the North Peace Adult Education Consortium was born. The April 25, 1978, meeting was followed by a series of successive meetings and the eventual establishment of the

Consortium. Credit as the major force in this event certainly must go to Dr. Anderson, who was President of Grande Prairie Regional College at that time. He took it upon himself to arrange a meeting at which Fairview College, AVC Grouard, Grande Prairie Regional College and Mr. Barry Ellis representing the community of Peace River were present. It was at this meeting that basic agreement was reached on the cooperation between the three institutions and the possible inclusion of Athabasca University, the University of Alberta, and possibly other facilities. Arrangements to transfer the new portion of Centre Street School from Public Works to Advanced Education had also been already initiated. Centre Street School had been suggested as a suitable building by the residents of Peace River whose previous efforts to keep this facility as an adult learning centre had proved futile.²

On May 16, 1978, Mr. Ellis called a meeting in Peace River and reported on Dr. Anderson's efforts. The twelve people present at that meeting decided that a group of interested persons should immediately form an Advisory Committee in order to participate in the selection of a suitable coordinator/developer. Dr. Anderson was informed by letter that an Advisory Committee had been formed and asked him to direct further communication on this matter to the Committee. The same group met again on May 24, 1978, to determine the need for more life-long learning opportunities for adults in the North Peace region. They arrived at the following:

1. to make accessible in a geographically isolated region more opportunities for adult education;
2. to meet the growing desire for continuing education among adults in this region and throughout the province;
3. to reiterate the belief that all adults have a right to education;

4. to provide credit and non-credit courses with local or regional emphasis;
5. to provide courses for recent high school graduates in an attempt to keep them in their home community;
6. to make this town a more attractive educational-culture centre;
7. to provide inservice training to people in jobs in the community;
8. to coordinate the educational activities of Peace River through a working committee and a coordinator;
9. to facilitate a more active involvement of all educational institutions who have a mandate for this region.³

At a meeting held Friday, May 26th, 1978, at Grande Prairie College, Dr. Anderson announced that funding from Grande Prairie College will be available for a coordinator position for one year and that the position would be funded a second year by Athabasca University. The framework for an Advisory Committee and the goals for the coordinator were also on the agenda. At its next meeting, the Peace River group hammered out the objectives for the now officially titled "Adult Education Officer":

The adult education officer will assess the educational needs of adults in Peace River and surrounding communities, will identify and organize physical and human resources for adult education, will coordinate the overall operation of these courses from course proposal stage to final evaluation, will maintain ongoing communications with the Advisory Committee, with the communities and with educational institutions involved.⁴

Mr. Harold Wynne was hired for the position and began his duties on August 1, 1978, only four months after the original meeting in Peace River at which the community's needs were expressed to Dr. Anderson. Considering the complexity of arrangements and the fiscal restraints under which Grande Prairie College operated at the time, this was a

very speedy response to an expressed community need.

As the First Quarter Report of the Adult Education Officer indicated, a multitude of obstacles and problems were yet to be overcome.⁵ These ranged from tight budget situations, difficulties to attract institution-based instructors to the region, confusion with regards to the mandates of various adult education agencies and individuals, to consternation expressed over certain aspects of the specific terms of reference for the Adult Education Officer's position.⁶ Working out satisfactory relationships between the various agencies involved, particularly that with local Further Education Councils, required time and political discernment. The need for adequate instructional facilities in Peace River was not solved until July, 1979, when the Department of Advanced Education and Manpower agreed to finance the purchase from Red Deer College and the relocation to Peace River of six modular classroom units.⁷

In the "project phase", from August, 1978 to June, 1979, the Consortium was governed by a Board of Directors, consisting of the chief executive officers of Grande Prairie Regional College, AVC Grouard, Fairview College and Athabasca University. The Peace River Adult Education Steering Committee acted in an advisory capacity to the Board and Dr. Anderson as its chairman. First year operating costs were met by Grande Prairie Regional College, as had been approved by its Board of Governors. Athabasca University and AVC Grouard agreed to commit funds for the second and third year. The project phase came to an end on July 1, 1979, when a formal Consortium Agreement came into effect.

The Agreement had been prepared by Dr. Anderson and was signed

by the four original members: Alberta Advanced Education and Manpower for the Alberta Vocation Centre Grouard, The Board of Governors of Fairview College, the Board of Governors of Grande Prairie Regional College, and the Governing Council of Athabasca University. It provided for a Board of Directors responsible for the operation of the Consortium, a North Peace Adult Education Advisory Committee of seven persons selected by the Board, an annual budget, and subject to the approval of the Minister of Advanced Education and Manpower, an adult education centre in the Town of Peace River. The Agreement had an effective period to June 30, 1984, because the members had agreed that a term of not less than five years was required to determine the value of a regional educational planning and coordinating mechanism. The Alberta Educational Communications Corporation (ACCESS) joined the Consortium in October of 1980, and the University of Alberta in February, 1981. Within a relatively short time, an informal agreement to cooperate had grown into a formal consortium which would serve as a model for a provincial network of consortia supported by government funding.

