



PROJECT DESCRIPTION LABS

for the

INTERNATIONAL EXPOSITION OF RURAL DEVELOPMENT

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FOREWORD

This book contains the documentation of the 10 projects that will represent Canada at the International Exposition of Rural Development in Delhi, February 1984. The Project Description Laboratories were conducted by the Institute of Cultural Affairs, October through early December at each of the project locations. The learnings from these labs have been entered into a data base which will hold all the projects attending the Delhi Symposium.

The IERD is a three year programme operating in over 50 nations under the theme of SHARING APPROACHES THAT WORK. Organized by the Institute of Cultural Affairs International, it is co-sponsored by UNICEF, UNDP, UNFPA, WHO, the International Council of Women, the Agricultural Finance Corporation (India), the Association of Indian Engineering Industry, and the Canara Bank (India). The major intent of this programme is to encourage new local development initiatives and accelerate programmes for rural revitalization. During the first phase of the programme, a large number of successful grass-roots development efforts were identified, and many of these were brought together in conferences and symposia to share learnings. In the second phase of the Exposition, representative projects from each participating country will send delegates and displays to the IERD plenary in Delhi during February 1984. The third phase, which begins when the plenary results are available, will enable the results of this unprecedented gathering of local development experience to be shared in each of the participating nations.

Canada's participation in the IERD began in November 1982 when approximately fifty interested persons gathered in Winnipeg to discuss the objectives and benefits of Canadian participation, and to develop a national programme for SHARING APPROACHES THAT WORK. Following this meeting, Regional Steering Committees were formed in seven locations across Canada during January 1983 to implement the programme, and a Canadian Steering Committee representing each regional committee was designated to coordinate the national effort. From January through June, 1983, projects were identified and initial documentation was compiled on project activities through a wide-spread voluntary solicitation directed by the committees. Several regions also sponsored exchange conferences or symposia to encourage participation and promote interchange and sharing. Over 300 projects across Canada participated during this period of the programme.

The Canadian Steering Committee recommended during its June 1983 meeting that a more detailed summary be prepared for approximately 100 projects demonstrating successful results in a wide variety of initiatives. A common procedure was established, including a visit to the project, an in-depth interview with the project staff, and preparation of a written "Project Brief" using a standard format. In September the Canadian Steering Committee met again to review these project briefs, and twelve projects from across the country were selected to represent Canada at the IERD plenary. After selecting the projects to attend the India plenary, the Canadian Steering Committee recommended that the project briefs also be prepared as an additional submission to the IERD plenary.

During October through December, 1983, the projects invited to attend the IERD plenary nominated their delegates, raised their own support, participated in a Project Description Laboratory, and prepared an exhibit for display at the IERD plenary in Delhi. Following the India event, the delegates will meet with the Canadian Steering Committee in March to debrief and develop a strategy for making the results available across Canada.

WE WISH TO THANK THE MANY PEOPLE ASSOCIATED WITH THESE PROJECTS FOR THEIR
FULL COOPERATION IN HELPING US PREPARE THESE PROJECT DESCRIPTIONS, AND FOR
MAKING THEM AVAILABLE TO THIS PROGRAMME OF SHARING APPROACHES THAT WORK.

THE CANADIAN INSTITUTE OF CULTURAL AFFAIRS
January 1984

ELKFORD "COMMUNITY DEVELOPMENT" PROJECT

DOCUMENTATION FACTORS

I BACKGROUND DESCRIPTION

The coal mining community of Elkford, British Columbia incorporated in 1971, with a population of about 2,000 in 1978, was facing a difficult situation. The decision of several coal companies to open new mines and expand existing mines in the immediate vicinity would suddenly bring several thousand new people to the area. If this new influx of people and wealth was not handled properly, then not only would there be four small satellite communities in competition with each other for community and government services, but none of them would be able to afford to put in the necessary infrastructure or stabilize and diversify economically to ensure the longevity of the communities.

1. PROBLEM ARENA

The Problem Arena which this project addresses is developing effective community infrastructure to cope with rapid growth within the community. This had to be achieved in the face of limitations of difficult physical setting, inadequacy of municipal infrastructure for new housing, absence of social services and a limited investment climate.

2. PROJECT ACTIVITIES

The District of Elkford continues a strong commitment to planning as it creates long term goals, uses a critical path approach, focuses objectives and creates realistic action plans that provides tangible results. It actively and strongly promotes its assets internally and externally, and incorporates public participation at Council meetings, referenda, public information meetings, public hearings and through media circulars. The District of Elkford prepares its factual information position by bringing outside experts to give careful advice where the residents themselves have gaps in their arenas of knowledge. Ongoing co-operation between local and provincial governments are nurtured.

3. RDS KEYSTONES

The keystones identified at the RDS were all evident in this project.

- Effective Resource Development. The District of Elkford utilized the leadership of an effective team made up of the District Council and support staff, selected private consultants and representatives of several provincial ministries to forge the basic plans which have guided development during the past five years. Using these well-researched plans, the District has been able to secure and made effective use of provincial funds to supplement local tax revenues to meet the requirements of the rapid growth situation of the area.

- Creating a Motivating Environment. The team has created a sense of winning, first through the careful planning process used, and secondly as a result of the actual success of the first phase of the housing development.
- Communication Networking. The District has developed a strong communication networking process to involve the community, the resource companies and those interested in investment in the area. A brochure titled "Elkford, BC: The Height of Opportunity" and a newsletter focused on development progress reach beyond the community to promote investments in the area. Frequent District Council meetings involving support staff strengthen the complete participation of the coordination team, and public meetings to share and modify plans maintain community awareness. Regular contact with resource company representatives ensure an understanding of the projected needs anticipated and plans being developed to meet these needs.
- Researching and Meeting Needs. The District has used resource company and provincial government advice and the services of several private consulting firms to identify the needs of the area and to develop its development plans. The cornerstone of success in this project has been this careful and comprehensive planning which has been managed effectively by the District Council and support staff.

4. UNIFYING STORY

The victory of Elkford is proving that we had the ability to meet the residential, commercial, service and industrial needs of the expanding mines. We are a town which decided to plan for our own future and thereby take responsibility for our own development. Co-operation between local and provincial government and co-ordination between departments of provincial government helped to move through many road blocks.

5. PROGRAMMATIC SUMMARY

The Elkford community has gone through one of the most extensive programs of planning and financial analysis for development of residential, industrial and commercial needs in the Province's recent history. The program has created a permanent, stable and self-sufficient community and is seen nationally as a model of effective planned growth. To meet the needs of continued growth within the municipality and the expected upsurge of population, Elkford has:

- provided areas where land could be developed to create more schools, better educational facilities and health facilities within areas of growth where needed;
- initiated the preparation of appropriate administrative structure, hired the necessary specialists (consultants) along with the administrative staff team to control and guide the development of the community;
- provided affordable land and encouraged a wide range of housing types which are now developed;
- developed a Human Services Plan to contribute to the well-being of individuals, families and the community as a whole;
- improved recreational facilities including a golf course, ski hill, a skating arena and curling rink;

- established a new Town Centre to serve as commercial, recreational and administration centre for the community;
- expanded its economic base by creating an Industrial Park and promoting Tourism. A Regional Recreation and Tourism Plan is now underway in co-operation with other Elk Valley Municipalities.

6. PROJECT TYPOLOGIES

At an elevation of 1400 meters, the District of Elkford is the highest community in Canada. Located in a mountain valley in southeastern British Columbia approximately 35 km north of the Crows Nest Highway, it is within two hours drive of Cranbrook, B.C. and four hours from Calgary, Alberta. In only six years, the District of Elkford, with the co-operation and support of several provincial ministries and the resource companies in the area, has demonstrated that it can effectively meet this rapidly growing Community's needs for water and sewer servicing, increased housing needs, fire protection, development of new subdivisions and planning for future expansion. The District of Elkford is presently extending it's efforts to attract additional commercial and industrial business, as well as developing recreation and tourism in the Valley.

II PRACTICAL ACCOMPLISHMENTS

Elkford is a community which is an example of orderly, attractive development which includes integrated neighbourhoods, industrial park, affordable public facilities and an accessible commercial core. Sound planning allowed for protection of the natural beauty through retention of green belts, installation of underground services and full utilization of natural land contours. Planning for a permanent, stable population of families supported by a broader industrial base, rather than transient workers dependent on a single resource led to development of expanded health care facilities, educational system, public works (water, sewer, garbage & community maintenance), social services (family counselling, drug & alcohol abuse) and recreational facilities. Expanded communication services included 3 local newspapers, community T.V. & radio station and cable T.V. services.

7. PERCEIVABLE RESULTS

The orderly development of the community has resulted in the careful planning actually being seen as a step by step growth development which has acted as an incentive for continued growth. As a result of this, the stability of population and the related services, such as schools, medical facilities, protective services (police & fire) are highly visible.

8. BENEFIT IMPACT

The benefits the District of Elkford has seen from the implementation and continuation of the plan are reflected in the expanded tax base, availability of housing and land, and a wider choice of employment opportunities. In addition, the expansion has given residents choices in the areas of lifestyle, social activities, recreational activities and shopping facilities.

9. COMMUNITY IMPACT

The impact of the plan on the community is demonstrated by a feeling of pride toward the retention of the natural beauty within the community itself. As the community matures an increasing number of residents have been giving a long term commitment to Elkford as a permanent place of residence, and therefore establishing local control over and interest in the future of churches, businesses and volunteer organizations. The demonstrated, orderly growth combined with the permanence of the population, has led to real physical growth (boundary extension) and to further residential, commercial and industrial development.

10. APPROACH LEARNINGS

The value of comprehensive planning in all aspects of community development has been one of the major learning experiences of the project. Of equal importance is the selection and establishment of a cohesive "team" to ensure implementation of the plan. The plan must include step-by-step staging within a definite time table and within principles of sound financial management. The "team", in implementing the plan, must communicate openly and encourage both interest and involvement of the entire community in order to obtain success.

11. LATERAL INFLUENCE

Because of the continued success of the project, other areas have looked upon Elkford as a model of proven development. Other local communities in the area have examined their own methods as a result of Elkford's success. The system of comprehensive planning has been utilized by existing resource communities and the provincial Government throughout British Columbia. Communication of Elkford's plan through trade journals and other publications has drawn interest in Elkford's methods of development from all areas of North America.

12. PROJECT JOURNEY

Elkford was incorporated in 1971 to serve as the town site for employees of Fording Coal Limited. The setting was a community located in a picturesque wilderness of valleys and mountains. All development was originally planned, developed and funded by Fording Coal Limited. A sense of community developed among the early residents. The natural evolution was a desire to "steer their own ship", thereby taking a lead role in future community development. By 1978 an integrated planning process was commenced by a team approach with extensive public participation by local residents, provincial government and the three resource companies. The planning process integrated the physical requirement and complete social requirement to develop a financially sound planning model. During the 1980 to 1983 period a major physical expansion was implemented by the team providing urgently needed serviced land for residential construction, a serviced industrial park to serve the local industrial growth and a commercial town centre area for local commercial development. At the same time, the matching social aspects of the plan were implemented. With the current world wide economic recession affecting the coal industries; housing, commercial and industrial development has slowed down. The community now in a slow growth period, looks ahead with confidence to improving coal markets in the future, knowing that they have a physical plan in order to respond to the next growth cycle. The community has come of age, now upgraded to District municipal status, no longer a "one company town" but rather a wholesome community, with an active commercial/industrial sector and an overall true sense of direction.

III LOCAL PARTICIPATION

In 1969 Fording Coal Limited made a commitment to develop a coal mine and town site in the Elk Valley. Between 1969 and 1976 the resource company was to develop basic needs for employees such as sewer and water, housing and recreation. There was also land made available for commercial development. However, during this period the image of Elkford was that of a company town and local participation was minimal. Early in 1976 the resource company handed over the reins to the local council to operate and expand the town site. Between 1976 and 1983 the District Council, staff and consultants did many surveys and reports to update the Community Plan to be assured of a planned, controlled and efficient growth as well as providing for future needs. During this time the local people, clubs and organizations provided much input through the surveys, public meetings and discussions as to their needs such as more residential land, more recreation facilities, human services, fire protections, health care etc. This involvement also led to a strong and broad commitment of the community to the basic direction of the development of Elkford into a stable family oriented town. The community input is still being provided, and the sense of permanence and stability has led, in the past several years, to a much stronger involvement of many people in many voluntary organizations which provide a wide variety of human services to the community.

13. PLANNING PROCESS

The Planning Process developed from the desire of the municipal staff and elected council to obtain control of development, both planning and engineering away from consultants hired by the resource company. The first step was hiring an independent consultant. Secondly an Advisory Planning Commission composed of local citizens was established. At the same time the provincial government was assessing the role of Elkford as a single center supplying residential and business facilities for the workers in three potential mines. The well developed proposal presented on behalf of Elkford won the confidence of the provincial government and resource companies. Local citizens supported their Council's efforts and the following steps in planning a well developed community proceeded.

14. PROJECT INITIATION

- Fiscal finance study projecting revenues and expenditures over a fifteen year period to determine what debt level was affordable and what portion of the capital infrastructure cost should be charged to the project or charged as long term debt.
- Community survey to determine needs and wants of citizens in commercial development; education; residential development; standards for streets, lighting, drainage, sewers, water; recreation; health care, mental and physical protection of environment. In conjunction with the surveys public meetings were held to inform the citizens of the planning process and cost of programs.
- People at public meetings indicated cost of programs.
- People at public meetings indicated support for projects, referenda were presented and were soundly supported by the people. This was confirmation of people's willingness to pay for projects through taxation.
- Before, public meetings were called staff and council reviewed information available from resource people and consultants to determine viability of a proposal. The public meeting provided a check on the information gathered from outside experts.

- The hiring of outside consultants added to the management knowledge and expertise of the staff and council. Choosing consultants that had relevant experience, a good track record, credibility with resource companies and government departments was essential. Proposals were requested from several consultants and the staff and council selected the one with the most merit, not necessarily the cheapest.

15. MANAGEMENT SKILLS

In developing management skills a close working relationship and trust developed between council and their staff. All members of council and staff (the team) were familiar with all aspects of the development process and responsibilities and tasks of one another. They learned to pay close attention to budget and time lines. They honed research skills and collection of key data. Key personnel was added when required. The importance of step by step planning was reinforced by experience. Confidence of the team grew as their ability increased. The small, stable staff worked in an open, interactive environment.

16. OPERATIONAL CAPACITIES

The keys to developing capacities to implement day to day aspects of the projects were hiring capable knowledgeable staff, providing reliable machines and ensuring sufficient space for work to be done. Paying close attention to time and financial projections enabled people to be effective.

17. LOCAL INVESTMENT

The local investment in time was considerable in the attendance at town meetings, response to surveys, and continues in voluntary work in community service organizations. The team of staff and council has done as much of their own research as possible, minimizing use of consultants as they have become more experienced. The support of the resource industries in providing personnel to work in consultative groups, financial support in company take-up agreements and providing funds for recreational development is ongoing. The Elkford Project Society collects \$2.00/month from workers to add to a fund to supply needed social and recreational facilities. The Golf and Ski Clubs are two groups who have been able to receive no-interest loans for development from the Elkford Project Society. These groups give more local opportunity for people to develop management expertise.

18. WOMEN'S PARTICIPATION

Women have played an increasingly important role in the stability of the community. Through participation in the Advisory Planning Commission, Council and the forming of the Resource Society and various other community organizations, women made family life an important facet of life in Elkford. The social needs were readily seen and understood by women through their involvement in the community as a whole.

19. HUMAN FACTOR

When the District of Elkford assumed responsibility for the continued organized development of the town, input was received from resource companies, consultants, clubs and individuals which gave the people living in Elkford a sense of pride as we were not a mining town any more, we were now a stable community. This led to increased concern for the future of the community; its social, educational and health services. The desire to change and innovate combined with the capability of the staff team to work in unison in financial planning provided the two key ingredients to which the Province was able to respond with necessary loan guarantees.

IV REPLICATION POTENTIAL

The success of the development of Elkford was dependent on the commitment of purpose of all participants, federal government, provincial government, local government, resource companies and support staff. Each participant was a member of the project team. The team approach created the comprehensive plan for the community and implementation of the plan. The team had strong leadership at both provincial and local levels. The comprehensive plan addressed all aspects of the community: social, financial, physical and organizational. The plan provided a clear definition of responsibility for the roles of the team members in the implementation. Since the goals of the plan were realistic, the incremental (step by step) successes built the confidence of all participants and observers. The team approach and comprehensive plan became a model for the development of another resource community in British Columbia - Tumbler Ridge.

21. METHODS AND MODELS

Provincial government refers other communities to Elkford as a model they can learn from. The Official Community Plan (June 1983) supplemented by the Recreation Master Plan, comprehensive Zoning Bylaw, the Town Centre Study and the use of a critical path in planning are models and methods available to other communities.

23. TECHNICAL FEASIBILITY

The township growth and massive expansion program was demonstrated to be feasible due to the comprehensive short and long term planning which consisted of the Land Use Master Plan, extensive sewer and water studies, recreation studies which are updated on an annual basis, made it possible to adjust to the economic times in relation to peoples needs and expansion capabilities.

24. FINANCIAL FEASIBILITY

The financial feasibility of Elkford to accommodate the expansion which was coming with projected expansion in Coal Mining was studied and documented in the long term ELKFORD FISCAL UPDATE covering the 15 years from 1987 - 1996. This planning of costs and projection of revenues for the District is more extensive for Elkford than anywhere in the province. The ability of the town to readjust its rate of growth and cover the investment costs in response to the downturn in the economy and the resulting slow down in the mines illustrates the importance of their short term adaptability.

