

**DEVELOPING AN EVIDENCE BASED SCHOOL ACCOUNTABILITY
FRAMEWORK**

CHRISTOPHER KENNETH PURSE

B.Sc., University of Victoria, 1985

B.Ed., University of Victoria, 1990

Certificate in Educational Technology (Computing Option), McGill University, 1994

A Project

Submitted to the Faculty of Education
of the University of Lethbridge
in Partial Fulfilment of the
Requirements for the Degree

MASTER OF EDUCATION

LETHBRIDGE, ALBERTA

August 2000

DEDICATION

This project is dedicated to my wife Christine and son Matthew who spent three summer sessions with me in the completion of the courses required to obtain this degree. Christine deserves much of the credit in her role as my proofreader and advisor. She spent countless hours reading a myriad of papers written during that time. I could not have done this without her.

ABSTRACT

The goal of this project was to develop a new method of assessing school accountability. The project arose from dissatisfaction with a mandated model of externally driven school reviews. The external process involved a week-long survey of a school. Considerable emphasis was placed on generating a review report, but there seemed to be little emphasis on actually working toward improving schools by acting on the report recommendations. A significant shortcoming of the external review process is the lack of interest on the part of the staff being reviewed. The challenge became to develop a process that involves the staff in the entire evaluation process. Based on the notion that one of the most effective forms of evaluation is accomplished through the collection of tangible evidence, the project delves into an examination of demonstrating accountability through the collection of evidence. A number of topics were reviewed in the educational literature in order to develop a philosophy for this process. The next step was to take tasks from my job description and collect evidence to demonstrate how I performed in my own accountability framework. This gave me valuable experience with the process of documenting accountability. My conclusion is that this is a worthwhile task as, based on a job description, anyone can determine what is actually being done and what needs more attention. In the case of a school system, the starting point is the Education Act. Typically included in Education Acts are statements of the legal duties of school staff, which provide the basis for the operation of schools. The statements in the Northwest Territories Education Act were analyzed and grouped into themes to develop the items for this school accountability framework. This project stops at the framework

development stage, but provides some direction for future steps to complete the process. Prior to use in the schools, the framework will need to be harmonized with the Nunavut Education Act which is currently before the Members of the Legislative Assembly. Once the items are revised, a committee will be struck to review the framework and provide feedback. Of particular interest is the perceived ability to use the framework in an operating school without putting undue stress on staff members. A manual will need to be developed providing information for the school on how to prepare for data collection, how to collect data and how to interpret the data. Another developmental task will be the development of support materials to allow the items collected to be assessed for quality. The goal of the process is to provide data for making improvements to each school both in meeting the duties within the *Education Act* and improving the quality of education the students receive. The intent is to have the first one or two pilot reviews occur in the 2001-02 school year.

ACKNOWLEDGEMENTS

This project would not have been possible without the support of the following people:

- My parents, Christine and Kenneth Purse, my first and best teachers, who have always supported and encouraged me in the pursuit of learning.
- Curtis L. Brown, M.Ed., the Director of the Kivalliq Divisional Education Council from 1996-99, whose keen interest in professional growth kept me working on obtaining this degree.
- The Kivalliq Divisional Education Council which provided with me a considerable amount of support in the completion of this degree program including both time to take courses and financial support.
- Dr. Cathy Campbell, my project supervisor, who provided the inspiration for the actual format of the school accountability instrument.
- Dr. Lance Grigg, who, as a colleague living in Baker Lake, suggested that I enrol in graduate studies at the University of Lethbridge.
- The professors and graduate students I met during the the time I participated in this program who provided many hours of stimulating discussion.