In July, 1980, the Minister of Advanced Education and Manpower, James D. Horsman, announced as public policy the establishment of a provincial network of consortia supported by government funding based on the model of the North Peace Adult Education Consortium. He also stated that capital and operating funds for NPAEC would be provided by the government until the end of 1984. This Consortium Policy reflected both the Government's desire for the expansion of adult education and its attention to regional needs. ⁸ General guidelines regarding the operation of a Community Consortium were published by Alberta Advanced Education and Manpower in February, 1981, and program fund guidelines

and procedures in April, 1982. What had originated as a response to expressed local needs grew into full fledged public policy applicable throughout the province within two years. An impact and a development that certainly even the most optimistic person attending the April 1, 1978, meeting in Peace River did not anticipate.

By formal agreement, the Consortium was not a legal corporate entity; it was simply a planning and coordinating mechanism. It could acquire no assets nor assume any liabilities in its own name. Therefore one member institution had to be identified as the 'agent' for the Consortium with respect to all legal and administrative matters. Government funds were allocated to the 'agent' in trust for the Consortium operation and the agent was responsible for the maintenance of appropriate financial records. Legal ownership for all property, land, furnishings, equipment, etc., resided with Fairview College, the agent.

As a policy-making body, the Board of Directors was responsible for the overall operation of the Consortium. Membership on the Board included the chief executive officers (or their designees) of member institutions, namely: Grande Prairie Regional College, Fairview College, AVC Grouard, Athabasca University, University of Alberta and ACCESS, plus two voting members of the Advisory Committee, and a non-voting representative of Advanced Education and Manpower. Dr. Anderson served as chairman of the Board until 1981 when Dr. Fred Speckeen, President of Fairview College, assumed the position.

The Board of Directors provided for a local Advisory Committee of seven persons appointed by the Board from nominations solicited from different communities in the North Peace. Membership on this Committee

consisted of representatives from Peace River, Smokey River, Grimshaw/Berwyn and Dixonville/Manning. It was responsible for the appointment of its chairperson and other officers. The role of the Committee was to provide ongoing information and suggestions to the Board of Directors and the Coordinator regarding manpower needs, educational interests and associated resources of the local committees as they relate to credit programs and courses. Provisions for quarterly meetings with the Board and more regular meetings with the Consortium Coordinator and institutional program officers were provided. However, throughout most of 1980, the Board operated without the benefit of an Advisory Committee. The Annual Report 1979-1980 of the North Peace Adult Education Consortium explained this situation in the following manner:

The original advisors on the Steering Committee were not active in the current year, but the Directors have agreed that an Advisory Committee is essential and will be established and fully consulted in operations in future years.

The reasons for the "inactivity" of the highly motivated and articulate Peace River Advisory Committee which had contributed so much to bring about the establishment of the Consortium remained unexplained and an interesting topic for further research. Documents pointed out, however, that in February, 1980, the Board of Directors restructured its Advisory Committee to be representative of the "entire North Peace region". It was not until November, 1980, that this Committee held its first official meeting. Thereafter it functioned in its advisory capacity to the Board.

The implementation of Board policy and the administration of Consortium affairs was delegated to the executive officer of the Consortium, referred to as the Coordinator. His duties included research and planning activities and as such he acted as chairman of the Program Planning Committee

which consisted of "representatives from each member institution, a representative of Advanced Education and Manpower, a representative from the Peace River Correctional Centre, and an Advisory Committee member". He also supervised the operation and maintenance of the North Peace Adult Education Centre located in the Town of Peace River. In this capacity he was responsible for the arrangements by which further education councils and community groups had access to the facilities of the Centre. His role required liaison with the Board of Directors, institutional program officers, with further education councils, with local and regional agencies, and institutions who were not in the Consortium but prepared to offer courses in Peace River. Included in that latter group were the University of Calgary, the University of Victoria, and Grant McEwan Community College. He assisted institutions in determining the educational needs of the region and by providing program and course information to students, joint advertising for courses and by registering students. He was also responsible for drafting the Consortium budget in consultation with the Board. Planning Consortium operations, another responsibility of the Coordinator, was basically done on an ad hoc basis and consisted of forwarding community needs to an appropriate and/or interested institution. A more formal and structured approach to planning became necessary, however with the introduction of the Community Consortium Program Fund by Alberta Advanced Education and Manpower in April, 1982. Although appointed and evaluated by the Board in consultation with the Advisory Committee, the Coordinator was technically an employee of the Agent, seconded to the Consortium on a full-time basis.