25. LEADERSHIP AVAILABILITY

The District of Elkford has always co-operated with advice or any technical information as requested from government or industry.

V ADDITIONAL INFORMATION

26. LITERATURE/BROCHURES

District of Elkford brochure "The Height of Opportunity" (updated annually)
The Elkford "Opportunity" Newsletter
Elkford Trade and Commerce Magazine reprint
Elk Valley Coal Producers brochure
Town Centre Development Proposal Call
Industrial Development Subsidiary Agreement
Official Community Plan (Draft, June 1983)
Town Centre Study - 1979
Community Plan - 1980; 1983
Elkford Human Services Plan - 1983
Family Resource Centre - 1983
Crown Land Development Agreement
Travel Industrial Subsidiary Agreement
Elk Valley Settlement Planning Programme
Preliminary Geotechnical Evaluation For Urban Expansion at Elkford
Elk River Coal Mining Project: Assessment of Wastewater Treatment Requirements
to Provide for Expansion of the Village of Elkford
Report on Drainage
Village of Elkford: Review of Wastewater Treatment System Capacity
Village of Elkford: Review of Water Supply Stem Capability.
Village of Elkford Townsite Expansion: Preliminary Engineering and
Development Costs
First Stage Ground Water Evaluation for Ministry of Municipal Affairs
Geotechnical Evaluation of Possible Unstable Slopes at Elkford, B.C.
Second Stage Ground Water Evaluation for Further Water Supply
Elk Valley Settlement Planning Programme: Physical Constraints To and
Opportunities For Development in Elkford
Elk Valley Settlement Planning Programme: Physical Constraints to
Development in Elkford-Land Availability and Capability
Elk Valley Settlement Planning Programme: Physical Evaluation Summary
Elkford Community Survey: A Report on the Findings and Planning
Implications
Evaluation of Upper Elk Valley Business Sector
An Evaluation of Social Factors Relevant to the Choice of Settlement
Alternatives in the East Kootenay

28. ANNUAL REPORTS

Five Year Plan - Fiscal Update
Financial Statement

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KIPOHTAKAW EDUCATION CENTRE

DOCUMENTATION FACTORS

I. BACKGROUND DESCRIPTION

The Kipohtakaw Education Centre which is located on the lands of the Indian Reserve of Alexander, 35 miles northwest of Edmonton, Alberta, Canada, is involved in wholistic education as a powerful tool for human development and self-determination. The Alexander Reserve is small: 715 people, of whom 212 are school age children, as of 1983, live on approximately 25 sq. miles of land. The people are of Cree descendency and most speak a dialect of English. The students are prepared for high school through the study of standard English as a second dialect. Schooling beyond Grade 6 is available only off the Reserve. Staff at the school presently number about 25. The Kipohtakaw Education Centre opened in September 1982 with local Band School Board control.

1. PROBLEM ARENA

It was felt by the community for a long time that unless they changed the educational system in the community, the Alexander people would cease to exist spiritually, culturally, and economically. In the past 15 years only two students have graduated from Grade 12 through the regular system. The failure rate has been approximately 95%. There was no coherent program to study problems and no evaluation of the actual academic and functional standing of students. The curriculum and testing were not validated for native people and the facilities, e.g. gymnasias, were inadequate. The standard curriculum did not recognize the needs of the individual and the culture. Little support and development for both staff and students were present. Band education prior to September 1982 under provincial and federal administration, was mechanistic, linear and orientated toward technology, and had produced completely inadequate results on the Reserve. A lack of direction and development on the Reserve itself manifested itself in poor self-esteem with resulting social problems such as alcoholism and apathy.

2. PROJECT ACTIVITIES

The Kipohtakaw Education Centre provides a quality wholistic approach to educational programmes for people on the Alexander Reserve. The project provides cultural enrichment along with a quality early childhood education for children in the community through Grade 5, as well as upgrading existing skills of local people to become educators and managers. In conjunction with a strong academic programme the project activities include a nutrition programme, health screening, elders advisory component, psychological and academic testing, elders in residence, cultural enrichment, junior high school recovery program, university program in

teaching and tutoring, staff development and training, home and school liaison, student counselling, special education, community newsletter, curriculum development, community outreach and participation in a support group which consists of a group of women involved in community issues.

3. RDS KEYSTONES

Creating a Motivating Environment: Creating a motivating environment was done through establishing a common vision and continually communicating it positively and enthusiastically; identifying needs; and looking at multiple approaches to meet needs. Recognizing we are all in the process of becoming and working together towards that goal allowed each to experience successes.

Effective Resource Development: Development of human resources in a wholistic sense is viewed as key to the success of this project. Good leadership was essential to the development of programs and people, and acquiring necessary funds.

Researching and Meeting Needs: Planning and evaluation have also been important since all strategies evolved from the local grass roots. The development plan is to establish need, to develop alternative approaches to meet need, to find resources to fund approaches, and to check frequently to see that need is being met.

Communication Networking: Communication is important to the project through local networking and many community meetings plus a community newsletter. Information is diffused throughout the community and local input is shared. Communication is maintained and stimulated by teamwork and shared work experiences on the project through informal personal exchanges.

4. UNIFYING STORY

The staff and community see themselves as working together to develop a locally controlled and administered approach to education which addresses the wholistic lifetime educational needs of the people of the Alexander Band. Succeeding with this effort is understood by the Band as an urgent necessity for preserving the spiritual, cultural and physical heritage of the people on the Alexander Reserve, as well as empowering the future growth and development of the Band as an autonomous yet productive part of Canadian society.

5. PROGRAMMATIC SUMMARY

The Kipohtakaw Education Centre opened in September 1982 as a result of three years of comprehensive planning, evaluation and community consultation. Indian control of Indian education was seen as the only way to bring quality education to the community. Quality education meant much more than just taking over the existing education system. It meant building an education programme that would release the potential of the children and the community at the same time. The approach the Band chose to develop its school and community was a grassroots development approach in which the community identified the needs. The community then decided what programmes or approaches would solve the needs and then sought multi-level funding to pay for those programmes and approaches. This development strategy has depended on evaluation and assessment by local people and professionals, to provide the information and data necessary for good planning and decision making. Educational workshops with the whole community on education, consultation and planning have helped to ensure local consensus and support for programmes that the Band undertakes. Human resources are being developed through nutrition, early childhood education, youth education, adult education, family life education, cultural heritage education and communications.

6. PROJECT TYPOLOGIES

The Kipohtakaw Education Centre serves the residents living within the 25 sq. miles of the Alexander Reserve, a population of 715. This is an agricultural reserve with 85% of the land cultivated by the Alexander Band. The Reserve is easily accessible being just 35 miles northwest of Edmonton and visitors to the Education Centre have been numerous. The Education Centre is in the expansion stage. The demonstration stage has been completed and the school is functioning with teaching, training and community involvement objectives established. Expansion of the Education Centre involves the initiation of additional community training projects and includes an ever-widening circle of leaders in carrying on the vision of the Education Centre. The Kipohtakaw Education Centre began through the concern of the Alexander Band Council's decision to entrust the Alexander School Board with the creation of a new educational approach for the community. These two organizations working together are the sponsors for the Centre. Consequently, the focus of the Alexander Education Centre has been on the community or village as a whole. It is concerned

with caring for all age groups - elders, parents and youth as well as school-age children and infants - and programmes have been established to include the community as a whole in the teaching, training, and future planning of the Centre. Other organizations which have helped support the Centre are the federal Department of Indian and Northern Affairs: Education Department; Alberta Education; the provincial Departments of Cultural Affairs and Native Affairs; and the University of Lethbridge, Alberta.

II. ACCOMPLISHMENTS

Broad community support and involvement has created a wholistic educational programme for the students of the school as well as the community. The children have achieved new confidence and pride, giving them incentive to develop their individual potential through relevant programmes in all areas, for example music, science, junior and senior high school recovery, elders consultation, nutrition, modern equipment and library expansion. The Educational Centre now has an atmosphere and a staff reflecting the native community. Staff roles have been readjusted so that more than 60% of the staff now is native and the training programme aims at 100% native staff within 10 years. As a result school attendance and parental participation have dramatically increased. Students' overall achievement is improving along with discipline, respect and concern for other individuals, and staff and student responsibility. The success of this project reflects the deep commitment of the whole community. New relationships with various levels of government agencies are now possible through the local control and self-determination by the Band.

7. PERCEIVABLE RESULTS

The project is using a wholistic approach which includes consideration for the whole needs of an individual. This is resulting in positive attitudes, not only among the children but in the entire community. The teaching staff with the native teacher aide, the administration staff and the elected school board along with the school children are aware that they are on a journey of progress for the school. Among the perceivable results are:-

- a. A Cree cultural Centre for the expansion and development of the school childrens traditional native heritage awareness
- b. A two year academic growth in one year.
- c. Attendance of the school children has increased from 50% - 72% to 92% - 96% and staff turnover decreased.
- d. A nutritional programme has been initiated for the children in order that they have healthy bodies and minds for learning.
- e. A Junior and Senior High School recovery programme has been developed for drop-out students with academic learnings in the morning and practical work experience in the afternoon.
- f. The Alexander Kipohakaw Education Centre staff has increased native staff to 60%. There are increasing expressions of caring towards others, the children are happier in the school, and conflict among individuals and families has decreased in the community. A new self-confidence and trust is present.

Through the team approach, people are aware of their common vision for education and for the development of the individual's potential. People, taking part in on-going evaluation and planning, see that they are determining their destiny as they actually experience taking responsibility for education in the community.

8. BENEFIT IMPACT

The wholistic approach to education has permitted each child to follow a programme geared to his individual needs. Their physical, emotional, spiritual and intellectual needs are met by caring teachers who share the communities' vision of an education system which determines a positive destiny for each individual. The school and community communicate their concerns and ideas while participating in a decision-making process guided by policy and consensus opinions.

9. COMMUNITY IMPACT

The project has drawn the community together and united them in a common vision. By reaching consensus on most issues and by feeling in control of their own destiny, the process of human and resource development has speeded up dramatically in the community. This in turn, has allowed for a greater scope to long range planning and internal evaluation.

10. APPROACH LEARNINGS

The Kipohtakaw Education Centre sees that the following approaches are important to their progress and accomplishments:-

- a. The wholistic approach to education, using the ANISA model
- b. Articulating among the staff and community the common vision through workshops and strong public relations.
- c. Sharing through communication both formally and informally to deal with the strong desire to accomplish goals.
- d. Decision-making through consensus
- e. Allowing people to determine their own destiny to build confidence, trust and a motivation to develop skills.
- f. An individualized approach caring for developmental goals of children as well as adults beyond standardized curriculum.
- g. Use of on-going evaluation and planning within the school and community by internal as well as external methods and leadership.

11. LATERAL INFLUENCE

The project has had a great impact to those outside the community in sharing a common vision of Native Education and local control. It has helped to reinforce for others that the traditional wholistic view of life shared by many Native people is a workable model for educational renewal in many developing communities. A strong factor in the project's success to date has been the reinforcement in the community of the value of sharing. The wide acceptance of the project results outside of the community and the reciprocal help the project has received from others have reinforced the community's self-image and have resulted in 123 other communities asking the Alexander community for help in planning their own Education Programmes.

12. PROJECT JOURNEY

Prior to 1978, the people of the Alexander Band were concerned with the direction that education was headed. A few concerned persons began talking to various individuals and encouraged certain ones to run for the school committee through election. When the new school committee was formed, a five-year plan was developed that included an extensive evaluation on education. This involved questionnaires and testing of the students both in the federal and provincial school systems.

In September of 1981, the Provincial School Board rejected approximately 40% of the Alexander students who were attending off-reserve schools saying that they no longer had room for these students because of growth problems of their own. Along with these problems, there were four teachers that came and went for various reasons in the local Grade 1 class. These problems brought about a lot of changes. The Band Council submitted a Resolution (BCR) to DIAND giving full authority to the School Board (which had been a school committee before this BCR) to operate the education program.

On July 15, 1982, the Alexander Band School Board formally took over control of education for the Band. Immediately school renovation began to transform an old storage area into a Cree Cultural Centre. Also the six teachers carefully selected from a nation-wide search took part in a six-week summer Anisa training programme in San Diego, Ca. The Band school opened in September with K4 to 4th grades with 92 students.

(12) Children showed a two-year improvement level at the end of the year. The second school year opened with the addition of Grade 5, a Junior High and High School Recovery Programme, a multi-level classroom, university training for teacher aides, and special education. Treasury Board funding for five years has been launched. Plans for the future include expansion of grade levels, construction of an additional school, an infant stimulation programme and a perception centre as well.

III. LOCAL PARTICIPATION

Local participation has been a cornerstone of this project in regards to sharing common goals. The initiative began with on-going consultation at the community level. The efforts of key individuals combined with skilled people returning to the community began informal discussions which led to meetings, research, seminars and workshops with outside consultants. Several talks took place among community members and a group of people were encouraged to run for the school committee. At a community workshop, the Committee members were elected. This new Committee was recognized by the tribal government as a School Board. The new Committee took steps towards implementing an evaluation. Because the evaluators trained and involved a large number of interested community members, it led directly into an action plan. Proposals were written by the Committee because they knew the overall needs of the school. A training mode was established which encouraged actualization of individual goals and which permits continued participation as the programme evolves. Local participation is still being encouraged so that the project will continue to expand and diversify in accordance with the community's needs.

14. PROJECT INITIATION

The Kipohtakaw Education Centre project was initiated through the grassroots efforts of local community people. It was through the actual process of taking over the control of the school from the Department of Indian Affairs that the teaching and administrative staff acquired skills and training to implement their project. The vision and plan were developed through face-to-face home visits and formal workshops. (See project Journey)

15. MANAGEMENT SKILLS

Initially sums of money were allocated to focus on training in bookkeeping and secretarial skills through formal training sessions and on-the-job experience. This was necessary immediately as large sums of money were decentralized to the project. Management skills and systems have been developed since the project began to assure local participation in the management. The school practises a role in sharing, group decision making, mutual support in teams as seen when community members become an acting principal on a rotating basis during the absence of the school principal.

16. OPERATIONAL CAPABILITIES

Staff flexibility, or to play more than one role, has been important to the administrative and operational effectiveness of the project. Training and role-changing on the job makes this possible. The infrastructure is in place for future development of materials such as resource books and computer software as well as further programmes designed to meet the needs of individual community members.

17. LOCAL INVESTMENT

The Alexander School Board and the community invested much time and labour in organizing meetings and workshops for planning and research on issues and finding solutions to the educational crisis of the Reserve. Additional time was given to communicate the progress of the project at every level through phone calls, flyers, and conversations. This procedure encouraged the development of confidence in local wisdom, implemented the consensus method of decision making, allowed people to sense new self-determination and enabled the community to become aware of their shared vision.

18. WOMEN'S PARTICIPATION

Women have been important to the project with their participation representing about 90% of the Board and Staff. They were not specifically targetted for such positions but responded to the need. Women have become more visibly active, are the ones who are able to articulate the vision, are those who volunteer and participate in the funding drives. In this project, everyone's gifts and roles are valued equally whether they are men or women.

19. HUMAN FACTOR

The Human Factor in this project is the emergence of self-confidence and hope through self-determination. Strong team work and cooperation at all levels has been sustained by a shared common vision. Trips for training and interchange have been helpful for motivation. There is a sense that the programme is being done on behalf of other struggling communities. Responsibility and communication between people is direct and personal as attention is paid to the growth and development of individuals. Day-to-day involvement by community adults in the school is an indication of the depth of their commitment and the sense that the children are the hope of the future. A sense of identity has been created within the community based on continual affirmation of traditional values, acceptance of people as they are and encouragement of gifts and skills development.

IV. REPLICATION POTENTIAL

In terms of replicability, it is important to understand that the approach used by this project of building an educational programme around the identified needs and long-term vision of the community is more important than the specific content of the programme itself. The success of the project has depended on a systematic approach of building to meet real needs. First, the total needs within the community were determined through a process of involving many people formally and informally in creating a long-term vision for the Band. This allowed the School Committee to begin researching available resources they might draw upon in meeting the educational needs of the community. The Anisa wholistic education approach was chosen as the most appropriate method for the situation of the Alexander Band, since it builds on the traditional values of the people. Training of staff has been done both locally and outside the area to develop necessary skills and to increase staff role flexibility. Basic skills training manuals and teachers manuals have now been developed to enable this process. An active and committee School Board now plays an important role in accelerating project expansion and building community understanding and support. The staff and the Board function as a complementary team rather than in a hierarchical mode, and the readiness of everyone to affirm the importance of each other's role is crucial to maintaining a climate of cooperation.

20. TRAINING COMPONENTS

Training in many forms has been essential to the Kipohtakaw Education Centre project. Training included:

- a) a six-week training course in the Anisa methods and philosophy for teaching and administrative staff (the wholistic approach to education);
- b) additional Anisa training on the Reserve for community members;
- c) bookkeeping and secretarial skills training, formally and on-the-job;
- d) academic training for junior high and high school recovery students along with ½-day tutoring experience in the elementary school;
- e) participation in educational exchange conferences (e.g. NIEA conference of 4000 in San Jose, California);
- f) leadership skills training, eg. workshop leadership;
- g) research through site visits and reading of educational approaches;
- h) demonstration and practice in administering tests and evaluation by staff and community people.