TABLE OF CONTENTS

Dedication	iii
Abstract	iv
Acknowledgements	vi
Table of Contents	vii
List of Tables	xi
Chapter 1: The Intent of this Project	1
Introduction	1
A Brief History of Kivalliq School Reviews	1
My Perception of External School Reviews	3
A Philosophical Basis for this Project	4
Personal Experience with this Model	6
Developing the Framework	6
Conclusion: The Next Steps	7
Chapter 2: An Analysis of the 1990 Qitiqliq School Review	8
Introduction	8
Team Composition	8
My Concerns with the Process	9
Conclusion	13
Chapter 3: A Philosophical Basis for the School Accountability Framework	14
Introduction	14
Planning for School Improvement	14

Self-Renewing Organizations.....	16
Site Based Management.....	19
Total Quality Management.....	22
Action Research.....	26
Staff Portfolios.....	28
Improving Student Achievement and Outcomes.....	30
Conclusion.....	32
Chapter 4: A Personal Examination of Evidentiary Methods of Evaluation.....	35
Introduction.....	35
My Key Duties.....	36
Developing An Evidentiary Framework for my Job Description.....	38
The Process of Collecting Evidence.....	45
Evidence of leading and directing the principals.....	46
Evidence of documenting a high level of staff performance.....	47
Evidence of providing technical assistance to schools and office personnel.....	49
Evidence of coordinating capital projects.....	50
Evidence of ensuring employees are evaluated.....	51
Evidence of collecting and summarizing school generated data.....	52
Evidence of preparing summaries of information.....	53
Evidence of providing assistance with school operations, policies and procedures.....	55
Evidence of coordinating the staffing process.....	56

Evidence of analyzing and deploying staff resources.....	56
Evidence of approving all accounts payable.....	57
Evidence of ensuring that staff receive the correct remuneration and benefits.....	58
What Does the Evidence Indicate?.....	59
Conclusion.....	60
Chapter 5: Developing a Framework for School Accountability.....	64
Introduction.....	64
Analyzing the Legal Duties of Teachers and Principals.....	70
Developing the Framework Items.....	75
Classroom delivery.....	75
Developing a community based school program.....	76
Curriculum adherence and standards.....	78
Staff duties and evaluation.....	79
Student assessment.....	80
Inclusive schooling.....	81
Parental involvement.....	83
Student code of conduct.....	84
School climate and safety.....	85
Educational resources and materials.....	87
Operating procedures.....	88
Working with other agencies.....	89

Reporting to the DEA, DEC and Department.....	90
Other items.....	91
Conclusion.....	92
Chapter 6: The Next Steps In This Process.....	94
Introduction.....	94
Harmonization with the new Education Act.....	94
Forming a Review Committee.....	95
Developing the Manual.....	96
Pilot Testing.....	97
Assessing the Quality of the Items Collected.....	98
A Conclusion for now.....	100
References.....	101
Appendices.....	105
A. Commendations and Recommendations from the Qitiqliq School	
Review (1990).....	105
B. Job Description: Assistant Director - Operations.....	123

LIST OF TABLES

Table

1	Recollections About the Number of Recommendations Acted upon After the 1990 Qitiqliq School Review	11
2	Initial Division of the <i>Education Act</i> Items into Categories.....	71
3	Division of the Program Delivery Items into Smaller Groupings.....	72
4	Division of the School Organization and Climate Items into Smaller Groupings..	73
5	Final Division of the <i>Education Act</i> Items into Categories.....	74

CHAPTER 1

The Intent Of This Project

Introduction

Policy 3.14 of the Kivalliq Divisional Education Council (KDEC) requires that the Council staff conduct periodic reviews of each school in the region. The wording of the policy is quite specific in that it calls for a four year cycle and suggests the composition of the review team, possibly including members of the elected District Education Authorities (DEA) which exist in each community. It should be noted immediately that the review team is external to the school staff thus this review process is a short-term analysis of the functioning of the school. The policy states:

The Kivalliq Divisional Education Council staff will conduct school reviews so that every school will be reviewed once during a given four year cycle.