The Adult Education Centre located in the town of Peace River and administered by the Consortium was the focus of action and the major

capital development. The need for a special adult education centre was first addressed by the citizens of Peace River. In the spring of 1978 the Board of Governors of Grande Prairie Regional College and Fairview College submitted a joint submission to Alberta Advanced Education and Manpower to acquire by lease such facilities in Peace River. The Board of Directors of the Consortium continued to negotiate with the Alberta Government during 1978-79 for facilities to serve as a centre. It was the view of the Directors that the appropriate arrangement would be to provide funds to Fairview College to acquire and develop the capital facilities and to provide the necessary operating funds to maintain the building on behalf of the Consortium. Alberta Advanced Education and Manpower committed \$160,000.00 in 1979-80 to Fairview College as capital funds to purchase and relocate six portable classrooms in Peace River. An additional special grant of \$21,690.00 was allocated to Fairview College to provide for furnishings and equipment to make the Centre fully functional and \$20,000.00 for the operation and maintenance of the facilities in the 1979-80 fiscal year. The Board of Trustees of the Peace River School Division agreed that the six portable units could be located on the grounds of the Peace River High School and leased the necessary land at the nominal fee of one dollar per year. The facilities were ready to admit classes in mid-September, 1979 and officially opened by the Honourable J. A. Adair, M.L.A. for Peace River and Minister of Small Business and Tourism, on January 17, 1980.

Subsequent utilization of the facilities quickly indicated that the six classroom unit was not adequate. Representations were made to Alberta Advanced Education and Manpower to acquire additional

classroom units in 1980-81. Alberta Advanced Education and Manpower provided capital funds of \$125,000.00 in 1980-81 and an additional \$125,000.00 in 1981-82 for that purpose. The Peace River Adult Education Centre provided a facility as a physical presence of the Consortium with which local residents could identify. The Centre was not only used for educational and administrative purposes, but also by the community for church services, club meetings, music lessons, conferences and a variety of other activities.

The arrangements for funding the activities and services of the Consortium changed over the years. In the Project Phase (1978-79) the Board of Governors of Grande Prairie Regional College had allocated the necessary funds to hire a Coordinator and rent office space from the Peace River School Division. Under the terms of the Consortium Agreement effective July 1, 1979, the Governing Council of Athabasca University committed \$35,000.00 toward direct administrative expenses of the Coordinating Office for 1979-80 and AVC Grouard \$5,000.00 for the same purpose. All funds were transferred and held in trust by Grande Prairie Regional College until fiscal year 1980 when the Minister designated Fairview College as the Agent for the Consortium.

When the Minister of Advanced Education and Manpower announced in June of 1980 that the Government had approved a provincial network of educational consortia, substantial funding had also been established for their support. These special funds were intended primarily to provide for leasing of facilities and for capital equipment; no particular amounts had been specifically allocated for program delivery. The grants, however, were permissive in that any funds not committed for leasing and for other operating costs could be used at the discretion

of the Consortium for programming purposes. The Department funded the Consortium in 1980-81 by providing \$162,000.00 for operating funds and \$125,000.00 for capital funds. In 1981-82 the operating fund grant was increased to \$220,000.00. By all accounts, a generous funding arrangement. The Government also supported the Consortium through Alberta Vocational Training funding of such courses and programs as academic upgrading and clerk/typist education. Prior to the Community Consortium Program Fund (introduced in 1982), each member institution budgeted and met its own instructional delivery costs for courses coordinated through the Consortium and offered on an ad hoc basis. This arrangement placed a burden on institutional budgets, resulting in a lower priority being given to regional services.¹² The Community Consortium Program Fund was designed to ameliorate this propensity and to encourage the delivery of entire programs in a time frame comparable to campus-based study.

In the Formal Agreement, the member institutions listed as their purpose that it is in the public interest to establish a mechanism to provide for the joint planning and coordination of advanced education services in the area described as the Peace River North Region, and the members agree that there is a need for an adult education centre in the Town of Peace River to serve as a facility for the coordination and delivery of the advanced education services required to meet the needs of citizens in the region. Additional intentions of the Consortium stated in documentary sources included:

To expand credit programming to regional centres, and to strengthen institutional capability to provide for that regional delivery (NPAE Consortium Annual Report, 1979-80);

To extend the concept established in 1976-77 for the programming of the Peace River Correctional Centre involving Fairview College, Grande Prairie Regional College, and AVC Grouard, and wholly funded by Alberta Advanced Education and Manpower (NPAE Consortium Annual Report, 1979-80);

To identify and assess education needs of adults in the region served by the Consortium (NPAEP Year End Report, 1979);

To establish an industrial training facility (NPAEP Report 11/1979 - 3/1980);

To act as the Designated Hosting Authority for the Peace River, Grimshaw/Berwyn and Manning Further Education Councils and to provide leadership and resources for non-credit programming to these councils (NPAE Consortium Annual Report, 1979-80).

As the following data indicate, the Consortium offered a variety of courses consisting of university credit courses, general interest courses, vocational education and academic upgrading. The majority of courses were offered in Peace River and delivered by Grande Prairie College and Fairview College.