21. METHODS AND MODELS

A substantial amount of documentation, evaluation, models and methods were used to initiate, train and support the Kiphtakaw Education Centre (See Literature/Brochures, Audio/Visuals and Annual Reports). The basis of the curriculum content is the Provincial educational materials, but the wholistic approach through the use of the Anisa model is foremost in the educational process. The native philosophy incorporates both a focus on individual development according to his/her needs as well as sharing in the school and community for the good of the whole. The Educational Centre consistently uses the image of the "team" or "family" method in designating roles and in training local people. This method encourages both flexibility and equality. The education team is seen to be a coalition of community members, the staff, the School Board and Band Council members. Participatory evaluation and research encourages everyone to "own" the project and take responsibility for its continued development.

24. FINANCIAL FLEXIBILITY

The programme is one that was able to develop and expand quickly because of adequate financial support. This allowed training for staff to upgrade skills of community members in management, teaching, evaluation and testing techniques. Along with this training, on-going development of professional staff in specialized teaching methods is financially supported. However, this project could have been done at a slower rate with less financial support under our wholistic Anisa philosophy.

V. ADDITIONAL INFORMATION

26. Literature, Brochures

"Kipohtakaw Education Centre, a Community School"
Brochure, Anisa material, timeline, philosophy
Five-year Plan, Policy Manual, training outlines
Newspaper articles
School Board policy training programme, financial training
programme, position paper, local control guidelines and
plan

27. Audio-Visuals

CBC film documentary
Film, "To Call an Eagle" (1983)
Slides, pictures
The School before and after Band Control, - audio-visual
12-hour Anisa training of staff and workshops on video

28. Annual Reports

Financial reports and Audit
Report to Community
Report to Board
Reports to government funding agencies

29. External Evaluations

Evaluation document, "Determining our Own Destiny in
Education", April 15, 1982, coordinated by Native Education
Faculty of Education, the University of Lethbridge,
Lethbridge, Alberta, Canada. (Cost \$25)

Provincial Evaluation by Evaluation Branch of Alberta
Education (Zone 345) by Dr. Ralph Sabey.

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READING AND WRITING TUTORING PROJECT

DOCUMENTATION FACTORS

BACKGROUND DESCRIPTION

The Reading and Writing Tutoring Project in the Peace River North area of Alberta is an adult literacy project in a developing agricultural area which experiences an average frost free growing period of 97 days. The Mennonite community formerly seaparated itself from public education for religious reasons and therefore, a high percentage of adults are unable to read and write. A sensitive approach and obtaining tutors from within the Mennonite community, even teenagers, has opened doors to training. Many of the older people, including Metis and Indians, have an incentive to learn to read and write when they find it hard to function within a literate society.

1. PROBLEM ARENA

Many people living in the McKenzie North area of Alberta cannot read or write. This has been hard on individual people and on the community as a whole. Not being able to read and write has made people feel cut-off from the community. It has meant that mothers could not help their school age children with their homework. For others, it meant a hidden sense of shame about not being able to read and write. The community as a whole, has suffered also. People who could not read or write did not vote. They could not read literature relevant to full participating citizenship. These people could not use government services, like the Post Offices. They did not use the bank because they could not sign cheques. The powerlessness that individual people felt as a result of being illiterate was felt by the community as a whole.

2. PROJECT ACTIVITIES

The Reading and Writing Tutoring Project, an experimental literacy project, taps a remarkable resource in small communities in Northern Alberta. People who can read and write are trained to work on a one-to-one basis. On occasion, a tutor will meet with more than one person, particularly if they are members of the same family. Some lessons, however, are also given in a group setting. Lessons follow the Laubach method. They are flexible to meet individual demands, but tutor-student teams average 12 hours per month. Teams meet normally in the students' homes. The Laubach core materials has 5 levels (to an approximate grades 5 - 7 reading levels). Lessons are adapted to each student's special interests. The main focus is on functional literacy through learning everyday "survival skills". (Eg. banking, shopping, reading instructions, writing letters, filling out forms). Individual goals of students include seeking admission to further education opportunities, employment upgrading or simply personal enjoyment pursuits. To coordinate these tutoring activities, the project is organized around a local steering committee

which provides administration, financial accountability and evaluation. Members of the Steering Committee are appointed by sponsoring groups and includes senior tutors. The project steering committee and local coordinator also arrange for training and selection of tutors, community promotion and liaison work, transportation needs for tutors if needed, and ordering and distributing materials.

3. RDS KEYSTONES

The keystones identified at the RDS were all evident in this project.

- Effective Resource Development. Enthusiastic community members demonstrated leadership in acquiring funding.
- Researching and meeting needs. The need identified -X-terminate the X's on official documents. Research showed the Laubach method as a proven method. Successful students' self-esteem and confidence rose. Results have been a stunning success.
- Creating a motivating environment. The vision of literacy for everyone was communicated positively and enthusiastically. A plan was developed and implemented. Success fuelled the "move and shakers" enthusiasm and motivation.
- Communication Networking. Clear objectives were established and communicated on a wide geographic basis. The media co-operated. Flexibility and co-operation were and are the order of the day. The program continues to snowball.

4. UNIFYING STORY

The most important single factor is the realization that in our present society, it is no longer possible to participate fully without the ability to read and write; it being a basic human motivation to be able to function at a standard of living which today's society offers.

5. PROGRAMMATIC SUMMARY

The Reading and Writing Tutoring Project is an adult literacy project in the English language. Many people in the area speak German, Cree, Ukrainian, Dene, Beaver and French as their first language. The aim is to enable all interested adults to become functionally literate. The project ultimately provides incentives and resources for continued learning. It crosses cultural barriers to provide a means for more active community participation.

6. PROJECT TYPOLOGIES

The Reading and Writing Tutoring Project serves a sparsely populated area which, prior to 1955, experienced extreme isolation from the rest of the Province of Alberta, Canada. It includes the communities of

Fort Vermilion, La Crete, Jean D'or Prairie, High Level and the surrounding farming, hunting, trapping and forest areas composed of German-speaking Mennonites, Indian Bands and Metis, as well as young farmers and long-established Caucasian families. Located approximately 350 miles north of Edmonton, Alberta, with access available by both road and air, it can be reached with moderate difficulty. The project focuses primarily on the tutoring of adults in reading, writing and math skills using a one-to-one process. Tutors are trained initially in group workshops, and receive periodic additional training on a less formal basis up to 20 - 30 hours. Sponsoring organizations are Fairview College, Fort Vermilion School Division, Northeast Further Education Council and the Chinchaga Further Education Council. Supporting organizations include Alberta Advanced Education, who provide funding, Laubach Literacy Canada, who make their methods and program materials available to the project. The project is the first successful effort to replicate the Laubach method of adult literacy training in Northern Alberta, and is in an expansion stage in the area, having been recognized as a successful approach to adult literacy. In addition to further use in the immediate area, the program is being studied for possible replication in the Fort McMurray/Fort Chipewyan and other areas.

10. APPROACH LEARNINGS

The project addressed a real need. Co-operation with all ethnic groups was important to emphasize cross-cultural interaction. Research of proven methods was invaluable as was the necessity to tailor the method to our specific individuals and geographic remoteness. Clarifying roles of individuals and groups involved was very important. Evaluation by students of their own progress was vital. Evaluation of the program on an ongoing basis was also vital.

11. LATERAL INFLUENCE

Through word of mouth and the use of local media, awareness of the Reading and Writing Tutoring Project spreads to an ever increasing geographic area. This includes other parts of northern Alberta, northern British Columbia and the Northwest Territories.

12. THE PROJECT JOURNEY

The year 1977 saw the initiation of the project by the VANWS (Voice of Native Womens Society) group and the Advisory Committee of the local Adult Education Centre. Training of tutors took place and a volunteer Literacy Council was formed with affiliation to Laubach Literacy International and the identification and matching of tutors and students was made. For three years the program slowly expanded in the community. In 1980, the project was being invited into adjoining communities. Other educational groups became involved by providing more resources, human and financial, including a paid part-time coordinator. In 1982, the local newspaper added a "New Readers" page. By 1983, the coordinator was full-time and being asked to assist in replicating the program in other areas of Western Canada. Undoubtedly, the program is in an expansion stage.

II. PRACTICAL ACCOMPLISHMENTS

Approximately 160 students between the ages of 14 - 70 have been helped within three years to gain personal survival skills, such as banking, filing, completing forms, mail order purchasing. As many as 75 people have been trained to become tutors. Honoraria has made it possible to expand the number of tutors. The local newspaper has introduced a "New Readers" page, aimed at the students involved in the program. Through negotiation with the Department of Education, tutors who are enrolled in High School above the Grade 10 level, can now gain 5 high school credits. The self-esteem of the participants has been increased because the stigma of being illiterate has been reduced. The level of hope has risen, thus personal growth for individuals has increased. Improved literacy skills have increased the opportunity for greater social interaction and higher self-expectations. The program has helped the cultural barriers to be levelled. Through greater independence, the feeling of remoteness has been overcome. Greater information access to both students and tutors has broadened their world view and also increased the value of education within the community.

7. PERCEIVABLE RESULTS

The perceivable results of the tutoring project includes the fact that 160 students have gained functional literacy skills and are now able to cope with personal living skills such as banking, shopping, etc. High School students can now gain five credits by tutoring. Every participant in the project takes pride in the work being done. Outside attention and interest has increased local awareness of the importance of the project.

8. BENEFIT IMPACT

The main beneficiaries of the Reading and Writing Tutoring Project were the student themselves who gained basic literacy skills which they valued. Many students also experienced a growth in self-esteem. Their social interaction increased and they achieved greater independence.

9. COMMUNITY IMPACT

The main community impact of the Reading and Writing Tutoring Project is that the stigma attached to illiteracy was reduced. A more active and self-reliant citizenry has grown. Tutors themselves gained additional literacy skills. A more willing and co-operative effort to address the issue of adult illiteracy is now present in the area. There has been a general increase in the value placed upon all aspects of education for adults and children.

III. LOCAL PARTICIPATION

A local person recognized a need for literacy among area people. The concern was voiced at a Chapter of the Voice of Alberta Native Womens' Society organization. The X-Terminators Literacy Council, a local volunteer action group was formed and in turn took the concern to the Further Education Council and its hosting authority, the Fort Vermilion School Division. The decision to use the Laubach Way of Learning materials and methods was made. The Council decided to bring in Thelma Blinn, a tutor-trainer from Laubach Literacy Canada to conduct a workshop. In order for the project to progress, it was recognized that permanent funding was necessary to assist tutor involvement in the way of honorariums and out of pocket expenses. A Steering Committee was struck and the administrative model of the Further Education Councils was followed. A set of policy guidelines to include criteria of a program adaptable to local needs was prepared. A coordinator who had a commitment and former experience as a tutor was hired to implement the program and ensure that success and continuity of the project. The Department of Advanced Education, Province of Alberta, through Further Education Councils and MacKenzie North/Fairview College is the main funding and co-ordinating body. Community organizations and individuals support the project in many ways. They provide food for social gatherings, newspaper space, meeting facilities, transportation and promotion.

14. PROJECT INITIATION

A local native women's group and the Advisory Committee to an existing adult upgrading centre in Fort Vermilion identified a need for basic literacy opportunities for 30% or more of the adults in the area. They approached the local Further Education Council to access government funding. A Laubach tutor-trainer came in from Eastern Canada and conducted two workshops and a volunteer literacy council to support the one-to-one tutoring of volunteers was formed.

15. MANAGEMENT SKILLS

The roles of Co-ordinator, Steering Committee, sponsoring agencies and tutors were clearly defined. A project co-ordinator was hired in the fourth year and was drawn from a volunteer tutor. A commitment to ongoing evaluation and responsive change was made. Financial accountability is related to government grants and administered through MacKenzie North/Fairview College. Local people have acquired skills in management, planning and evaluation.

16. OPERATIONAL CAPACITY

Flexibility is critical. Local people have played key roles in management, planning and evaluation. One-to-one lessons address special geographic and ethnic factors. The Steering Committee has designed their own policies and guidelines and set annual objectives, administrative policy, and conduct annual evaluations. A network of local community groups, local educational councils and inter-agency sponsors from both local and provincial levels has served to strengthen the project.

17. LOCAL INVESTMENT

Local people with varying degrees of commitment and knowledge participated in the research and design of the project. This has been in an ongoing "learning by doing" mode with some assistance from knowledge of models in eastern Canada and use of outside help with initial training of tutors. Laubach Literacy International methods for training tutors and core content of lessons has permitted use of tutors with good reading skills but little formal education themselves. Some former students of the tutoring program have gone on to work as tutors. Volunteer Literacy Council, affiliate of Laubach Literacy Canada, has raised funds outside the grants from Government. This Council hired a Journalism student through a government funded student employment program to write a local interest easy-to-read materials for students. As well, local people contribute high interest low-vocabulary articles to the weekly paper "New Reader Page". Two representatives chosen by senior tutors serve on the Steering Committee with agency representatives. Almost all work is done by local people at the local level.

18. WOMEN'S PARTICIPATION

The Reading and Writing Tutoring Project was initiated at the urging of the local Voice of Alberta Native Women's Society chapter in Fort Vermilion. They saw the need for adult literacy in the area, primarily among native people. Since its beginning, a high percentage of both students and tutors have been women, as well as the coordinator and the Steering Committee. Many women from all cultural groups in the area have benefitted, using the project as a stepping stone to further their education and employment opportunities. Both students and tutors have experienced a growth in self-esteem, as well as practical benefits such as better parenting, personal growth and development, improved ability to communicate and less dependency on others. The project has involved over 150 women between the ages of 14 and 75, during its six years of operation.

19. HUMAN FACTOR

The success of the Reading and Writing Tutoring Project has been heavily dependent on the commitment to winning the total team involved. This includes the students, tutors, Steering Committee, Co-ordinator and various sponsoring and supporting agencies. The momentum has been maintained by placing a priority on re-organizing the individual achievements of the students (diplomas given for each successful level completed) and the tutors (certificates for various teaching levels). The program successes have been communicated to the community at large by word of mouth, through posters, through the media and at community events, such as potluck dinners to present certificates and awards. Operating on a completely non-coercive basis using an appropriate honorarium for tutors who require some financial assistance has made the program work as a unique example of "subsidized volunteer" participation. The program recognizes that people desire a significant role, and the students and tutors can both experience the sharing and caring in their relationship within this program.

IV. REPLICATION POTENTIAL

The project uses the Laubach Literacy Training format and curriculum which is fully elaborated, extensively applied and readily available internationally. Basic tutoring requirements and standards are set. Training is available through 12 - 20 hour orientation workshops and on-going in-service sessions. No formal testing of students' progress is used but students evaluate their own progress in terms of functional literacy. The Reading and Writing Tutoring Project is already being replicated out of several locations in Northern Alberta, using the Fort Vermilion model as a reference. The Project Steering Committee has originated its own guidelines and operating principles which are being used as a model elsewhere and is also developing an annual comparative evaluation within its on-going evaluation process. The Committee is made up of tutors and representatives from educational agencies. This Committee is autonomous. Interchange occurs primarily at an annual conference attended by literacy project coordinators. Tutors have also been a part of the conference interchange process and through on-going apprenticeship, formal training and project interpretation, are developing leadership potential for the project. Preparation of a self-explanatory publication, fully documenting the project will enable broader locally-based support, quicker leadership orientation and project replication.

20. TRAINING COMPONENTS

The Laubach method was most adaptable to this area. Components include certified trainers through tutor-training workshops. Important guidelines are to establish compatible student-tutor teams. On-going in-service training and evaluation methods are the basis of the project.

21. METHODS AND MODELS

The Laubach method was used. Compatible student-tutor teams were identified. Roles of co-ordinator and Steering Committee were well defined. Non-certified tutor teaming with student was permitted in some cases to overcome shyness and other barriers.

22. EXTENSION INTENT

With the heightened activity produced by funding and volunteer support, and including hiring of a part-time coordinator, the tutoring project expanded into neighbouring small communities. Word of mouth and media coverage brought requests from areas outside the project boundaries. Within three years, several tutoring programs similar to this one were starting up in northern Alberta. These drew on advice and tutor-training help from the Reading and Writing Tutoring Project. At this time, a second half-time coordinator in the area has assumed responsibility for the program in communities farther from the Fort Vermilion base.

23. TECHNICAL FEASIBILITY

A minimal of technical expertise was required to initiate and expand the Reading and Writing Tutoring Project. Local people were involved and received training from persons outside the area in Laubach methods. The local Further Education Council model was used for governance. The national parent organization, Laubach Literacy Canada, paid expenses for a local tutor-trainer to attend on-going training in the east. The system permits on-going "learning by doing" based in part on sensitive response to individual student-tutor teams. No sophisticated equipment was required.

24. FINANCIAL FEASIBILITY

The Reading and Writing Tutoring Project "took off" after funding, which permitted the hiring of a local coordinator, minimal honoraria for some of the project tutors and reimbursement for travel costs and babysitting, came on stream. The dynamic of a kind of subsidized volunteerism, aimed at cutting costs with donations of materials and facilities, using a mix of volunteers and paid community tutors (as a matter of personal choice) has meant that the project has been very cost-efficient when compared to cost of classroom situations with degree teachers and facility maintenance costs, etc. One-to-one learning means more rapid student progress and the flexible approach has minimized overall costs.

ADDITIONAL INFORMATION

26. LITERATURE, BROCHURES

The project has its own brochure called the "Reading and Writing Tutoring Project", which provides information and background about the program. Alberta Access and Advanced Education provides the "Write Break" package which includes a brochure on the general background information, bookmarks, posters and an organizational handbook which explains what's going on in literacy programs and how to get a program started. The Laubach Literacy Action's "Literacy Trainer Handbook" and "Laubach Way To Reading Teacher's Manual" are resources for trainers and tutors. The Laubach Literacy Canada newsletter, the Alberta Association for Adult Literacy newsletter, and the Movement for Canada's Literacy called "Literacy/Alphabetisation" provides networking information literature.