Composition of the review team, over any given cycle, should be representative of the various partners in education. This would include, K.D.E.C. office staff (Director, Supervisor of Schools, Consultants), K.D.E.C. Principals, teachers, D.E.A. members, parents and other suitable non Divisional Council staff. (Kivalliq Divisional Education Council Policy 3.14, 1990)

A Brief History of Kivalliq School Reviews

Between 1988 and 1992, school reviews were conducted in the region at the rate of three per year. This became the major occupation of the Council staff due to the

requirement to spend three weeks of each school year collecting data and a considerable period of time compiling the results after each collection. I was told a number of years ago that conducting school reviews was very stressful and led to the burn-out of one of my predecessors (Thompson, personal communication, 1995). Since 1992, these reviews have not been conducted despite the continued existence of the Council policy mandating them. The policy that came into effect in 1990 was based on a practice of school reviews which started in 1988 when the Council was formed under the name the Keewatin Divisional Board of Education. Prior to the Council adoption of a school review policy, the staff had prepared a *Policy and Procedures Manual for the Keewatin Divisional Board of Education School Reviews* in October 1988. This document served as the framework and guidelines for school reviews as they were conducted from 1988 to 1992. It is included as Appendix A of this document.

It is interesting to reflect on how disruptive staff turn-over can be on the smooth operation of an organization such as a school administration office. The Council operates with two senior managers, currently called the Director and Assistant Director, formerly Supervisor of Schools. Both positions turned-over in 1990, but the person hired to be the Supervisor of Schools had been a Program Consultant involved in the school review process, thus the reviews continued. In 1992, both senior managers accepted positions in British Columbia and neither of the new managers had a history of leading school reviews. The Director hired in 1992 was more interested in strategic planning so the 1992-93 school year was spend^y preparing a ten year plan for the Council. The Directorship changed again in 1993 when the Supervisor of Schools was promoted. Staffing problems

prevented a Supervisor of Schools from being hired during the 1993-94 school year. That year, the Director worked as the lone manager. By the time I was hired, it was discovered that the Council had a serious financial deficit and it was not possible to invest the money required to perform school reviews until the Council returned to the black in 1997. By that time, there had been two further directors and the current leadership was intent on focusing on professional growth for staff and Community Education Planning.

My Perception of External School Reviews

Based on my limited experience of external school reviews, I believe they had problems. I was teaching at Qitiqliq School in Arviat when it was reviewed during the 1989-90 school year. This review, discussed more in depth later in this document (see Chapter 2), left me with a number of questions about the validity of the report and concern about the cost of having seven reviewers visit a school for a week. Having been the Assistant Director of the Council since July 1994, it has been an interest of mine to develop an internal school review model that will meet the accountability needs that the public demand as well as provide staff with opportunities for professional growth.

It is interesting to note that the Chairperson of the school review that was conducted on Qitiqliq School in 1990 wrote the following as part of the introduction:

It is expected that reviews, in the future, will be characterized by more of the initial assessment responsibilities being handled by the local partners in education. The “internal” review team would then be responsible for making observations, collecting relevant data, and generally assessing how well things are going. The “external” review team, given that scenario,

would move toward providing the validation/verification and consultative/support functions. The role of the divisional board would, hence, be one of facilitator. It would provide: assessment instruments to be used by the “internal” review team; validate results of the internal review; and assist in the development of strategies when called upon. (Porte, 1990)

This is the model of review which I desire to eventually have operating in the Kivalliq Region. My project explores the production of the instrument used to collect the data. If this proves to be workable, then the next step will be to develop a new manual to assist staff in reviewing their own schools.

A Philosophical Basis for this Project

The original germ of an idea for this project originated from a discussion at a Kivalliq Divisional Education Council Principals' Meeting in 1997. One of the school principals indicated that it would be a good idea to resurrect the school review process to determine if the schools in the region were doing a suitable job of delivering the educational program. He was concerned that there was a need to improve the programs offered in his school. In particular, he was concerned that a number of programs delivered in the Northwest Territories at that time did not have mandated curricula. Therefore, what was being taught was mainly at the discretion of the teachers. This principal was concerned that his staff could be doing a much better job planning and delivering instruction. As the external review process cost a considerable amount and the Council had developed a serious deficit between 1994 and 1997, the idea of an internally driven school review process was raised. There was agreement among the school principals that

an internal school review process might be a good replacement for the external process that had been used by the Kivalliq Divisional Education Council until 1992.