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The courses offered by the Consortium were:

	1978-79		1979-1980		1980-1981	
	Cred.	Non.Cred.	Cred.	Non.Cred.	Cred.	Non.Cred.
Athabasca University	1	-	4	-	5	1
AVC Grouard	-	-	1	5	2	6
Fairview College	2	1	4	10	5	17
Grande Prairie R.C.	13	-	16	3	15	10
University of Alberta	2	-	2	-	1	1
Others	-	2	2	-	6	-
TOTALS	18	3	29	18	34	35

These courses were offered in the following locations:

	1978-79	1979-80	1980-81
Dixonville	-	1	2
Grimshaw	-	2	-
High Prairie	-	2	-
Manning	1	1	1
Peace River	13	28	60
Valleyview	-	2	-
Others	2	2	-

Source: NPAEC: An Analysis, Centre for the Study Post-secondary Education, University of Alberta.

Although some requests by community groups had not been met, the Consortium expanded course offerings by member institutions from 21 credit and non-credit courses in 1978-79 to 69 in 1980-81. Since most of the courses were offered in the Town of Peace River, not all geographic areas were served adequately.¹⁴ The Consortium functioned as the mechanism for joint planning and the coordination of course offerings of member - and some non-member - institutions; it did not, however, offer instructional services directly. All courses were offered directly to students by the delivery institution, which was responsible for course delivery costs. Although the Coordinator helped with student registrations, neither consolidated registration, nor joint guidance facilities existed.

The identification and assessment of adult education needs and the establishment of an Adult Education Centre in the Town of Peace River were perhaps the most readily noticed benefits to the North Peace region. Needs were identified and addressed in the form of course and program offerings whenever possible. It is reasonable to assume that the

Consortium provided greater services than would have occurred if only one institution had served the area. The combined expertise and financial resources of several institutions made a greater selection of courses possible. The Consortium also benefitted the Town of Peace River by providing and maintaining the Adult Education Centre for educational and other purposes. The implementation of a Consortium Industrial Training Building Project in cooperation with the Department of Education was not authorized until 1982.

While the Consortium was originally established to extend credit programming for adults, the Board of Directors paid attention to the need for cooperative arrangements with the further education councils who had already been established in the North Peace region and whose mandate involved the planning, development, and coordination of the delivery of adult non-credit education services. The Directors were careful to point out that inherent conflict in functions was not intended by the establishment of the Consortium .¹⁵ They argued that a mutually supportive system between credit and non-credit adult education should be established. This very delicate situation was very tactfully handled by the first Coordinator, Mr. Harold Wynne.

In sum, the services provided by the Consortium were community input regarding program needs; coordination of planning and delivery of institutional offerings in the region; promotion of credit and non-credit adult education activities; management of the Adult Education Centre in Peace River; and the administration and coordination of activities on behalf of regional Further Education Councils.

FOOTNOTES

1. Record of Proceedings. Meeting held at Peace River, April 25, 1978, to discuss Grande Prairie Regional College, services to Peace River, and the possibility of a College Extension Centre. Recorded by Al Knox.
2. Centre Street School was owned by the provincial government and scheduled for demolition.
3. Minutes of Meeting held May 24th, 1978, I.M. Centre, Peace River.
4. Minutes of Meeting held July 4th, 1978m 8:00 p.m., I.M. Centre.
5. North Peace Adult Education Project, First Quarter Report, August 1, - November 30, 1978.
6. These terms of reference for the Adult Education Officer's position were unilaterally developed by Grande Prairie Regional College which caused expressed consternation by Fairview College and the Advisory Committee.
7. See Bates, L.J. "The North Peace Adult Education Project." Journal of Association of Canadian Community Colleges. Volume 5, No. 1, Winter, 1981, pp. 121-125.
8. The sudden emergence of the Consortium Policy also reflected the Government's openness to react quickly to pressures of a combined educational and political nature.
9. Annual Report 1979-1980, North Peace Adult Education Consortium, p. 5.
10. All three institutions were offering courses in Peace River in 1980-81 and 1981-82.
11. The advent of the Community Consortium Program Fund has ushered in a new formality which included the filing of program proposals by member institutions; the ranking of these by the Consortium Board; the approval of certain programs for funding and specification of amounts and conditions of funding by Advanced Education and Manpower; and the acceptance of these conditions by the Board.
12. Stated in The North Peace Adult Education Consortium: An Analysis. Centre for the Study of Post-secondary Education, University of Alberta July, 1982, p. 41.
13. AVC Grouard offered primarily academic upgrading courses. The University of Victoria was involved in providing service through the knowledge network and the University of Calgary through its provincial mandate to prepare social service workers.

14. An operational requirement for courses to be offered was sufficient enrollment to justify costs. This obviously presented a problem in outlying areas.
15. North Peace Adult Education Consortium, Annual Report, 1979-80.