27. AUDIO/VISUALS

A Documentary video "Safer than a Sock" and a training video (along with printed materials) "It Works Both Ways" is available from Alberta Access for individual and workshop use with tutors and teachers. The Steering Committee has created a slide-tape show about the project.

28. ANNUAL REPORTS

Each Spring, evaluations are made of the project. There are now three evaluation reports available on the project. These reports describe what has happened, including tabulation of all the student evaluations and of those done by tutors regarding the materials they are using and training and support as well as personal learning experience. The Steering Committee then does an overall evaluation and recommendations of change.

29. EXTERNAL EVALUATIONS

The evaluation has been external, aimed at the project adapting and improving as need arises.

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LAC LA RONGE BAND OF INDIANS

DOCUMENTATION FACTORS

I. BACKGROUND DESCRIPTION

The Lac La Ronge Band consists of over 3,000 Cree people living in six communities on reserves which are as much as 200 miles apart in the forest and parklands region of central Saskatchewan. They are involved in the total development of their economic, social, educational and cultural life.

1. PROBLEM ARENA

In Education:

The Lac La Ronge Indian Band was dissatisfied with the education process. It took the children away to attend school miles from home. Leaving home and being exposed to a foreign world (language and culture) threatened the child's own culture and mother tongue. Realizing this the Band requested Band control of education, but convincing the government that they could handle money was a problem.

In Social Services:

Delivery of Social Services was slow. The people who handled this had little understanding of the Band's customs. Children were taken away from the reserve and frequently put in white homes. This again threatened the Indian population, depriving children of their own language and culture. Most communities were without adequate transportation services, cutting them off from the outside world.

In the Economic:

Trapping was no longer providing a sufficient livelihood for families. Band members had problems getting into some good lakes because the outfitters were restricting fishermen's production to very specific limits and continue to do so. Since the mines shut down Band members were laid off. Local employment, such as fire fighting, campground maintenance, outfitters/guides, construction of houses, schools and roads has been seasonal.

In Self Control

Since the Band achieved self control they have had problems getting enough funding, through Indian Affairs, to carry on their projects. Funding delivery is slow, which restricts the cash flow to projects at times.

2. PROJECT ACTIVITIES

In order to solve some of the problems the Band was facing, a number of

initiatives in the education, economic and social sectors were undertaken. These initiatives in education included the definition of a bilingual/bicultural policy, the training of Cree teachers, the assumption of control over the reserves' schools and the construction of five new schools on the reserves. In economic development Band activity revolved around the establishment of Kitsaki Development Corporation which oversees all the business ventures. These ventures included wild rice planting, harvesting, processing and marketing; fish farming and processing; trucking; forest harvesting and silviculture; housing and school construction. Training programs for Band staff, vocational trades people, teachers truck drivers, heavy equipment operators, community health workers and maintenance workers have been undertaken. The Band also provides management support to individual Band members entering the business field. Activities in the social/medical sphere include the setting up of an alcohol rehabilitation program, the recreation program, the community health centres and the dental care program. As well, particular business initiatives have been undertaken by the Band through its companies such as Northland Processors in the processed meat industry, Merriman Trucking in the transportation industry and Northern Commercial Laundry Services in the dry cleaning service industry.

3. RDS KEYSTONES

The keystones identified at the RDS are all evident in the Lac La Ronge Band.

Organization Planning and Research

Before projects are undertaken forecasting must indicate viability. Budgets are set up and have to be followed. Community profiles show resources to be exploited. Outside expertise is hired where necessary.

Effective Internal & External Communications

Internal communication is achieved through regular staff meetings culminating in department head reports to Council on a monthly basis. Council meetings are open to the band membership.

External communications are achieved through a network of informal contacts in the business community both local and provincial and in all levels of government.

Community Involvement

Councillors bring the concerns of their constituent to the Council. Wherever possible community committees and advisory groups assist in planning and operations, and Band members can participate directly in Band Council meetings.

Sound Leadership and Management

A dedicated Chief and Council oversee all operations. Outside experts are hired where needed to work at the Council's direction. Joint ventures

provide access to business expertise. Training programs help ensure Band members can take over these functions as soon as possible.

4. UNIFYING STORY

The Lac La Ronge Band realizes that the basis of their rights is in their treaties. When these rights were being threatened the Band affirmed their importance and began to assert greater Band self-control. The people changed from a limited focus of concern within their own small reserve areas to a broader Band view and relationships to the larger society. With new self-determination the Band is expanding economic activities, creating employment opportunities, improving education which relates to their culture, and building management and accountability systems. At the same time as the Band is undergoing these changes, the people are striving to maintain their own traditional life style (fishing, hunting and trapping) and values. The Band recognize that in spite of its activities it still has much to do before adequate self-control is realized.

5. PROGRAMMATIC SUMMARY

The program arenas of the Lac La Ronge Band are education, economic health and welfare.

Education

The Kindergarten through grade twelve is based on a bicultural, bilingual curriculum. Vocational training and the alternate school serve youth and adults. Community people play an important part as resources for the schools. All the programs take input from various groups: community meetings, school committees, the advisory boards, the Council of Elders, and the Band Council.

Economic

Housing construction involves new homes and renovation of older homes as well as extension of water and sewer services. There are community planning studies that are being followed. The economic programs are made up of some joint ventures, such as trucking; wild rice production, processed beef products, and dry cleaning. In addition, there are forestry related ventures.

Health and Welfare

In the area of health, two medical clinics, a dental program for school children, and an alcohol rehabilitation program plan an important part of the general welfare of the people.

6. PROJECT TYPOLOGIES

The over 3,000 members of the Lac La Ronge Indian Band spread throughout a triangle of the Pre-Cambrian Forest north of Prince Albert, Saskatchewan. Little Red River Reserve marks the most southerly point of this triangle

while Grandmother's Bay, 200 miles north of Otter Lake, the most north westerly point and Stanly Mission, the most northeasterly point.

The Band's development projects have been rapidly expanding throughout the past ten years. The Band has definite plans for future expansion of its activities in the educational, economic, social and medical arenas with a strong focus on increasing employment opportunities for its Band members while improving living conditions. Several bands in Saskatchewan and Ontario have already met with the Band Council and its staff members to discover how these projects were initiated and implemented. The Band has received visitors from the maori people of New Zealand. Replication has begun and more is anticipated.

The Band Council maintains control over the projects that have been implemented through regular Council meetings and the employment of staff to work with Band members. Each project aims to improve the opportunities and lifestyle of all. Some of the projects are operated in the La Ronge and Little Red River areas tha have access to roads and good communication. Some are directed toward the band members who live in isolated areas. Access to these areas must be by boat, skidoo, air or two-way radios.

Support for the Lac La Ronge Band's projects is through private, public and local funding. The Band now has control over education, social and economic funding guaranteed by the Federal Government through the Treaties. Although the largest amount of money supporting the Band's projects is through federal funding, the funding secured through private and local sources is steadily increasing. The Band has a well established administrative system to account for all the money that it uses.

II PRACTICAL ACCOMPLISHMENTS

The Lac La Ronge Indian Band has undertaken an orderly approach to the development of the Band over the last ten years. School systems have been set up, teachers trained, curricula and materials developed. In the economic area a development corporation has been established to control the various companies of the Band. The Band is established in the trucking, forestry, wild rice, meat processing and the commercial laundry industries. Training programs are an ongoing process in realizing skilled workers and sound managers.

7. PERCEIVABLE RESULTS

Over the past decade, the Band's revenue has increased significantly as a result of the economic development on the reserve. The amount of public money administered by the band has almost doubled yearly for the past five years. The Band office opened in 1975 to centralize administration. This was necessary for local control. Additions were made in 1978 and 1980 to alleviate the seriously over-crowded working conditions. Plans are underway for a third addition.

Throughout the reserves, new houses and buildings are evidences of the Band's growth. There is still serious need for more houses, service buildings and larger schools.

The majority of people working for the Band are Band members and plans are to replace non native staff as soon as natives get sufficient training. Several Band members now operate their own small businesses namely taxi companies, a pulp-cutting camp and a water-hauling business.

The primary school classrooms are staffed with certified Cree speaking teachers. Many Band members are employed at other grade levels, also language and cultural instruction curriculum developing, guidance counselling and support personnel. There is a growing number of Band members graduating from high school and university. The drop-out rate is definitely on the decline.

Some examples of perceivable results of the Lac La Ronge Band are:

--the number of Band members employed permanently by the Band has increased from 20 to 180 in six years

--75 carpenters are employed by the Band

--the wild rice processing plant employs 25 seasonal employees

--625 students now attend the Band operated schools

--Merriman's Transport has 2 terminals, 6 trucks and 15 employees

--the road to Stanley Mission has been developed from a winter road to an all-weather road.

--Northland Processors employes 12 employees

- La Ronge has 60' by 80' skating rink
- the high school in Stanley Mission offers credit courses in Cree
- the Cree language and culture publications are being printed
- there are 25 computers in the Band schools

8. BENEFIT IMPACT

The members of the Lac La Ronge Indian Band are now able to plan for a better standard of living for themselves and their children. Children now have access to a relevant school program with humanistic teachers in their home communities; young people now have opportunities for reserve-based training programs; adults are beginning to find ways to escape from the welfare state through employment and elders are again being listened to. But it must be emphasized that the full employment and adequate housing with modern servicing on the reserve is still a long ways in the future. This will be possible through the strong leadership in the Band.

The Band's programs have increased the self-confidence and pride of its members of all ages. The Lac La Ronge Indian Band is achieving a positive relationship iwth the larger community and finding ways to work with society as a whole while retaining its own language and culture.

9. COMMUNITY IMPACT

The Band's efforets are resulting in better facilities on the reserve. Band members are beginning to move into larger better built houses. Some buildings to house support services are being constructed. As well the schools on the reserves are modern well made structures.

Although roads are rough they are greatly improved over those in the past. Now that the houses on the reserves are electrified, the Band is investigating the possibilities for providing water and sewer services. Satellite dishes were erected in Stanley Mission and Grandmother's Bay so that all interested Band members could have access to television broadcasting with the end goal of broadcasting their own programs.

Many families are changing from a traditionally nomadi lifestyle to permanent residency in the major communities.

Band members are becoming more involved with the Band's decision-making processes. As well, they have more freedom to make decisions about their own lives and their children's lives.

10. APPROACH LEARNINGS

The approaches which the Lac La Ronge Band has used are in four major arenas:

- The utilization of experts to teach and use the most appropriate methods--eg. training personnel, joint ventures with experienced businesses and retaining a lawyer.
- The involvement of local Band members in all arenas of development: initial training programs, committee membership on boards of special enterprises, leadership and management roles.
- The use of collective leadership--Chief and Band Council with members being elected on the basis of individual merit, an evaluation system for employees--hiring staff with a probationary period and teachers on a non-tenure contract.
- The honouring of the Indian culture through an elders' advisory group on the Council, elders in the school cultural centre and the consensus method of decision-making.

11. LATERAL INFLUENCE

The Band control and development of its own education system and economic ventures has contributed to other Bands' efforts through District Chiefs Meetings, the Federation of Saskatchewan Indian Nations and the Assembly of First Nations. Specifically, other Bands participated in the Lac La Ronge Teacher Training Program, the truck-driver training, the Cree language and culture curriculum committees. The Band employs members from other bands, as well as Metis and non-status Indians in many of its projects.

12. PROJECT JOURNEY

The people of the Lac La Ronge Indian Band have trapped, fished and hunted over the vast northern half of the province of Saskatchewan for many generations. Such traditional activities were no longer economically viable by the 1950's. Increasing pressure on the federal Government to fulfill treaty obligations led to accelerated delivery of education, medical and social services to the Indian people. During the 1950's and 60's control of Indian programs became entrenched in the Department of Indian Affairs. This resulted in extensive dependency. Social, medical and educational problems manifested during this period led to the 1969 White Paper which recommended that all Indian people be assimilated into the dominant culture. This resulted in a strong negative reaction by Indian people spurring many bands to examine the state of affairs on their reserves.

The Lac La Ronge Indian Band determined that this period of intensive government control was actually detrimental to their development. In order to emerge from this government era as a proud, independent people, Band members needed more control over their lives. This was first realized by the takeover of the in-school educational programs in 1973 along with the administration and social service programs. In 1979 the Band moved into its first business ventures. Control grew as the

Band employed more of its members in all aspects of their development. This included Band government and educational systems as well as economic development projects.

Hopefully, Indian self-government will soon become a reality with Indian treaty rights being entrenched in the Canadian Constitution.

The Band desires to become economically independent. It anticipates the time when the majority of its jobs are filled by Band members. The ultimate goal is to provide the kind of opportunities for Band members that will allow them to make realistic choices about their future and to adequately prepare them for those choices. It will clearly be "A Time of Control with Accountability".

III LOCAL PARTICIPATION

Band members are actively encouraged to become involved in all aspects of the development process from planning through implementation to the management of the project. Emphasis has been on hiring local Band members for all construction and contract work. Also, local training events have been initiated by the Band Council for Band members.

13. PLANNING PROCESS

Since education programs were the first to come directly under the control of the Band, it was the first area in which a formal planning process was implemented. It now serves as a model for developmental activity in other areas. In 1973 an educational survey of parental opinions and attitudes was undertaken. The results of that survey formed the basis for the development of the Band school system. An individual with considerable educational experience was hired to implement the suggestions and recommendations embodied in the survey. School committees were established to oversee the program developments, the construction of new schools, and the hiring of personnel. Consultants were hired to do an evaluation of the program and staff on an annual basis. This process has been implemented, with modifications in the economic development projects. Input from Band members is solicited and encouraged. Suggestions and recommendations are taken to Band Council. Decisions are made by Council regarding what type of action is required. If necessary, outside expertise is sought. On the basis of this consultation process, the projects are undertaken and implemented as Band ventures. On-going reviews are made on each of these initiatives.

14. PROJECT INITIATION

Various factors have been instrumental in providing the impetus for Band developments. In education the 1971 National Indian Brotherhood paper on "Indian Control of Indian Education" was a major force in beginning the discussions on a Band-controlled school system. In Social Services the concern Band members had with regard to child apprehension (taking children from homes) motivated a desire to control their own social welfare programs. Control over these programs necessitated the establishment of an administration function within the Band. The surface lease agreements associated with the opening of new uranium mines in northern Saskatchewan provided an impetus for many of the Band's economic ventures. In all of the Band's initiatives the key factor is unquestionably the strong leadership role played by the Chief and the Band Council. The recommendations and suggestions originated with the Band membership, but the desire and will to carry on through these initiatives rested with the Chief and the Council.

15. MANAGEMENT SKILLS

As part of the takeover of the service programs the Band decided that it was necessary to provide management training. This was done through a variety of measures. Outside expertise was hired initially. Band members were assigned in several areas in a type of apprenticeship program. In other areas Band members who had received training off-reserve returned to work with their own people. In-service training in management was also provided. In all of the Band ventures--education, economic development, social services, alcohol rehabilitation, etc., elected or appointed committees, or boards oversee developments. Through these organizations a significant number of Band members have gained much needed management skills.

16. OPERATIONAL CAPACITIES

During the first stages of the takeover of programs by the Band it was recognized that an extremely valuable human resource was not being fully utilized. As a result, the Band made a decision to utilize that resource. Band members were encouraged to participate to the greatest extent possible. This involved them in the planning process which made use of their knowledge and experience. The Band council actively encouraged maximum participation of Band members in the implementation process through their hiring and training policies and programs. On going evaluations were made of all initiatives.

17. LOCAL INVESTMENT

In all of the Band programs the local investment is a key factor in their success. The Band membership must have a sense of ownership in the program. This is achieved by a variety of means. In many programs such as the recreation and communication initiatives considerable monies have been raised locally. The time and abilities of the Band membership are utilized as much as possible. Band revenue is poured back into economic development ventures on a collective basis. In summary, it can be fairly stated that Band resources, both human and financial, are directed towards the overall development of the Band membership.

18. WOMEN'S PARTICIPATION

Band Women are active in all areas of Band Development except where physical strength is required such as in carpentry. Women make up the majority of the Band Office staff, the educational staff and the school committees. The Band Council Membership is open to women (a woman is presently one of the twelve members) and women are equally encouraged to participate in vocational, managerial and academic training programs. (One woman took the truck driver training). Women are involved in leadership roles, and take responsibility for developing plans and programs which can be shared with other groups.

19. HUMAN FACTOR

The key human factors which contributed to change were the reaction to the dehumanizing situation of being dependent upon the federal government and the subsequent determination to be independent. They became aware that their culture was being lost and resolved this would not continue to happen. Other obvious factors are the need for employment, better roads and housing. Other factors were realizing their capabilities and the satisfaction of doing something constructive for their children and their people and the appreciation of their own leaders in the past.

IV. REPLICATION POTENTIAL

The replication of the Lac La Ronge Band's development projects can be based on several aspects of their programs. Initially the Band made inventories of available resources, both human and natural, and made concrete plans to develop them to their fullest potential. Definite policy and procedures for education, housing and economic development were established to provide a framework for the initiation and delivery of these programs. Purchasing and accounting procedures were initiated as well. The Band Council controls all its project activities and programs through regular review and evaluation.

Community participation in all program arenas has been encouraged through establishing elected boards and committees. In the arena of curriculum development surveys have been initiated to find out what the people want in the school program. Local people come into the schools to teach traditional skills. A variety of training programs have been implemented for Band members to provide them with necessary skills in order to find a job that puts their skills to use. The Band has sponsored local workshops and has participated in provincial, national and international conferences and seminars. There are specific materials and program descriptions that are available as research tools for other groups. For example: education branch hand-books, guides and materials; economic development project handbooks; public relations materials as well as evaluation reports and training outlines.

20. TRAINING COMPONENTS

The success of the Lac La Ronge Band's development can be attributed to extensive use of training components designed to allow Band members to become qualified to work in all aspects of their initiatives. Any new projects undertaken are set up with a training component built into it. Any outside people hired are expected to "work themselves out of a job" by training a replacement from the Band. In this way Band members work in all aspects of Band enterprises whether they be commercial ventures, educational systems or municipal government activities.

21. METHODS AND MODELS

Any development undertaken by the Lac La Ronge Band ultimately is discussed by the Chief and Council before any action is taken. Problem arenas are defined, goals are setup and plans of action are decided upon. This is done through discussion by Council, studies carried out by consultants or experts, evaluations, and a series of informal communication processes. Once problems, goals and plans of action are clearly understood and defined, implementation begins. Careful progress is the key. This works for all aspects of development, including commercial ventures, education or municipal government programs.

22. EXTENSION INTENT

The Lac La Ronge Band has never been reluctant to share information or ideas with anyone. Many other Indian bands have visited them to gain information on setting up educational systems or commercial ventures. Representatives from other aboriginal groups such as the Maori from New Zealand have approached the Band to exchange ideas. This exchange of

information is not limited to other Indian groups or organizations. The door is open to anyone who is interested. Site visits to projects are encouraged and the Council is willing to meet with groups to discuss strategies for development.

23. TECHNICAL FEASIBILITY

The projects undertaken by the Lac La Ronge Indian Band utilize appropriate technology. Depending on individual situations this may range from state-of-the-art technology to labor intensive systems. Schools utilize the most up-to-date mini computer systems available to aid students. Tree planting contracts and rice harvesting are done using manual labor and traditional methods. Between these extremes are varying systems of technological sophistication. The key is to make the technology fit the situation. If sophisticated technology is utilized, skilled technicians are hired and Band members are trained to operate the equipment. Technology is used to fit the situation.

24. FINANCIAL FEASIBILITY

The Lac La Ronge Band uses a combination of government assistance and commercial lending institution financing to underwrite their projects. The key to any project is long-term viability. Whether there is a program using government funding or a profit-oriented company, budgets must be adhered to. Financial responsibility is critical to the delivery of any program or business. The Band ensures that budgets are followed. Council is regularly informed of developments and monitors progress. Any problems are noted and rectified before a crisis is reached. The Band ensures that any project undertaken is viable for its duration whether it is a short-term project or a long-term business.

25. LEADERSHIP AVAILABILITY

In any development sound leadership is a necessity. The Chief and Council of the Lac La Ronge Band provide the leadership for all projects. Chief and Council are elected from the Band population for a two-year term. The Band communities are thus responsible for choosing their leadership. The Chief and Council direct the development from their position as leaders. They spearhead the development process. The direction they give helps the hired expert and Band members alike to attain the goals desired with the methods set out. Local leadership is critical to the development of the Band.

V. ADDITIONAL INFORMATION

26. LITERATURE/BROCHURES

The Lac La Ronge Education Branch Handbook
The Lac La Ronge Education Branch Educational Guidelines
Vocational Training Manual.
A Guide to 20 Plants and Their Uses by the Cree
Lac La Ronge Indian Band Curriculum Guides
Lac La Ronge Indian Band Education Check Lists
Cree Picture Dictionary and Sentence Patterns Supplement
Legend Collection Booklets (English and syllabics)
Kitsaki School ESL/ESD Units
Whole Language Resource Inventory
Wild Rice Recipe Brochure
Brochures for funding agencies on Economic Development projects
Results of teacher training survey
Results of initial educational survey among Band members

27. ANNUAL REPORTS

Education Program and Staff Evaluation Report
Computer printouts provided by Management North Inc

28. AUDIO VISUALS

Kitsaki School VCR
Science Curriculum VCR
"TH" Syllabic posters
Cultural Calendar Poster
Language Arts Illustrative Resource File
Slide-tapes for legend collection
Tapes for Cree Picture Dictionary and Supplement
Social Studies Travelling Trunk

29. EXTERNAL EVALUATIONS

Annual educational evaluation by SERD Consultants Ltd
CMHC housing assessments and approvals
Elden Moline Chartered Accountants Annual Audit
Evaluation of teacher training program
by University of British Columbia Staff
Department of Indian Affairs
Quarterly program and financial reviews.
Treasury Board review of entire Band budget
Department of Regional Economic Expansion
Expansion annual reviews on special projects
Public Health inspects water and sewer operations
CEIC review on special projects
Department of Agriculture inspects processing plants
Department of Tourism and Renewable Resources inspects any
forestry related projects.
Highway Traffic Board regulates and inspects trucking and busing
operations.

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WESTMAN MEDIA COOPERATIVE LTD.

DOCUMENTATION FACTORS

I. BACKGROUND DESCRIPTION

Westman Media Cooperative Ltd. is a community-based cooperative that provides cable television, training and facilities for individual participation in community productions and a forum for awareness about all aspects of media. It also provides opportunities for multi-community interchange. It involves 20 communities (with populations of over 1,000 people) in rural western Manitoba, Canada, and covers an area of 129,500 square kilometers (50,000 square miles). The Media Cooperative has the potential of serving 63,000 families.

1. PROBLEM ARENA

There was grassroots concern over the growing power and influence of electronic mass media on individual, family and community life. Existing mass media commercially exploited the communities while maintaining privileged power in programming because of their monopoly control. Therefore, there was minimal access to media, and almost no opportunity to influence or participate in determining policies, profits or programmes.

In the early stages, no participatory media model was obvious or available. Vertical media models all excluded local citizen control. There was a sense of intimidation because of audio-visual illiteracy and the apparent need for professional mastery of the technology and artistry of communication. There was no vehicle for expressing and asserting higher community values and interests, and no opportunity for expression of global consciousness and concern.

2. PROJECT ACTIVITIES

ACCESS is the key word at Westman Media. It is the name given to local programming television channels and describes a process of information flowing into the process, and being transmitted outward into people's homes. The eighteen elected Community Media Committees in the twenty towns for which Westman Media is presently licensed, provide local autonomy for the administration of each local ACCESS television channel. Through regular meetings they take responsibility for the operation of small ACCESS studios for the playback of prerecorded programmes of local and special interest, and for the updating and airing of the electronic Community Bulletin Board. Training workshops are coordinated for volunteer camera people, producers, editors, interviewers, and technicians, who in turn accept responsibility for the on-going operation of the local ACCESS channel. All shareholders receive regular newsletters, have the right and responsibility to vote for their Community Media Committee and for the Board of Directors, and are encouraged to attend the General Meetings, as well as participate in local ACCESS programming, and accept responsibility for assessing and evaluating all media which impacts on their community.

3. RDS KEYSTONES

The keystones identified in the Rural Development Symposium are all evident in the Westman Media Cooperative.

- Organizational Planning and Research began with identifying a perceived need, and a possible solution, and the preparation of a simple written statement. In the interest of not "reinventing the wheel," other similar projects were visited and researched, including information on the latest available technological developments. A cooperative was determined to be the most appropriate organizational structure, in contrast to either a publicly-owned corporation or a trust company. The region to be served was defined, and the ethnic groups and special interests were identified. A financial feasibility study was prepared for five years, with a time-line for development. The necessary application was prepared to comply with governmental regulations for licensing.
- Effective Internal and External Communication was achieved by the official Licence Application being self-explanatory and comprehensive. Secondly, a synthesis of that licence application was prepared as a tabloid newspaper. This was used widely to influence not only the decision makers, but also all the communities in the region to ensure their full comprehension of the total concept that was being proposed.
- Community Involvement has been built through meetings, information flowing into each community, postal elections and direct involvement in control of resources. Participation in meetings ensured local understanding of, and support for, the original license applications for each individual community. Meetings also built awareness of perceived needs, and thereby built community support for the project. Confrontation and competition from outside, communicated by local media sources, has served to reinforce community commitment and support for the project. The introduction of the postal ballot has allowed every shareholder to elect the Board of Directors. The provision of simple video equipment for community ACCESS studios created a need for local control. This led to local elections of "Community Media Committees" to take responsibility for the local ACCESS channel and for information on a Community Bulletin Board in each community. All Community Media Committees have begun to work together toward electing representatives of each community to a Regional ACCESS Council.
- Sound Leadership and Management was apparent in the initial leadership being visionary, goal-oriented and politically astute. The management has implemented the original vision so that all facets of the organization are now interwoven, guided by policies set by the elected Board. The management and leadership has exercised the courage to make decisions to deal effectively with ruthless competition from powerful private enterprises.

4. UNIFYING STORY

The unifying story that people in Westman Media affirm, as they go about their work is, "We own and control our own studios and signal, provide cable to rural communities, and help to create a sense of identity which is emerging in Western Manitoba." They say, "We are a common voice in our region, interlinking the communities of Westman by providing a participatory media democracy and by sharing local programming from each of our communities." They know themselves to be using mass media for community benefit, thereby offering an alternative to consumer-oriented mass media.

5. PROGRAMMATIC SUMMARY

The programme arenas included in Westman Media all relate to the human interface with Communication Technology. Therefore, the arenas of Infrastructure and Technical are heavily involved. Westman Media is also very Comprehensive, as every arena of community life is touched on in the programming, and all age groups are considered in setting the directions of Community Media Committees. Westman Media provides the infrastructure to help member-communities in developing their social, cultural and business life, thereby enhancing and fostering interaction in community prototypes, all available and evolving communications technology. This involves a variety of cameras, recorders, character generators for the Community Bulletin Board, local studios and mobile production vans, complete with cable, microwave, fibre optics and satellite linkups.

6. PROJECT TYPOLOGIES

Western Manitoba, an area of 50,000 square miles (129,500 square km.) is primarily a rural agricultural region with significant activities in tourism, forestry, fishing, mining and oil. There is only one city (38,000 people) in this region. Westman Media has established its physical, business, and support structures. It is in an expansion phase of completing its facilities and systems in its twenty member-communities and is expanding to provide service in ten new communities. Sponsorship, initiative and responsibility are entirely local, coming from individual members/shareholders, subscribing families and volunteers. No one person or group may have more than one vote. The prime geographical focus of Westman Media is the region of Western Manitoba, including each of the villages and their surrounding rural areas, with all their families and individuals, within that region. Access to the region is immediate through direct air service to Brandon from Toronto, Calgary and Winnipeg, as well as scheduled flights to Dauphin. The financial and economic support for Westman Media comes from the local community through subscriber fees, purchase of shares, and many hours of volunteer participation by dedicated local citizens. Voluntary groups have purchased shares. Public and private funds have been helpful at key points in the early development of Westman Media.

II. PRACTICAL ACCOMPLISHMENTS

During the first seven years, Westman Media Cooperative Ltd. has expanded to provide local cable service to the 20 largest communities of Western Manitoba. Local media committees have drawn hundreds of residents into training, and participation, as equipment operators. Thousands of hours of local programming are being telecast each year. All ages of people benefit as 5 new external channels and local programming become available in their communities. Broad impact is experienced in the communities when new persons become active in media, as unrealized skills are utilized. Word about Westman Media is spreading to others, in the province, across Canada, and outside the nation. Westman Media is often contacted for advice about technical information and the fundamental concepts of citizen and community participation, which underly this experiment in media democracy.

7. PERCEIVABLE RESULTS

An elected eleven-person Board of Directors guides policy. Community Media Committees have been established in 18 of 20 communities where licensed service is presently provided. The Regional ACCESS Council has been established as a policy advisory body to the Board, and as a regional forum for development and sharing of programming ideas. Community Media representatives provide communication components in nearly every important community event with production facilities established in 14 of the communities to date. There are now several alternative television channels distributed by cable, where previously there had been only one or two.

A staff programme team has now been reorganized to act as a resource for local Community Media Committees' production teams, and to offer training for volunteers in all aspects of video technology. A mobile van production unit is shared by all active communities. There are over five thousand hours of local programming per year produced for community ACCESS channels by volunteers. A growing video-tape resource library and archives is available to all communities. There is a regional inter-link of "teledac," the Community Bulletin Board, with a central office and studio established in Brandon. People of all ages, from children of 10 and 11 years to senior citizens, are now involved actively in producing their own programmes, including some made on location in other provinces and even across the border in the U.S.A.

Westman Media participates in technical trials of on-going research and development for microwave, fibre optic, satellite and UHF (ultra high frequency) delivery systems, with the ultimate objective of providing service to every home in Western Manitoba. The choice of Westman Media Cooperative Ltd. to represent Manitoba and Canada at the IERD in New Delhi, India in 1984 and the preceding Project Description Lab has resulted in the first comprehensive documentation of the project.

8. BENEFIT IMPACT

Subscribers of Westman Media Cooperative Ltd. receive five additional television channels and one community ACCESS channel. 150 volunteers have been trained to use technical equipment and produce community programming. Sharing unique knowledge and experience has become the seed for wider initiative and learning. The quality of programmes, which reflect the

ethical standards of the communities, is in the hands of the local citizens through their Community Media Committees. The shift to more audio-visual learning and opportunity for self-expression more adequately serves and helps the 10% of all people who have some learning disability. Community memory is becoming a reality, as ideas, information and events are being captured by media volunteers. Local history is being preserved, as senior citizens are being video-taped telling their own stories, before those memories are lost forever. A growing confidence and competence in the use of community-owned media has resulted in a declining impact of intimidation by mass-media powers and a willingness to "stand up" to the media "barons", because of a belief in the validity of Westman Media's grassroots concept. There is a rapidly intensifying increase in communication skills at most levels of society within western Manitoba, resulting in the courage and confidence to defy government regulations (when appropriate), and to challenge the private domination of media.

9. COMMUNITY IMPACT

Community programming has a positive impact at the local level. Creativity is stimulated, once fear of unknown new technology has been resolved. This began happening with the change from thinking that media is only for professionals, to local people realizing that anyone can "do it". The stage is now set for all types of programming, including educational, philosophical and ideological themes, both ethnic and cultural. Community information on education, health and agriculture can now benefit everyone in their own homes. Interlinking communities with cable television makes it possible to share services amongst communities and to build up a regional unity, with appreciation and respect for the other communities. There are new opportunities for local and regional leadership.

10. APPROACH LEARNINGS

Westman Media Cooperative Ltd. would share the following approaches:

- Build a core of informed, dedicated persons who understand and agree jointly upon the philosophy, before getting broad exposure or expansion. Obtain grassroots involvement in the earliest planning by harnessing one committed person to spark others.
- Start with the support of people in each community, provide sufficient training, equipment and resources to allow the technology to serve the needs of the people, and encourage local initiative within a prescribed and proven format: this will lead to local autonomy.
- Encourage the retention of local culture, the recognition of volunteers' achievement by their peers, the use of all available technology, the sharing between communities of experience and achievements, and the participation of all segments of the community to make their individual contribution in their own particular sphere of interest and expertise.
- Anticipate opposition from local and regional "power groups" who feel threatened as the project becomes effective.

11. LATERAL INFLUENCE

Westman Media has the potential to aid other communities in development of media cooperatives. Other communities in Manitoba and throughout the world have requested information about Westman Media Cooperative Ltd. The project is in an expansion phase within its own area, and is just beginning to develop wider spheres of influence.

12. PROJECT JOURNEY

Westman Media Cooperative began with an idea - an idea that grassroots control of the mass-media was possible. In late 1976, Westman Media Cooperative officially became a reality, with a public meeting in Brandon, Manitoba, the largest city in Western Manitoba. This meeting was followed by a period of dealing with organizational issues - obtaining national government licensing, competition with and winning over private profit-seeking media ventures, local meetings in additional communities, the selling of shares and the democratic election of a Board of Directors.

In those first few years, until 1980, there was little community involvement. The Board of Directors took most of the responsibility, as the first five communities were linked by a terrestrial system for delivery of cable television.

During 1980-81 there was growing interest and concern of all shareholders as it became necessary to defy government regulations in order to use the latest satellite technology to provide cable television service to 13 more communities. With service came the necessity for local control and Community Media Committees of elected volunteers started to become active and take responsibility for the newly established local ACCESS programming facilities to capture community events.

The year 1983 was an active time of implementation, growth and expansion, with 10 additional communities (with populations of between 500 and 1,000) becoming involved with Westman Media. (The name "Westman" refers to the region of Western Manitoba.) Cooperation between communities increased as there was exchange of programmes and facilities. During this year, many of the initial hopes and aspirations as to how publicly-controlled mass-media could serve the people in human development began to be addressed. The new communities were able to move much faster with their own programming, drawing upon earlier experiences of other local ACCESS channels. The Media Cooperative gained legitimacy, through compliance with regulatory body guidelines, and with strong member participation in active Community Media Committees. The Media Cooperative has gained international recognition by its acceptance for a place at the IERD in India.

The future holds promise of an increasing number of "live" programmes and the use of local programming for education, agricultural information, and further community development, through connections with other local communities. The potential exists, through this media cooperative prototype, for mass-media and technology to serve local people through grassroots decision-making and control, and through networking of local communities, as Canada and the world enter a new age of media democratization.

III. LOCAL PARTICIPATION

Westman Media Cooperative Ltd. sees the project as addressing a local need. The media cooperative is a tool for extending the concept of "community" by interlinking communities within a defined geographic area with their own medium for effective communication. The area is small enough to have identifiable common interests, and extensive enough to provide a prototype which could be applied to any rural region of the world.