APPENDIX D

EXECUTIVE SUMMARYIntroduction

The Northlands Agreement has been in effect in the northern portion of the province of Saskatchewan since 1974. The Interim Agreement was signed by the governments of Canada and Saskatchewan in 1975, and covered the period from 1974/75 to 1977/78. The Long Term Agreement was signed in August, 1978 and covered the five year period from 1978/79 to 1982/83. The Long Term Agreement specified that an evaluation of Northlands programs was to be conducted prior to the termination of the Agreement.

The overall purpose of this evaluation was to assess the impacts of Northlands programs and the total Agreement on social and economic conditions in northern Saskatchewan¹, and to present conclusions relating to the effectiveness of Agreement programs. The evaluation was to incorporate an assessment of the views of local and regional governments, Indian bands, community groups, special interest organizations, political representatives, and government officials with respect to the impact of the Agreement. The Evaluation Team was also to present, in an independent addendum, their views regarding program areas with potential for future development.

Over the eight year period from 1974/75 to the end of fiscal year 1981/82, the two Northlands Agreements incurred expenditures of \$159.1 million. The distribution by sector was: Economic and Resource Development, \$9.2 million (5.8% of total expenditures); Human Development, \$69.5 million (43.7%); Transportation and Communications, \$80.0 million (50.3%); and Implementation, Program Review, etc. \$6.7 million (0.4%). On a functional basis, capital works accounted for 81.5% of total Northlands expenditures; however, capital works' share was smaller in the second Agreement than in the first.

The Team used a wide range of data sources for this evaluation, including personal interviews with government officials who had an "overview" knowledge of the Agreement, a review of all documentation relevant to the Agreement, interviews with program managers and other officials who administered Northlands programs or who were involved with the day-to-day administration of the Agreement, personal interviews with local leaders in eleven sample communities, and telephone interviews to fill gaps in the database. In total, the data assembly activities involved interviews with about 100 people. The basic approach was to assemble all the information in the database and to assess program and Agreement achievements in terms of indicators which were agreed to with the Steering Committee very early in the evaluation.

The Northlands Agreement was designed to address the many long-standing social and economic problems in northern Saskatchewan as identified by government planners in the early 1970's. It was also intended to reduce the development barriers that prevented the residents of the region from enjoying a lifestyle comparable to people residing in the south.

There is no question that in the early 1970's the NAD was one of the most underdeveloped regions in the country:

- per capita income in the NAD in 1974 was only 40% of the provincial and national averages,
- 24% of the total population in northern Saskatchewan were members of the employed labour force in 1971, compared with 39% in the total province,
- 60% of the NAD's working age population had less than a Grade 9 education compared with 33% in the total country, and
- only 30% of the region's dwellings were on a sewer and water system compared with 70% in Canada as a whole.

In these and many other socioeconomic indicators, the NAD was not only well below provincial and national standards, but also did not compare favourably with the Northlands sections of Alberta and Manitoba. Moreover, when disparities among NAD communities were considered, the region's non urban settlements, viewed as a group, were among the most socioeconomically depressed communities in the country. Per capita incomes in NAD communities excluding the three incorporated centres were less than 25% of the national and provincial averages at the start of the Interim Agreement, and unemployment in these communities often exceeded 40% of the available work force.

Over the period from 1974 to 1982, important improvements occurred in the social conditions, quality of life, and physical appearance of many communities and of the total NAD. Significant reductions in many of the social and institutional barriers to the development of the region also occurred. While other factors played a role, most of these improvements are identified with the establishment of DNS and the programs delivered by that department over the past decade.

On the economic side, employment and total personal income in the NAD increased substantially, but these gains were offset by the dramatic increases in the total population and the available work force. As a consequence, little reduction occurred in the disparities in per capita income and employment opportunities between the NAD and the total province and country, and in many of the barriers which impede the development of the regional economy. Over the past decade, the population growth rate of the NAD has been five times the provincial rate and three times higher than the national rate of increase. A staggering number of young people have attempted to join the work force over the last

decade, and even more will be looking for work in the decade ahead. Northern Saskatchewan is on the same employment/population "treadmill" as many other developing regions and countries.

Findings on Effectiveness

General

It is difficult for an Agreement with the scope and complexity of Northlands to be called a total success or a total failure. The Team has concluded that Northlands can be termed a "qualified" success since its accomplishments far outweigh its less favourable results. The Agreement achieved two of its three objectives:

- to provide options and opportunities for northern residents to participate in the social and economic development of northern Saskatchewan, and
- to provide the opportunity for northern residents who wish to do so to continue their their own way of life within an improved social and physical environment.

The Agreement did not achieve its third objective, to encourage the development of the natural resources of the area in harmony with resource conservation for the benefit of northern residents and residents of the province.

Northlands made a significant contribution to a number of the major socioeconomic changes that took place in the NAD over the past eight years, especially in the areas of sewer and water, recreation facilities, and transportation. The Agreement is strongly associated with the reductions that occurred in many of the social and institutional barriers to the region's development, and with the improvements that took place in the physical appearance and living conditions in many northern communities. Northlands achieved less success in reducing the barriers to the development of the NAD economy. Based on our experience with government programs in other parts of Canada, we believe that the Northlands Agreement represents a good application of public funds and that the financial support provided by both governments was warranted.

Specific Findings

The community interviews and profiles indicated that each sample community was quite unique in terms of its history and socioeconomic circumstances, and each responded in its own way to the opportunities, challenges, and problems presented by Northlands and other major developments over the past seven years. While all communities were affected to some degree, Northlands generally had a greater impact on larger communities than on smaller settlements, and non-Status communities generally benefitted more than Status communities.² In communities experiencing the most development and where Northlands was most successful, social

and economic programs, including those outside the Agreement, operated in a complementary and cumulative fashion to bring about socioeconomic change.

The capital works projects funded by Northlands were highly visible and, in nearly all cases, well received by community respondents. The social and adult career development programs were also well received, but effects from the economic development programs were generally not evident to respondents. The programs funded by Northlands, and by DNS on its own, created communities where only settlements existed a decade ago; the communities have a local government administration, a community spirit, and community facilities that did not exist before. Unfortunately, other elements that make a community self-sustaining are still missing, including an economic base to provide permanent jobs for local residents and a tax base to operate and maintain the new facilities.

The following summarizes the major findings from the assessment of the eleven Northlands programs:

<u>Program</u>	<u>Effectiveness Rating</u>
1. Opportunity Identification & Development	Low rating because of lack of follow-up to preparatory work and limited discernible effect on key economic indicators. Some activities were useful, but most were too general to provide measurable benefits to the business community and economy.
2. Northern Business Development	Low rating because of limited impact on main economic indicators. Some projects, such as industrial parks, may provide future benefits, but impacts to date have been limited. Effectiveness of this program is linked to the limited success of the first program.
3. Manpower Development Services (CEIC)	Medium rating. Many of the results were favourable, e.g., CEIC services in the North expanded, training and counselling services were useful in some communities, the job creation projects were viewed as beneficial. However, training and counselling were constrained by limited employment opportunities. The database is not sufficient to support a firmer conclusion.

4. Adult Career Development
High rating. NORTEP was the most successful component, but other activities also had a favourable effect, despite lack of recognition at the community level.
5. Community Based Social Development and Local Government Development
Medium rating. Many initiatives had favourable effects and provided good support to broader DNS program efforts, but more could have been done in planning and implementing social development projects at the grass roots level.
6. Community Planning & Potable Water Supply and Waste Disposal
High rating, since the program had a strongly positive impact on nearly all of its performance indicators.
7. Multi-Purpose Community Facilities
High rating, because of strongly positive effects on nearly all of the program's performance indicators.
8. Indian Reserve Program (Indian Affairs)
Medium rating. Many of the effects on health and other indicators have not yet occurred because many major sewer and water projects were not completed as of the end of fiscal year 1981/82. (The overall rating could improve with the completion of these projects.)
9. Primary Regional Linkages (Major Roads)
Medium rating. Its operational objectives were achieved and the effects on quality of life appear favourable, but economic benefits have been slow to develop.
10. Transportation Planning, Community Access Roads, Airstrip Development, Communications Extension
Medium rating, for essentially the same reasons as the previous program. Communications activity was very limited as new technologies fostered development outside the Agreement.
11. Implementation, Program Review, Etc.
Medium rating. Some success was achieved in increasing public awareness of Northlands activities and in providing mechanisms through which northerners could influence development activities. However, the level of activity was less than planned.

To summarize, the capital works programs were among the most successful initiatives because the required expertise and delivery mechanisms were generally in place near the start of the Interim Agreement. There are many reasons for the disappointing performance of the two economic development programs, the most important one being, in our view, the failure to prepare and utilize a long-term development strategy for the Long Term Agreement. Encouraging economic development is a difficult process at the best of times, and it is not made any easier when a generally accepted "blueprint" is not in place.