13. PLANNING PROCESS

In the planning stages, it was important to encourage grassroots involvement early, by harnessing in each target community one committed person to spark others, and to build a core of informed, dedicated people who understood and shared a common philosophy, before broad exposure and expansion was undertaken. It was essential to share fully the vision with others and to make rational and complete plans to implement the vision in order to carry the project through its inevitable formative crises.

14. PROJECT INITIATION See #3.

15. MANAGEMENT SKILLS See #3.

16. OPERATIONAL CAPACITIES See #7.

17. LOCAL INVESTMENT

Initial financing of development emerged out of locally-endorsed loans and investment capital. Low-cost shares were granted to those interested in participating under the one-member, one-vote principle. In addition, local resources, in the form of volunteer efforts expended by members who participated in programme productions and those who serve on Community Media Committees, the Regional ACCESS Council, or the Board of Directors, may be referred to as "human equity". These local investments of capital resources, human equity and pride of achievement result in benefits to the communities and to the region as a whole.

18. WOMEN'S PARTICIPATION

Media participation involves no limit to total involvement at any stage. Selection of lightweight, easily-handled equipment allows all people easy access to production technology. Women have been involved at every level from the initial dream to present technical output. It is a people project. In its application and its replication, men, women and children may participate.

19. THE HUMAN FACTOR

There is within people a sense of worth which rebels against "outside" control and which seeks expression to influence systems and structures, bringing organization to life. The grassroots control of mass media is an expression of this human drive. In this development project, the creative idea first came in the mind of one person: "Local, democratically owned and controlled participatory media, interactive on a regional and global scale." It came not in the hustle and bustle of business life but in the

quiet stillness of a man in touch with his inner self. As Westman Media Cooperative emerged, it became obvious that it was an idea whose time had come, both in terms of the need in the communities and the technological capacity. The idea was allowed to blossom and fully develop by sharing it and discussing it with others who also knew the tranquillity of being in touch with the inner self, and the moral and spiritual values which are the driving force of the innate greatness in mankind.

Out of the original human sharing process arose the total dream which was captured and described in visual form in a tabloid newspaper. This the wide sharing of the total dream with each person who came into contact with the project. It has led to a remarkable continuity of vision, the sharing of faith and belief in the project and recognition of its role in the overall development of the region.

From the earliest days of the project to the preparation of the document for the IERD it is obvious that everyone has been motivated by faith, courage and determination to uphold the original vision, even when at times things have been difficult and the direction did not seem clear. The project has attracted men and women of good will and good sense from many and varied backgrounds, who have been motivated to play their part in the face of crisis and opposition, and also during the heady times of success. There is a commonly held conviction that there is a Divine Presence throughout the organization, quietly and unobtrusively working in the hearts, minds and self-will of all participants, and that it is through faith that the project is succeeding and prospering.

IV. REPLICATION POTENTIAL

The concept of Westman Media as a prototype or model for universal replication was implicit in the design and development of the organization. The belief of the founders in 1976 was that media democratization was both a locally and a globally perceived need. It was believed further that if a small-scale experiment demonstrated the feasibility of media self-government in a few communities of one natural region, then the early lessons learned in organization would assist the evolution of new models within the region and far beyond. The emergent principle was individual acceptance of responsibility for the increasing influence of mass media on personal, family and community life, and the determination to utilize these new technologies for creative human development locally and elsewhere. This small-scale experiment has now been achieved, is ongoing in rural Manitoba, and is available to the world.

20. TRAINING COMPONENTS

Westman Media pioneers local control and community programming in Manitoba by recruiting and developing skills of Community Media Committees and video volunteers. The basic premise was and continues to be that after receiving a crash course in videocraft and programme production skills conducted by Westman Media staff, lay people can do the work and further develop through "on-the-job" practice and self-training. There has been some skill development to "professional standards", as programmes and public demands become more sophisticated and varied. Professional development and training for all levels of staff is an on-going component of the project.

21. METHODS AND MODELS See #3.

22. EXTENSION INTENT See #11 & #12.

23. TECHNICAL FEASIBILITY

Westman Media has demonstrated the value of simplified and/or intermediate technology of small, hand-held equipment for programming production. They have taken advantage of new signal distribution technology as it has become available. They did not duplicate equipment or services already existing in the communities. Instead, they have pooled resources when possible, with other community groups. They have used a combination of appropriate media, including slides on video with audio inserts, and the transfer of 8mm and 16mm film onto video. They have made use of second-hand equipment and have not been afraid to improvise to accomplish the task!

24. FINANCIAL FEASIBILITY

The sources of capital in Westman Media are three: volunteer time and energy, subscriptions, and the sale of shares. Initial start-up capital was raised by issuing debentures to subscribers. The debentures were paid off by a credit against subscription fees. An important factor in the financial development is that all subscribers pay the same rate, resulting in larger established communities effectively subsidizing younger or smaller communities. The whole network started small (in this case with five communities). It has grown community by community utilizing an overall concept feasibility study done at the outset and supported by feasibility studies at each phase of expansion. As growth takes place,

local communities invest in each other by way of sharing knowledge, equipment and expertise. Thus the capital investment starts small and grows with achievement. This is very much a labour-intensive, not a capital-intensive, project.

25. LEADERSHIP AVAILABILITY

Training for replication is available in western Manitoba at all levels of Westman Media Cooperative, for anyone who can take advantage of "hands-on" experience. Members of the World Media Institute Inc. (the institute which initiated Westman Media Cooperative Ltd.) can guide interested parties to members of the Institute in a number of countries around the world who could help with the replication of this prototype, and facilitate an understanding of the democratization of mass-media at the community level.

V. ADDITIONAL INFORMATION

26. LITERATURE/BROCHURES

- Initial application to CRTC - 1977
- Initial Tabloid - 1977
- ACCESS Brochures - "Menu", "Answers on ACCESS", "ACCESS"
- Recent Tabloid - "Westman Media FOCUS," August 1983
- Periodic Membership Newsletters
- Study paper from the World Media Institute Inc.

27. AUDIO VISUALS

- Tapes of historic meetings
- Interviews with key people, either in person or on tape
- Variety of still pictures in B&W, colour and slides
- First programmes produced by most communities
- Random selection of productions
- 11 practical video tapes on production techniques, produced by volunteers

28. ANNUAL REPORTS

- Chairman's Annual Reports to Membership
- 10 volumes of Board minutes
- Programme Department Summary

29. EXTERNAL EVALUATIONS

- "Cablevision: the People's Choice," June 1977
- Currie, Coopers & Lybrand report on "The Review of the Organization"
- Annual Audit - 1977, 1978, 1979, 1980, 1981, 1982, 1983.

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BE-WAB-BON

*Brief

Be-Wab-Bon, a Metis and Non-Status Indian Association in Port McNicoll, Ontario, Canada, initiated in 1975, now has 50 members and has developed a 52 unit housing project and a hydroponic lettuce growing operation.

Background Description

Programmatic Summary

Housing Project

Be-Wab-Bon is a Metis and Non-Status natives organization founded in 1975. Eleven people gathered to decide to form club that would be both a service club and a political group. A board of directors was elected that night and priorities laid out.

The first project was construction of 52 homes for anyone in the community. We obtained funding for us to create a construction company to do the homes so the program would provide jobs for the community at the same time.

As a down payment for the home each new resident has to pay \$1,800 or put the equivalent in work or sweat equity. Care was taken to purchase lots throughout the community so a new ghetto was not formed. Operation Beaver, a not-for-profit organization, provided volunteers to work with the residents in helping with training and encouragement of the task. During three years, a total of 52 homes were built and 45-50 people employed.

Nutri-Farm Produce

Be-Wab-Bon next decided to focus on long-term employment possibilities, because of high unemployment. The group had been pondering about a job creation project for years. They turned to the native development consultant of the Native Community Branch (NCB) for help with a business feasibility study. NCB gave them access to a Ministry of Citizenship and Culture grant of \$25,000. Four viable businesses were identified in this "new initiatives feasibility." Then L.E.A.P. Gave \$91,180 to further investigate these four business possibilities and narrow them down to one.

We had consultants, including Dan Jellicoe of Jellico Resource Associates Ltd. In Etobicoke, Ontario, come to our economic committee to provide us with information. We also looked at what other native communities were doing. We decided hydroponically grown lettuce was the answer. After more time on reading and doing research on lettuce growing, we set up a new board to direct the Nutri-Farm Produce company, including both Be-Wab-Bon members and outsiders who were also concerned about employment in the area.

Albert Whiting, a hydroponics expert, was hired by the new company as a consultant to assist the project. He has erected hydroponic greenhouses in Peterborough, Sault St. Marie, Sudbury, Markham, Newry, Brussels, and Milverton. The growing system he teaches is based upon the method devised by Dr. Helmut Julinot, the nutrient trough technique (NTT), which employs re-usable grow

tubes.

A long sloping platform is set up in the greenhouse and on this platform plastic tubes are mounted on rollers. The lettuce is grown in these tubes and as the crop is harvested at the lower end of the slope, a fresh crop moves down to take its place and be ready for harvesting the following week. A new crop of seedlings is then placed in their troughs at the upper end of the platform and these grow to maturity during the next eight weeks.

The continuous growth system is designed to produce 150,000 heads of lettuce per year. The product is fresh and not readily perishable because of the packaging techniques used. The plant with its roots intact, plus some nutrient, is placed into a plastic bag, thus the plant is a living, growing vegetable when sold.

*Contact

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Practical Accomplishments

Perceivable Results

The following are recognized results of Be-Wab-Bon's efforts:

1. 52 Unit housing project (40 constructed and 12 bought)
2. Feasibility study completed on four economic projects
3. Hydroponic farm set up and in operation
4. Developed ability to write and monitor grants
5. Created community park
6. Organized community activities including rodeo, baseball games, fun days and Christmas parties
7. Visited local schools talking with children about the native and Metis culture, provided literature for students on how to obtain loans for education, became a bridge between local and government structures on the availability of resources
8. Acted as a liason between Metis in need and government structures that offer benefits
9. Provided advocacy for Metis and Non-Status Indians within our geography

—Invisible Results of Be-Wab-Bon's efforts—

Until 1967 census Metis and Non-Status Indians were not a recognized people within Ontario. This was compounded by the general attitude that if you had Indian blood in you you were bad. But with the development of Be-Wab-bon this group of people has become "no longer invisible". We are working with other organizations to be recognized within Canadian society. Over the years we have developed the pride of being native and of accomplishing something for our communitiy. In the projects we've developed skills and a sense of self and emotional growth. You can walk around the community and say, "I helped put

that house up" or "See that park, I helped raise funds for it." We know it feels good to help someone else. Metis and Non-Status people also know there is somewhere they can go for help and that they are not alone in confronting their problems. We've also developed strong political ties so that we are a voice of our people that needs to be listened to in future developments. (In 1983 the new Canadian constitution recognized Metis and Non-Status Indians as a people of Canada.)

Approach Learnings

-----Resolve Our Own Problems-----

Within the organization we wanted to identify the key issues facing our members and strengthen self-sufficiency attitudes. We quickly learned that we need to learn how to keep cool in the face of misunderstandings and to keep small incidents from becoming overblown. We first identified our key problems which were 1)housing, 2) long term employment, 3) public awareness of Metis and Non-Status Indians, 4)heritage, 5) community involvement, and 6) training. We worked at developing a positive approach to our problems. We brainstormed solutions to our problems, tapping our own minds and resources. Along with this we adapted the posture towards our problem solving of not being too proud that we couldn't ask for assistance where we were stuck. Once we found a new approach or tapped into a new resource we found ways of sharing that with other people in the native alliance, seminars we attended on housing and through phone calls or meetings with our local memebbers. Our key resources were our own people, the Metis and Non-Status Indian Association, government and colleges. Key models used were meetings, feasibility studies, making sure there was a real need before developing a solution, keeping up to date with events around us and keeping our membership informed.

-----Political voice-----

As Metis and Non-Status people in Ontario we began with no identity either for ourselves or within the political and community structures. Without recognition there was no access to resources from the outside. We decided to link ourselves with OMNSIA (Ontario Metis and Non-Status Indian Association). This linked us with 185,000 other Metis and Non-Status Indians in the province and gave us access to existing leadership skills and political structures. We also got to know our member of parliment and asked for his support in our efforts. We began to attend conferences and assemblies of other native organizations to gain from their experience and knowledge of resources, and to begin to share what we were doing so that they began to know our organization.

-----Community involvement-----

Before 1976 there was little recognition of the Metis and Non-Status people in the communtiy of port McNicoll. When we began to stand up and say that we were Metis there was a fair amount of concern throughout the community, ranging from residents thinking we would invade the community to kids calling our kids names. The older residents were content with a retirement image of the community. Our own people had a tendency to be apathetic or afraid of being associated with the organization. We were aware if we didn't find ways of bridging the gap between ourselves and the community we would continually be met with

resistance and discrimination.

--Steps taken within the community included use of the newspaper and local cable TV for discussions of who were Metis and Non-Status Indians and what the housing projects would do for the community. We assured the community that we were already residents of Port McNicoll and weren't invading the community. We also went into the schools to do presentations with the school children on natives. We attended council meetings and kept the council informed at all times of our developments. Later we had a council member on our board. During our presentations we talked about the challenges before all of us and how we could work together to meet the challenges. We had the housing project office open so anyone could come in and talk. As our organization became stronger we created a park that was available to the whole community and made financial contributions to their social organizations. The housing program was also always available to all community members that could qualify, not just members of our organization.

--Within the organization we knew we needed to identify projects that people had an expressed need for and could show visible results. Housing with the promise of loans and grants from government agencies looked like a good prospect. It proved to be a very effective way to get people involved with us. As we also wanted to make sure our kids were included in what we did, we set up a youth committee and helped them with their own projects so they developed leadership and practical skills.

Project Journey

1975---November--decision to form Metis and Non-Status Indian Association called Be-Wab-Bon and focus our efforts on housing which is our most critical issue and one that would provide us with skills and employment.

1976---Research how to set up housing project. Visit government offices and seek funding. Design "sweat equity" component into proposals. Document need and learn to write proposals.

---September--funding and recognition received. Set up Chidamo housing project.

---Develop Be-Wab-Bon organization with committees for recreation, social service, welfare and education. Local fund raising provides initial dollars.

---Receive small grant to do craft training

1977---April--break ground. Association construction team builds first of 8 homes. Use of outside contractors used only for early stages in skilled areas.

1978-79---Complete 52 units of housing(40 units are built and 12 additional units are obtained for the project.) Skills and equipment for construction company are in place.

---Hold 2 rodeo's for community. Construct playground.

---5 Members participate in training for fast food service and purchase equipment for fast food operation.

1980---Second rodeo has lost money and bottom falls out of construction business. Restructure local, liquidate assets. Fundraising events within the community are done to become solvent. Would have been easy time to go bankrupt. Dances kept us together over rough times. Newsletter developed to keep people informed so rumor mill wouldn't take over.

1981---Brainstorm ideas for new economic development

---Receive grant of \$25,000 to investigate potential businesses. Look at prospective business, resources and skills available and needed, and future markets.

1982—Grant of \$95,000 received for developmental phase of four business.
—Two participate in native small business management training course—1 yr.
—Economic development committee set up to monitor grant
1983—January; winter works program put into effect with 5 employees and does small renovation on 64 homes for disabled or senior citizens in the community. Most owners are able to pay for own material and grant provides labour cost.
—April- Nutri-Farm board set up with 3 people from outside the community on board to include additional resources and experience in the board.
—May- break ground for hydroponics building. Hire Metis for construction crew. Consultant in hydroponics and manager are hired for short time to initiate the project and provide training to association management.
—November- first crops planted.
—December- select produce introduced to the market
1984—March- anticipation of full production, weekly harvest

Replication Potential

Extension Intent

Upon the establishment of the first hydroponics operation we plan to build one or two additional buildings and experiment with other crops. We anticipate producing a manual on the process of how we developed the hydroponics farm. Currently we don't have a use for the nutrients once they are used in the crop, but we might look into the development of a trout farm or sell them as fertilizer. Additional uses for the land we have purchased as part of the hydroponic project might include a community garden or small herd of cattle. There is also a small maple stand on the land that could be developed into a small business. We are also interested in furthering our training, especially for the women in the association. We are also interested in placing more native and Metis people into social service positions so they have an understanding of our situation.

Additional Information

Audio/Visuals

Film on housing project
Hydroponic lettuce live display
News articles

MOHAWKS OF THE GIBSON BAND

BRIEF

Mohawks of the Gibson Band is a Native band of 250 who have developed the Iroquois Cranberry Growers, housing for the elderly, and cultural awareness.

SUMMARY

This Indian reserve was established in 1881 when we moved from Oka, Quebec. We have a total band membership of 250, with 100 residents on the reserve. We took over our own administration in 1969. A lot of positive things have happened since.

We have addressed the following key issues - unemployment, housing for the elderly, and awareness of our culture.

1. Employment

In the 1960's many work programs were available for Natives on part of the year. The band council was interested in finding ways we could be truly self-sufficient. Of the work programs available, the council decided to bring in only those that would provide training to members so that there would be a continuing value to the community. One early operation was a logging program in which the council decided to purchase equipment. That project was a real opportunity for us to grow up as we took out a big loan. We learned to accomplish anything regardless of any resistance.

As the chief was looking for another economic development effort, he hit upon the idea of producing cranberries commercially in an area where wild cranberries grew. A feasibility study was done and funding sources were secured. The first of 10 acres were cleared and one acre planted by hand in 1969. The general manager hired was originally from the reserve and came back with his family when the position opened up.