The overall effects of the Northland Agreement include the following:

- . Northlands has made a significant, but not overwhelming, contribution to the NAD economy over the past eight years. Since 1978/79, the Agreement has accounted for between 5% and 9% of total employment and personal income in the region. Construction employment and incomes dominated the Northlands' contribution during the Interim Agreement, and continuing employment became increasingly important during the Long Term Agreement. This reflected the rising expenditures on social development and the growing number of positions filled by graduates from training programs .
- . The supplier-related effects of Northlands construction projects were very small, reflecting the NAD's limited business capability. Northlands programming did not have any measurable effect on the net incomes of trappers and fishermen.
- . There is little evidence that the Agreement has had a lasting effect on the volume and structure of economic activity in the region. More fundamental changes may have been held back by the downturn in the world economy in the past two years. Northlands has helped reduce some of the obstacles to the NAD's economic development, but favourable developments are needed in other areas for this enhanced economic potential to result in actual economic benefits.
- . Northlands had a significant influence on increasing the magnitude of senior government spending in the NAD, especially in relation to the capital works budgets of DNS and Indian Affairs.
- . The Agreement had a favourable impact on the effectiveness of government expenditures in the NAD, but even more could have been accomplished if the Agreement's economic development programs had been more successful, and if a joint planning process and long-term development strategy had been in place.
- . The population and community coverage of Northlands

programs was quite impressive, as nearly all northern Saskatchewan communities and the vast majority of its residents were affected, to some degree, by Agreement financed activities.

- . The field survey indicated that Northlands projects have had a cumulative effect on the physical appearance and quality of life of some of the sample communities. However, the Agreement was never used as an instrument for the planning and implementation of integrated projects with community groups at the grass roots level.

Findings on Delivery

With some important qualifications, the Evaluation Team concluded that Northlands achieved its "efficiency" objective to manage the Agreement in an efficient and coordinated manner, and in a way which gave appropriate weight to the priorities and concerns of northern communities and residents. The joint management process operated quite efficiently at the level of the Management Group and the Implementation Secretariat. The financial administration and day-to-day management of the Agreement also proceeded quite smoothly. Within its limited terms of reference, the Program Review Committee was an effective advisory and consultative body and played a highly useful role in the implementation of the Long Term Agreement. The community interviews and telephone survey indicated relatively few problems with program implementation and the construction of capital works projects.

However, our qualifications should be noted since they could play an important role in negotiating future federal-provincial agreements in northern Saskatchewan:

- The joint planning process, which was intended to be an important part of the GDA process, never got off the ground with this Agreement, and the joint preparation of a long-term development strategy -- one of the main purposes of the Interim Agreement -- never occurred.
- The expertise of DREE and other departments, both federal and provincial, was not utilised by the managers of the Agreement in areas where DNS capability was limited.
- Members of the Program Review Committee were frustrated by the Committee's limited terms of reference.
- Activity in non-Status communities was generally identified with DNS rather than with a federal-provincial agreement; federal visibility was not commensurate with its financial contribution.
- The Agreement's capabilities as an instrument for coordinating the efforts of other government programs and agencies in the north were rarely tested.
- Because it was so closely tied to the provincial budgetary process, Northlands was not a flexible instrument that could respond quickly and effectively to development opportunities and community-based

initiatives as they emerged from the grass roots.

These qualifications and concerns suggest that the structure and content of any future federal-provincial initiatives in the NAD could be quite different from the first two agreements. The Evaluation Team's view is that by making the alterations called for by these concerns, the effectiveness of a new agreement could be enhanced, and all participating groups could be more satisfied with their influence on decision-making.

FOOTNOTES

1. The geographic focus for this evaluation is the Northern Administrative District (or NAD); the area covered by the Department of Northern Saskatchewan (see Exhibit 2.4 on page 2-12). It should be noted, however, that under the Interim Agreement, the Indian Reserve Program of Indian Affairs covered the area above Highway 3, while under the Long Term Agreement, reserves in the Meadow Lake District that are below the NAD line were eligible for funding under the Indian Reserve Program.
2. The terms "Status communities" or "Reserve communities" refer to communities with populations that are largely Status Indian (as defined by federal Indian legislation) and that are under the authority of federal Indian Affairs. The remaining communities are called "non-Status", and are administered under provincial legislation by the Department of Northern Saskatchewan (as of the end of fiscal year 1981/82).

APPENDIX E

March/77

APPENDIX

A PROPOSAL BY THE NORTHERN SCHOOL BOARD TO THE DEANS OF EDUCATION, AT THE
UNIVERSITIES OF SASKATCHEWAN AND REGINA, FOR THE DEVELOPMENT OF
A JOINTLY SPONSORED NORTHERN TEACHER EDUCATION PROGRAM

In the course of our investigations and deliberations with a view to developing a Northern Teacher Education Program (NORTEP) it has become evident to us that some distinct advantages for the program could be derived from obtaining the recognition and support of both Faculties of Education represented in this province, at the University of Saskatchewan and the University of Regina. Since the program will be operating primarily off-campus and will, in the normal course of operations, require that teaching faculty be available for block periods of one week during the regular university term, securing suitable personnel might well prove to be a difficulty. With regard to this problem, however, the availability of a teaching pool consisting of the faculties of both universities would doubtless be extremely helpful. In addition, from the perspective of a most desirable teacher training program for northern Saskatchewan, each of the Faculties possesses areas of special strength and expertise; NORTEP could only be expected to gain from being able to take advantage of both.

We are very grateful for the cooperation of the Faculty of Education at the University of Saskatchewan in the initial stages of our development and value our association with the Faculty, especially on account of our appreciation for the experience it has gained in native and northern education through the operation of its INEP and ITEP programs. We are also happy with our present administrative link with INEP and the considerable encouragement its Chairman, Audie Dyer, has given us. At the same time, however, we are aware of the well co-ordinated and integrated Field Experiences program at the University of Regina and are of the impression that the resources represented by this program would be most useful in the implementation of a field experience oriented program like NORTEP. Since the strengths of each of the Universities' programs appear, from our point of view, to be complementary, it is difficult to escape the conclusion that NORTEP should be seeking to avail itself of both.

If the Deans of Education are agreeable, therefore, we wish to propose that between them they strike a committee with representatives from both faculties to discuss the possibility of a Northern Teacher Education Program to be jointly sponsored by the Faculties of Education at the Universities of Saskatchewan and Regina. It is understood, of course, that the approval of the Faculties of Education and the University Councils of both universities would have to be secured before such a program could be duly recognized.

As a basis for the negotiations of this joint committee, we also wish to propose the following as recommendations for the operation of the Northern Teacher Education Program:

1. That both universities sign contracts with the Northern School Board, term to be decided, to provide the services necessary for the implementation of a NORTEP program.

It is understood that the funding for the program shall be supplied by the Northern School Board but it is also hoped that the universities would be willing to cover some of the administrative costs, eg., that the Northern School Board (N.S.B.) pay the salaries, travel and accommodation related to off-campus courses, but that they not be required to pay any of the administrative costs associated with such courses.

It is also understood that so long as the N.S.B. is required to undertake the responsibility of securing the funds necessary for NORTEP's development and operation, so too the final authority for the program will be vested in the N.S.B., and in such other agencies as those with whom it makes agreements or signs contracts, to the extent of and in accordance with the agreements or contracts.

- 1.1 That the contracts be drawn up to permit the universities to offer their services on a cost recovery basis.

It is hoped that in this way a measure of flexibility will be achieved which would not be the case should fixed contracts be negotiated with all monies specifically allocated.

1.2 That the only monies specifically allocated would be those associated with the NORTEP Director's salary and expenses.

It is assumed that the Director will continue to be based at the University of Saskatchewan and administratively linked with INEP, conditional, of course, upon the continued approval of the Dean.

2. That the general areas of responsibility for the delivery of the NORTEP program be allocated to each university, but that these allocations not be regarded as binding with respect to on-going development.

2.1 That the special area of native education and such courses as are associated with cross-cultural education be allocated to the University of Saskatchewan.

2.2 That the general area of Field Experience, together with the classes integrated into the Field Experience program, be allocated to the University of Regina.

2.3 That the other courses not covered under 2.2 and 2.3 be obtained from either university according to the availability of suitable personnel and at the discretion of the Director in consultation with the appropriate Department Heads.

This general provision may also be assumed to cover the Arts component of the NORTEP program.

2.4 That, where necessary, and with Departmental approval, at the discretion of the Director, faculty of one university may be sub-contracted to teach courses listed in the calendars of the other.

2.5 That full recognition be given by each of the participating Faculties of the classes offered by the other according to a formula recognizing the equivalence of a full year at either university: that is, 5 full classes at University of Saskatchewan are equivalent to 8 four semester hours credit classes at the University of Regina, or, 1 four hours credit class

at University of Regina is equivalent to 2/3 of a full credit class at University of Saskatchewan.

It is understood that this equivalence obtain regardless of the time span over which the class is given, or the number of classes being taken over that time span, or any other variation in format, so long as the class is recognized by the sponsoring university. This recognition and credit equivalence, therefore, is understood to apply to whatever models of course delivery may be deemed acceptable by a sponsoring university and also, to course variations accredited by the university, such as the components of a Field Experience program.

It is not understood that students are thereby given license to take courses with roughly identical content material at each university and receive credit for both.

3. That students in the NORTEP program may be permitted to register at either university providing they meet the entrance requirements of the university.
4. That a program formula be agreed upon by the universities which, when/if duly approved by the respective Faculties and Councils of the universities, will be submitted by the Deans of the respective Faculties of Education to the Board of Teacher Education for its recognition of the program as qualifying those who complete it, for a "Standard A" Teaching Certificate.

It is understood that the NORTEP Director, in consultation with all relevant persons and agencies, will be responsible for preparing such a program for submission, initially, to each of the universities. It is also understood that the joint committee will establish the guidelines within which the NORTEP Director is to work.

5. That if and when NORTEP receives the official recognition of both universities, an Advisory Board be formed to evaluate and make recommendations for the on-going development of NORTEP. Members of the Advisory Board would include: representatives from the Faculties of Education of each university (to be appointed by the Deans), representatives from the participating School Boards, the Director of Academic Education (D.N.S.), the Director and Field Co-ordinator of NORTEP.