Trips to Wisconsin were made by members of the reserve to study techniques of cranberry growing and the use of machinery for harvesting. Much of the machinery used in the harvesting was designed by the general manager for our size of operation. Iroquois cranberry growers now has 27 acres in production. Last year's harvest was 630,000 pounds, with exports world-wide.

2. Housing for the elderly

The issue was that the elderly were living in housing that was either sub-standard or large and difficult to maintain. Also they were located throughout the reserve so care or services were difficult to provide. Our objective was to provide a home of dignity for an elder to live, not a place to go to die. When the band council investigated funding for housing for the elderly, we discovered it was only available for multi-unit buildings, and the only value being held was low cost.

The council visited with each of the elderly to find what type of homes they would like. An architect was then brought in at the council expense

to design small attractive homes that took into account the needs of the elderly, such as wide doorways, ramps and appropriate supports for people in wheelchairs. Instead of applying for senior citizen housing, the council decided to go after a capital housing program available to any person. The council selected a small wooded area that was central to the reserve. They have kept the naturalness of the area as much as possible as the construction has proceeded. Construction was done totally by band members. Those with more skills have been training those just beginning. Upon completion of the homes individual requests were honored as much as possible before the residents moved in, such as dirt for gardens and flowers. Four units out of a planned 8 have been completed. This expansion of housing has allowed younger families to move back onto the reserve.

Other accomplishments include construction of a highway through the reserve, aid in job searches and training, development of recreational facilities, educational curriculum including a book developed on the reserve (now a part of Native studies in Muskoka public schools), development of a council system in which the reserve sets the rules, encouragement of self-employment such as construction, crafts, marinas, cottage lot leasing, and school buses, and providing leadership to the Association of Iroquois and Allied Indians.

***Contact**

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BACKGROUND DESCRIPTION

UNIFYING STORY

The Gibson Reserve has been established in Muskoka since 1881, when we moved here from Oka, Quebec. The move was prompted by religious and civil disputes. The strength and stamina of the people that understood the move from Oka to Gibson is demonstrated by the history of the move. Agreement had been reached that the Protestant faction of Mohawks at Oka would move to Gibson, Muskoka. The move was scheduled for the spring of 1882. The people choose to move in the fall of 1881. The people arrived October 31, 1881, prepared to face the hardships of winter in an unknown territory, away from family and friends rather than face another winter of persecution in Oka.

The strength and stamina it took to make that decision was the same type of courage the people needed to start life on their new reserve. Within the first few years farms were carved out of the wilderness, a shingle mill was privately owned and operated, and work in logging operations in the surrounding area was available.

The clearing of land and the building of homes, roads, a church and school were all community efforts. Work bees with the men working and the women cooking were frequent events. This provided a good sense of community - of working together to get things done.

At that time (1885 - 1900) the affairs of the reserve were handled by an elected chief and the principal men rather than an elected council. In the 1930's the elected chief and council system of elections under the Indian Act with all its restrictions was put into use at Gibson. In 1975 the Gibson band in council requested exemption from the Governor-General in council of application of the Indian Act for band elections. We now elect our chief and band council under band custom. The major differences in our custom and indian act elections is:

- a) every band member 18 years of age and over is allowed to vote
- b) band membership rather than residency allows members to vote
- c) the term of office is three years

The changes are primarily procedural. The qualifications for holding office remain as they are described in the Indian Act.

Up until the late 1960's the Superintendent of Indian Affairs controlled daily living on reserves through an Indian Agent based in Parry Sound. The Indian Agent, a federal government employee had absolute control over the reserve. This control ranged from becoming involved in family disputes to recommending or rejecting any action that was to be initiated on resolutions coming from council.

The involvement and control of the indian agent began to erode the independence of the people. Community pride and development declined but did not disappear. The stability of the community remained. The fact that in one hundred and two years of our history at Gibson we have only had thirteen chiefs is evidence of our stability. The chief is elected on strength and ability, the strength to have new ideas and the ability to make these ideas a reality.

PRACTICAL ACCOMPLISHMENTS

APPROACH LEARNINGS

Iroquois Cranberry Growers

The Idea

When Sid Commandant became chief he stated that economic development would be his priority. In discussions with Merv Louckes, an employee of the Department of Indian Affairs, they had an idea of converting wild cranberry marshes into a commercial operation. The idea, although initially rejected, kept coming back. Discussions took place with Orville Johnson, a non-Native local grower, with the result that Sid, Orville and Merv were convinced that a cranberry marsh at Gibson could be successful thereby providing an economic base for our community.

The Team

Iroquois Cranberry Growers could not have been a success without a team. The team consisted of Chief Sid Commandant, Kenneth Commandant, a member of Sid's council, Shirley Sahanatien and Violet Sahanatien, along with the band administrator, William (Bill) Rennie. These people formed the Cranberry Committee and

undertook to make Sid's idea a reality. Orville Johnson was willing to act as a consultant to the committee even though he knew he was assisting a potential competitor. Merv Louckes continued his support throughout the planning and operational phases of this project.

The committee now had the idea and the expertise available. Funding an operation of this magnitude became the next obstacle to overcome.

Funding:

At the suggestion of Orville, Sid and Bill approached Charlie Martin of A.R.D.A., a funding agency formed under the Agricultural Rehabilitation Development Act. When Charlie was first approached with the idea of Iroquois Cranberry Growers in the late 60's the committee did not have the expertise to develop funding proposals, but the presentation was effective. Charlie listened to the discussion, took good notes and undertook to develop the written proposal required to obtain funding. As funding materialized and it was recognized that the idea could become a reality the committee realized a full time manager was required to oversee the development of the project.

The Manager:

Thomas (Bud) Rennie, a member of Gibson Band was hired as the manager of Iroquois Cranberry Growers. Bud is a welder and metal worker by trade. His unique ability to adapt machinery and processes to fit our needs and requirements has allowed Iroquois Cranberry Growers to become a highly sophisticated, smoothly run and expanding agricultural operation.

Charlie Martin, Merv Louckes, Marshall Noganosh, and Orville Johnson, all non-members of our community, have played an important role in the development of Iroquois Cranberry Growers, yet all will not hesitate to acknowledge that the key initiative, motivation, determination, persistence and drive necessary to make this project a reality came from within the community.

The Operation

The Cranberry Committee chaired by Ken Commandant took the responsibility for running the entire operation. Weekly meetings often continued into the night, debating the decisions necessary for work to continue. As the project continued additional expertise was required. Contact was made with Mr. Vern Goldsworthy, a principal American grower who became a valuable consultant for our operation. Members of the Cranberry Committee made regular trips to Wisconsin for consultation, with Mr. Goldsworthy coming to our marsh at least once a year. The planting of the original acreage was done with vines imported from Wisconsin. Each year the American growers hold a workshop aptly labelled a Cranberry Wchool. Bud attends these schools. Exchanges of ideas, new developments, upgrading and the opportunity to view Wisconsin marshes have been a valuable asset to Iroquois Cranberry Growers.

Funding and Bookkeeping:

As the development of Iroquois Cranberry Growers took place we realized a good system of bookkeeping was necessary as a means of being accountable to our own band membership as well as the funding agencies. The system developed from having piles of receipts tacked to the office walls to a sophisticated coded

system that allows us to calculate our expenses in any given area quickly and efficiently. The subject headings are (1) development, (2) operation, (3) maintenance, (4) harvest and (5) overhead. As an example the harvest heading has sub-departments: 4-1 picking and handling, 4-2 drying, milling and packing, 4-3 shipping, 4-4 miscellaneous. As the bills are received the manager codes and processes them for payment. The figures are readily available, we know exactly how much each aspect of the operation costs.

We can do yearly cost analysis. If our harvest costs increase dramatically we can pinpoint the area of cost increase and deal with it effectively. The detailed coded system was a natural evolution but did not come easily. We would strongly recommend that anyone undertaking any project adopt a similar system. The benefits far outweigh the time and effort in training the staff to use this system. The most beneficial aspect to date has been the data base this system provided us when we developed the funding proposal to expand Iroquois cranberry growers. We were able to pinpoint the exact cost of every aspect of the original development, which included a breakdown of machine and man hours required and update those costs to our current requirements.

Along with this Bud had taken pictures of all of the work done in developing Iroquois Cranberry Growers. The slide presentation bud has is extremely useful as it demonstrates to the funding agencies exactly what each and every dollar contributed to a project will be used for.

It is useful when applying to funding agencies to have a contact person "on the inside", someone that has faith in your proposal and can give it that little extra push that's sometimes needed when dealing with bureaucracies. In the beginning Charlie Martin was our man. Charlie took the oral presentations that were made to him and wrote them up in a form that the Treasury Board would accept. Charlie was there to provide the extra push when it was required and risked career advancements by advancing the band money hoping that approvals from other government departments associated with A.R.D.A. would be forthcoming.

One obstacle that was encountered at the outset was the reluctance of the local bank to deal with a band owned business. The money had been received and we only wanted to deposit it - yet the manager was unwilling to do so. Charlie Martin again came to the rescue taking \$1.00 from his own pocket to open an account for Iroquois Cranberry Growers. We have gone on to become one of Toronto Dominion's better customers in the area. The Mohawks of the Gibson band can now obtain credit readily when required, yet the blot of our beginnings still remain.

Pilot Projects and Expansion

Iroquois Cranberry Growers began in 1971 by clearing a half acre of stubborn marshland and planting it with cranberry plants spaced six inches apart. The next few years vines were broadcast on additional acreage as it was prepared and the irrigation systems installed until we had 27 acres under cultivation. It is five years after the vines are planted before any yield is realized.

When the workers began to strip the ground for the original acreage a very unique problem arose that could not have been predicted and certainly was not contained in our original budget for land clearing. A well preserved forest of fallen trees lay beneath the surface mat of bog. We could not use this

timber in building dikes or roads, yet their removal was forcing the development cost of the beds out of this world. The solution was the purchase of a stump. This machine ground the trees and stumps into chips that were left on the beds to eventually rot in the peat. In the early years, land clearing, bed preparation, dike and road building, planting, harvesting and water control systems were all an essential part of the workplan. The original 27 acres is now all producing cranberries with a regular maintenance program in place, and where specific tasks are carried out at certain times of the year. Harvest takes place once a year.

Marketing:

In 1976 Iroquois Cranberry Growers had their first harvest. The cranberry market in Canada had been controlled by a multi-national corporation. Buyers were reluctant to sever their contacts with the multinational and take a chance with us. We had to prove ourselves every step of the way, by proving we were in the cranberry business and were going to stay there. We reviewed the offers made by the multinational and determined we had not done all this work to have someone else make a profit from our labour. We have attempted to develop a varied marketing strategy so we do not have to depend on one or two customers to purchase our harvest. As a result our berries are sold within Canada to canners and juice manufacturers with a strong off-shore market which increases each year. The Ontario Food Council, a branch of the Ontario Ministry of Agriculture and food has been a tremendous help in the develop of our marketing strategy. It is worthwhile to mention here that again we had a person in government, in this case Bill Richardson, who believes in what we are doing, recognizes our potential and is willing to work very hard in helping us market our product.

Additional Benefits:

Iroquois Cranberry Growers now has 27 producing acres. We started a 15-acre expansion in 1979 that is being planted in stages.

Vineland research has a small experimental plot within the marsh with the results of their research being readily available to us.

The reputation of Iroquois Cranberry Growers is now firmly established.

Marketing is not a problem. The sales "at the door" have increased dramatically - so much so that we have to consider revamping the fresh fruit system to accommodate this increase.

The Future -

Prior to the expansion coming into production, the harvest machinery and buildings must be upgraded and renovated to accommodate the additional yield. Planning and costing of design and material will be undertaken this winter. Preliminary investigation has shown that a new building is required. The existing building and equipment will be utilized in the overall improvements.

Community Development

The overall growth and development of our community has been greatly aided by

Iroquois Cranberry Growers. It has proven to us that any project undertaken can be done regardless of the obstacles.

Politically our advancements have been substantial. A small reserve cannot stand alone and have its voice heard provincially or nationally. The Gibson Band is a member of the Association of Iroquois and Allied Indians as well as a member of the Assembly of First Nations. Through the Association of Iroquois and Allied Indians, we have been able to research long outstanding grievances which has allowed issues to be resolved or submitted as claims to the federal and provincial governments. The association is a political voice through which a small band such as Gibson can impact policy and legislation that is being developed which will affect our lives. The Assembly of First Nations is the national body responsible for dealing with issues that affect all status indians in Canada. As a member of A.F.N. Gibson again has input in the processes being developed that will affect us.

The Gibson Band Council appoints a school board trustee to sit on the Muskoka Board of Education. By having a trustee in place, we are assured that the tuition dollars paid from the band to educate our children in their schools is being used to its best advantage.

The focal point of band activities is our community hall. The hall is used for all recreational activities and includes a library, our band offices, our research centre, a crafts room, exercise equipment and a kitchen. The grounds contain a baseball diamond and tennis courts, a horseshoe pitch and creative play area for younger children. At the direction of our present chief Ken Commandant our band administrator undertook the completion of our peace memorial to those who served. This memorial is on the grounds at our community hall. Fund raising for the memorial had begun many years ago but had never been completed. The present council undertook to complete the project. The memorial was dedicated on November 11, 1981, with the local Legion in Bala holding their Remembrance Day services at Gibson. As a result of this activity the Legion requested that they be permitted to hold services every other year at Gibson. We were pleased to be invited to alternate services with Bala and hope this practise will continue for many years.

The Mohawks of the Gibson Band have taken advantage of the many work programs available to aid in the growth and development of our community. In the last ten years our proposals have evolved from the strictly make-work variety to proposals that must have lasting community benefits.

Housing

The Mohawks of the Gibson Band are excited about the development of our capital housing program. The older generation has always gotten the priority when deciding how capital housing dollars should be spent. Unfortunately we found that homes built for seniors were only in use a very short time before being vacated. We kept encountering the problem of using capital housing dollars for seniors and never being able to use housing money for younger families. As a result our community was rapidly becoming a retirement community with no available housing for younger families.

The solution has been the development of a housing subdivision geared to the wants, needs and for the convenience of our older generation. These are retirement homes rather than senior citizen homes. We do not provide nursing

services but we can provide the assistance of a community health representative and make other home support services available to our residents.
Concept and Design -

The park-like setting and housing design evolved from viewing resort areas while on vacation. We knew we wanted to have the area as natural looking as possible, using the rocks and trees that already existed to form the landscaping. Each housing unit has its own lawns and a degree of privacy from their neighbour. We were fortunate to be able to have an architect who understood our goals and objectives and was able to reproduce our ideas on paper. Now with the design complete we set about to co-ordinate a funding package to make our idea a reality.

Funding -

The funding of the housing development became a major target of our energies. We utilized the capital housing dollars available from the Department of Indian Affairs. These dollars can be used for labour and material only. With the development of a new area the costs of clearing land, building roads and landscaping as well as capital and labour costs over and above the contribution from indian affairs had to be subsidized from other sources. We developed proposals for work programs to assist with the labour of the development. Programs were available from federal/provincial sources (COED I & II) and from federal sources (NEED). Capital water and sanitation dollars from the Department of Indian Affairs were used along with a substantial amount of Gibson Band funds.

LOCAL PARTICIPATION

MANAGEMENT SKILLS

Proposal Development

We at Gibson have learned that developing an effective proposal for presentation to potential funding sources can be a very valuable asset. We have a check list we use which contains:

- 1) Covering letter: this letter gives an overview of the project and how it relates to the growth and development of our community. The letter is signed by the chief and council.
- 2) Band council resolution: this B.C.R. Is directed to the agency that will be contributing to the project. It contains the amount of financial contribution requested and is the official request for financial assistance signed by the chief and council.
- 3) Project proposal: this segment of the package contains an exact description of the project, our goals and objectives. We try and provide the funding source with as information as possible about how their money will be spent.
- 4) Workplan: in this section we demonstrate how our goals and objectives will be achieved, complete with the time frame in which this will happen. Depending on the size and nature of the proposal we usually include assessment

periods in which the project is assessed for: a) effective use of dollars, b) management assesment, and c) adjustment of the workplan if necessary.

5) Financial statements: we always include financial statements complete with cash flows. This enables the funding sources to gauge the effectiveness of their contribution, and exactly when their dollars will be required.

6) Community profile: we want the potential funding source to know more about our community than what is asked on application forms. We have developed an essay style community profile that most people find interesting and that helps them to know our community better.

7) Application forms: if a potential funding source has standard application forms these are completed and included in the package.

Any or all of these components becomes operative depending on the project, the funding source and their requirements.

It is important to know the funding sources available for any projects, where they place their emphasis and gear your request to their requirements. Confidence in your ability to get the project completed along with accountability for the dollars expended is important in developing a working relationship with sources of funding. Over the years that Gibson has been applying for financial assistance from various sources we have benefited greatly from developing solid working relationships with project officers. Some of the project officers that have seen positive results from projects have advanced within their ranks to positions of greater responsibility. It is good to know that sometimes an old friend will be making the final decision on whether your project will receive funding for not.

ADDITIONAL INFORMATION

HUMAN FACTOR

The narrative only gives a brief overview of how things work at Gibson. We cannot describe the growing pains each of our projects went through before we could demonstrate success. Human nature being what it is, if one member of a team quits, we pause and reflect, but if our commitment remains, the rest of the team carries on. Doubts, setbacks, and criticisms are all present at varying stages in development. It takes guts, drive and determination to make effective changes that will make your community a better place to live. Anyone wishing additional details on any of our projects are invited to contact us.

PONTIAC COUNTY REGIONAL MUNICIPALITY
Campbell's Bay, Quebec

DOCUMENTATION FACTORS

I. BACKGROUND DESCRIPTION

The Pontiac County Regional Municipality is the renewed form of the County Council. Founded only a year ago in 1983, it has come into being as a local means of coordinating and assisting regional development. With greater powers than its predecessor, it is a sign of the new possibilities of cooperation between municipalities and other groups towards overcoming severe economic disadvantages.

ISSUES ADDRESSED

Pontiac County has 20,000 inhabitants and is located north of the Ottawa River some 50 km. from the Ottawa-Hull capital region. From some of the best agriculture land in the province, located along the river, the county stretches 200 km to the north through rich timberlands and wilderness areas. The economic foundations are farming and forestry. However, this has not been enough to provide sufficient work for the people which makes it very difficult for families to continue in the region where a great many of the youth who become well educated move away in order to find employment. In addition, the county is without a major regional centre. Even the three largest towns have populations less than 3,000 each. As a consequence, many purchases are made outside the county, resulting in fewer local service and retail jobs than in the surrounding regions.

II. PRACTICAL ACCOMPLISHMENTS

There has been a cross-fertilization of ideas and actions between the local communities and the region at large. Many communities have held local planning forums and other gatherings in addition to the CRM's regular meetings. Campbell's Bay found that half the stores on the mainstreet were vacant. A suggestion was made to bring in a pharmacist. The local Council made an unprecedented grant of \$1,000 to attract this professional on the condition that he remain for at least three years.

PERCEIVABLE RESULTS

Government resources and expertise, local vision and financial participation by the County Regional Municipality have been the mix which has put force and practicality into a dream. Through the publication of a county tourist map, government reports and local news articles, many people throughout the county have become aware of the new directions in development. Both the Shawville Equity and Le Reveil du Pontiac, which are the local newspapers and CHIP, the local radio station, serve to inform and challenge people about the issues and possibilities.

BENEFIT IMPACT

A major sign of successful development activities is the County Tourist Circuit which directly involves four municipalities and potentially will involve and affect the others as more things become realized. The principle of the Tourist Circuit is to develop and promote a package of sights and activities. The Coulonge River Falls are being developed to both show off their natural majesty and eventually provide a demonstration of heritage building skills and to market local handicrafts. The initial building phase is presently employing 18 people. The potential is even greater with the recent restoration of the historic Bryson House and covered bridge at Fort Coulonge, the development of white water rafting at Grand Callumette Island and the renewed promotion of Leslie Provincial Park near Otter Lake to name a few.

COMMUNITY IMPACT

In Waltham youth activities have been re-established. A park has been created and space for elder's programmes has been provided. On the County level, the Pontiac Business Association has hired an industrial commissioner to work with the Association and the Regional Municipality.

APPROACH LEARNINGS

Doing local development in Pontiac County has required the following keystones:

1. A few very dedicated people who are willing to pursue their project and vision through many difficulties.
2. Take as much time as required. To get tourism project recognized as a priority took over five years of talking and spending one's own time and resources.
3. Attend meeting after meeting after meeting. This provided a local exchange network for approaches and ideas. Individual contacts are also necessary and new directions are not created the day after tomorrow.
4. Live with the irritations. Local people could not work without work permits. Consequently many people were brought in from the city for construction jobs. Keeping going regardless.
5. Make people feel they are a part of it. Whatever the project, explain the benefits in a way that shows the advantage to that person's community.

CONTACT

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Pontiac County Regional Municipality
County Council Office
Campbell's Bay, Quebec
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VOLUNTARY ASSOCIATIONS FOR COMMUNITY DEVELOPMENT

*Brief

VACD in Nova Scotia, Canada is a coalition of 25 rural development groups which encourages local initiative, influences public policy on development and provides a coordination function.

SUMMARY

"The Seed of an Idea"

Rural community development organizations in Nova Scotia were encouraged into existence and action in the 1960's by provincial and federal government participation in ARDA (Agricultural Rural Development Act), and further aided in the 70's by funding for grass root organizations under Company of Young Canadians, Information Canada, and a host of funding proposals offered to community groups to encourage local initiative. Many of these groups, once launched through "seed funding" were left to their own to survive or die.

"Experimental Plot"

As an experiment, voluntary planning, at the urging of John Macgregor, gave support to an exploratory meeting held in June, 1981. Fourteen groups were represented, and all indicated the need to form an organization that would give them recognition, a sense of empowerment, and bring about coordination and support of the voluntary community development process. The groups which attended made a real commitment to work together and be firm in their request for recognition, beginning a new sector of voluntary planning. A steering committee was formed with regional geographic representation to prepare a position paper in support of a sector to be called Voluntary Associations for Community Development (VACD). Criteria for membership and objectives for VACD were carefully and intentionally identified and approved by all the member groups at the second exploratory meeting, September 10, 1981. At this meeting participation in VACD continued to grow so that over 25 groups were eventually represented.

Project Activities

"Cultivation and Growth"

The first sector meeting was called October 21, 1981, and a process of clarifying objectives and developing a prioritized action plan was entered into. The following list of priorities was eventually developed:

- (1) funding
- (2) communication
- (3) provincial coverage
- (4) establish credibility
- (5) training

- (6) resources
- (7) input into public policy
- (8) warning system re mega projects
- (9) impact studies re mega projects

"Sustaining Growth"

From October, 1981 through 1982 and 1983 VACD has been able to sustain its growth and activities by regular meetings, where members have become better acquainted with each other's programs, achievements and failures, and where they have been plugged into resource people at provincial and federal government levels by having the opportunity of meeting them face to face, and hearing presentations from them on what their programs offered.

The openness of VACD to other manifestations of volunteer efforts has also helped the voluntary sector to sustain its life and growth.

*Contact

Lester Settle, Chairman, VACD
c/o Nova Scotia Fed. of Agriculture
P.O. Box 784
Truro, Nova Scotia B2N 5E8

(902) 893-2293

BACKGROUND DESCRIPTION

PROBLEM ARENA

The mid 70's to 1980 saw many new groups existing without any support or linkages from government agencies or neighbouring groups. There was a real "void" of organizational coordination. The need for getting together for mutual support and sharing was being felt - the "seed" was longing to sprout, grow, reach out and link up with others in order to provide an orchard, forest or hedge of some significance.

"Growth Retardant"

All during this nurturing period there were restraints or retardants which had been obstacles to the development of a provincial organization or network:

- (A) volunteer groups worked in isolation.
- (B) they were not informed of the resources available to them. Those that squeaked loudest got some support and help from government.
- (C) volunteer groups had great difficulty delivering their own programs or achieving their own goals.
- (D) there was a lack of "know-how", training and experience on the part of local groups.
- (E) no funds were available for organizational or administrative work.
- (F) government "top-down" programs had failed to reach their

stated goals. Many of them had the wrong goals - they were not what the people wanted, but what bureaucrats felt people needed. (G) there was no provincial government commitment to the volunteer local initiative groups, except in a very "hit and miss" manner.

PROJECT ACTIVITIES

"Receptive Soil"

Voluntary planning as a networking and process for private input into government activities existed in Nova Scotia from the mid-1960's, organized on the basis of economic sector, agriculture, forestry, mining, business and industry, etc. It had operated with great success and was the effort of an earlier regime of the P.C. Government in Nova Scotia. The present government (1979) chose to recognize and enhance voluntary planning's presence and success.

Other organizations such as PICORD (Pictou County Regional Development) had been modelled on the voluntary planning organizational scheme and has been successful as an economic planning organization.

"Cultivation and Growth"

The first sector meeting was called October 21, 1981, and a process of clarifying objectives and developing a prioritized action plan was entered into. The following list of priorities was eventually developed:

- (1) funding
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- (3) provincial coverage
- (4) establish credibility
- (5) training
- (6) resources
- (7) input into public policy
- (8) warning system re mega projects
- (9) impact studies re mega projects

Sub-committees were formed to deal with the first 4 or 5 of these plans. Summer staff were engaged through provincial employment programs, and progress was made by developing an acceptable criteria for funding the different groups in the province. A newsletter was developed by which to communicate with one another. New members were searched out, contacted and brought into VACD. Training needs were surveyed and resources for training communicated. Input into government policy became a reality through vacd's contribution to a white paper on development strategy through a policy paper prepared by vacd. A resource library was established at the voluntary planning office and catalogued for members' use.

"Sustaining growth"

From October, 1981 through 1982 and 1983 VACD has been able to sustain its growth and activities by regular meetings, where members have become better acquainted with each other's programs, achievements and failures, and where they have been plugged into resource people at provincial and federal government levels by having the opportunity of meeting them face to face, and hearing presentations from them on what their programs offered.

The openness of VACD to other manifestations of volunteer efforts has also helped the sector to sustain its life and growth.

PRACTICAL ACCOMPLISHMENTS

In May of 1983 the sector began to experience some "harvest" or fruitful results when it was given the opportunity to have input into a cabinet white paper on development strategy. The chairman of VACD became a member of the sub-committee organized by voluntary planning to critique the white paper from the point of view of private business. The early drafts contained nothing which recognized the significance or worth of voluntary local initiatives, and offered no principle of support for such groups - it was very industry-oriented with economic viability the only bottom line.

VACD formed a sub-committee to prepare a "policy paper" to be fed into the editorial committee developing the white paper. The sub-committee policy paper itself went through many editions, and was eventually accepted by the members of VACD and submitted to the white paper editorial group. In the August draft of the white paper a whole section entitled "Cooperation in the Community" appeared in the white paper, which gave support in broad terms to the kind of work in which many of our member groups were engaged.

Another fruit of our growth experience occurred in the summer of 1983 when the Department of Development, Province of Nova Scotia, issued a policy paper on the funding of industrial commissions. While industrial commissions were corresponding members of VACD, they did not all fit the criteria for membership established in 1981. We encouraged them to attend the meetings if they were of value to them, and since they had no other network to which they could relate.

A sub-committee of Industrial Commission members was formed and encouraged to meet separately to have their input into the department of development policy paper for industrial commissions. This turned out to be a very positive experience leading to the formation of a permanent organization of industrial commissions under the wing of VACD, and eventually to formal organization under their own constitution. The Department of Development has said this is one of the most significant things voluntary planning has ever done so far as their work is concerned.

REPLICATION POTENTIAL

"Deepening Our Roots"

As we look into the future we see several areas of activity that must be accomplished for the good of our member organizations:

(A) Funding for organizational work, based on the criteria already agreed on for our member groups, is a must. VACD must become more intentional and aggressive in meeting this need.

(B) Training for and communication with member groups must be provided. It is time now for VACD to decentralize with its regular meetings in order to allow the larger membership of our member groups to experience what our network offers. The display panels prepared for IERD in India will have continuing use in fulfilling this function.

(C) The on-going meetings for sharing, support and face to face encounter with resource people is a must.

(D) Flexibility with members and issues needs to be maintained.

(E) The change in attitude of government, provincial and federal, toward its own civil service can only be a plus for voluntary groups who show initiative towards solving local community issues. We will need to keep aware of this development and encourage public policy to support our members' work, as well as to encourage the continued activity of the community organizations in their own locale.

"Support for Continuous Growth"

The support given by government (provincial and federal) resource people who sit in on our meetings has helped us a great deal to keep moving toward our goals. The support of Technical University of Nova Scotia, through the Director of Urban and Rural Planning, Ann Wilkie, has also contributed much to our on-going success. And of course without the support of the staff of Voluntary Planning in the person of John Macgregor, we would never have come into existence.

TIGNISH COOPERATIVES

*Brief

Tignish, Prince Edward Island, Canada, a town of 1000, has established 11 co-operatives since 1925, including fisheries, credit union, health, consumer services, service station, etc.

BACKGROUND DESCRIPTION

Around the turn of the century attempts were made to form agricultural cooperatives in Tignish. Although they did not flourish, they set the stage for the formation of the first fisheries cooperative about 1925. This was followed in later years by the formation of a consumer cooperative service complex. There are now 11 cooperatives in Tignish (pop. 1000)

Problem Arena

The initial cooperatives were formed to give the fishermen control over their own operation. Previously, boats and gear were owned by outside interests. The fishermen went together and bought this material when the cooperative was formed (c. 1925) for the price of \$1500.

Project Activities

Eleven cooperatives have been established:

1. Fisheries (fishing, processing, marketing)
2. Health
3. Consumer Services (food, clothing, building supplies, feed mill & saw mill)
4. Blueberries
5. Normalisation (handicapped, slow learners)
6. Wood Lot Owners
7. Credit Union
8. Moss Plant (readying sea moss for shipment to extract plant)
9. Club Ti Pa (french participation)
10. Service Station
11. Jardin Beausoleil

Everyone in the village participates in one or more of the cooperatives.

Unifying Story

People in Tignish see themselves as a cooperative town, a strong and god-fearing people who have held their own against great odds to bring them to the present moment. They were the pioneers whose efforts led to the formation of other cooperatives and regional associations of cooperatives.

Programmatic Summary.

Until recent years, the cooperatives have been economic ventures. But of late, health, the handicapped and french culture have been added.

Project Typologies

Tignish is located close to the northernmost tip of Prince Edward Island, facing out onto the Gulf of St. Lawrence. It is 2 miles from the sea. The island is accessible by ferry and air. The work in Tignish is essentially a local effort, with some government financing.

PRACTICAL ACCOMPLISHMENTS

Perceivable Results

Over 60 years Tignish has moved from an inaccessible, poverty-stricken fishing village to a thriving town of about 1000 inhabitants, providing the maximum services to the local populace: education, health, commercial services, jobs, youth leisure facilities, care for the handicapped, fire protection, bakery, financial services to name a few.

Electric power in the village and paved roads (c. 1955) Marked the beginning of a period of new prosperity for Tignish. The village was incorporated about the same time, allowing for sewage, sidewalks, street lights and other improvements as required. People talk about themselves as living in a time of abundance at present.

One fourth of the families in the area belong to the fishing cooperative (about 160). Larger numbers are involved in the consumer cooperative and credit union. The credit union finances the fishing operation as well as all other coops, so control is largely in local hands.

Community Impact

Some of the founders of the first fisheries cooperative are still alive and active in tignish. Their sons and daughters are today managing the cooperatives. The younger generation speaks of having been "brainwashed" with the cooperative way of life as they grew up.

Approach Learnings

The key approach in Tignish is the formation of cooperatives to respond to the needs of the citizens. Three supplementary ingredients were mentioned by the people:

A) Leadership: the willingness of the people to volunteer their time on behalf of the community. Exemplary managers who, for example, never took a sweet from the jar without putting in a penny (since, "in a cooperative, anything that is taken has to be paid for somewhere".)

B) Wise use of outside assistance: government financing has been sought and secured at various times over the years, but it has never been allowed to have a majority interest in local operations.

C) Cohesiveness of the people: Tignish is a strongly Catholic community with close-knit families. They have maintained traditional feasts and festivities and celebrated together both victories and defeats. They are proud of their heritage. Contemporary poets and singers have told their stories.

Lateral Influence

Tignish is now the hub of a 14-mile wide area from which the cooperatives draw membership.

Project Journey

Tignish begins its story about 1900. From then to 1925 was the period of poverty and struggle. The formation of the fisheries cooperative did not erase poverty or struggle but gave the fishermen control over their own business. The beginning of the period of relative prosperity dates from the 1950's when roads, electricity and municipal services were instated. Today Tignish again finds itself at a turning point with a whole new set of challenges as it faces the future.

LOCAL PARTICIPATION

Planning Process

In the early 1920's the first planning exercises were the "fishermen's study groups." They were held weekly and amounted to a small group of struggling fishermen getting together in a small shanty near the sea to talk about their plight and try to think of ways to combat it. News traveled less quickly in those days, but a rumour that a fishing cooperative was succeeding somewhere in Quebec may have been one of the sparks required to ignite the cooperative scheme.

Management Skills

All the cooperatives are managed by local people who have picked up their skills over the years.

Local Investment

The cooperatives belong to the residents of the area.

REPLICATION POTENTIAL

Leadership Availability

Many visitors come to Tignish to find out "how they did it". There seem to be 5-10 people in the community who could and do very adequately represent it to the public. Two of them are quite old.

ADDITIONAL INFORMATION

Literature, brochures and newspaper stories are on file with the local correspondent.

Audio-visuals from the canadian national film board are in charlottetown.

Annual reports from annual board meetings, and minutes of cooperatives meetings from the beginning are available.

Available forms: number 3

Contact

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INTERNATIONAL EXPOSITION OF RURAL DEVELOPMENT

REPRESENTATIVES FROM CANADA

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Lorna Ferguson, Coordinator
Reading and Writing Tutoring Project
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Barbara Gallant, President, Health Centre Co-op
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The Canadian Institute of Cultural Affairs (CICA) was federally incorporated in 1976 as a charitable corporation with tax-exempt status (0477992-5908). The CICA financial records are audited annually by Arthur Anderson & Company. The Canadian Institute of Cultural Affairs is one of 35 nationally registered and chartered ICAs who are the members of the Institute of Cultural Affairs International, chartered by Royal Decree in Belgium.

Programmes of the Canadian Institute of Cultural Affairs are carried out by local volunteers and a full-time self-supporting staff. Members of this self-supporting staff are drawn from many different cultural and religious backgrounds. They volunteer to live a life of service based on their concern for creating renewal within society. As an experiment in comprehensive care for a volunteer self-supporting group, the staff have organised an informal association called the Order: Ecumenical.

The Canadian Institute of Cultural Affairs is a member of the National Voluntary Organisations Coalition.



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