The introduction of this topic started a series of conversations with various individuals about the whole process of evaluating school programs. The idea of having a school-based process to measure the performance of schools found favour with a number of people concerned with education. Informal conversations were held with some of the people who had been around when the external process was used and the general consensus was that the results did not justify the high cost; another concern raised was the lack of follow-up to ensure that the recommendations were actually implemented. The whole idea of an internal school review process, relying on the involvement of the school staff, seemed to be the method to explore in order to design a more cost effective and realistic review process for the Council.

Discussions with my chosen supervisor, Dr. Cathy Campbell, provided an interesting approach to the collection of school review data. My initial thoughts about the framework for an internal review process suggested that some form of rating scale would be developed for the staff to use to gather data. It was pointed out to me that surveys are typically poorly, and not always honestly completed. Rather, it was suggested that evidence be sought based on the legislated duties of teachers. This has become the focus of this project. A statement of philosophical basis is included as Chapter 3 of this paper.

Personal Experience with this Model

As I had no experience with the use of an evidentiary based model of evaluation, it was recommended that I start the process by examining my own position as Assistant

Director - Operations to determine what is involved. This was an intriguing idea as it would give me some first hand experience with the amount of work required to perform such a process. Chapter 4 describes the process that I used to take the duties in my job description and change them to statements for which evidence could be collected. This chapter continues with a discussion about items that support the performance of each of the listed duties. This personal exploration has made me a firm believer in the role of documented evidence in performance evaluation, whether it is of a school or an individual. Being able to demonstrate that the legal duties of teachers are met through the proof of evidence is potentially much more valuable than relying on observation.

Developing the Framework

The main focus of this project is the development of an evidentiary framework within which schools may use to document their performance. The process that I used is described in Chapter 5. Based on the advice of my project supervisor, I took the required duties of teachers and school administrators out of the *Education Act* and formed a series of evidentiary statements with some suggestions of the items that might be included in the data collected. At the time of completion of this project, these statements must be viewed as being an initial form; they will certainly need a number of revisions once the framework is put to use. In particular, the framework will need to be examined by other members of the educational community in Nunavut.

Conclusion: The Next Steps

This project is not an end unto itself. There is still a considerable amount of work to be completed before the framework could be used in Kivalliq schools. The framework

needs a comprehensive examination by school based personnel to provide feedback on the model. A procedures manual for using the framework will also be required. This is discussed in Chapter 6 where the next steps in the process are discussed. A work plan will have to be developed to accomplish these steps during the 2000-01 school year which might allow the framework to be ready for the pilot use year in the 2001-02 school year.

CHAPTER 2

An Analysis of the 1990 Qitiqliq School Review

Introduction

This project proposes that a new method of accessing school effectiveness be used in the Kivalliq Region of Nunavut. The method that had been used in the past was a school review by an external team. I was on staff at one school that was reviewed using this model and I became totally dissatisfied with the results. As I am in a position to reexamine this issue, I am proposing that we use a different model. Prior to describing the new model, I do believe that it is important to explain why I feel that the external review process was not effective in leading to school improvement.

In August 1989, I started teaching in the secondary division of Qitiqliq School which is located in Arviat. This school served a student population from kindergarten to grade eleven and there were about 450 students at that time. The campus contained a number of buildings including two main facilities which housed kindergarten to grade four, and grade eight to grade eleven, respectively. Two four-room portables housed grades five to seven. At the start of the school year, there were 17 new teachers out of a staff of 25, including two new members of the three member school administration team. The school was scheduled to be reviewed that year and a 7 member review team visited the school from March 26 to 30, 1990.

Team Composition

In accordance with policy, the Qitiqliq School review team was composed of members external to the school. Of the seven reviewers, four came from the staff of the

regional office (Supervisor of Schools, Program Consultant, Special Needs Program Consultant and Resource Centre Coordinator), two were school principals from other communities in the region and the final member came from the faculty of the Arctic College. They examined the following areas:

- Language of Instruction
- Special Needs Education
- Program Planning
- Extra Curricular Activities
- Student Placement and Promotion Practices
- Program Support and Enhancement
- Community/School Relations
- Student Measurement and Evaluation
- Culture-Based Schools

Each section of the report describes the process used to collect the data, typically by interview and/or observation, and concludes with commendations and recommendations.

There were fifty commendations and sixty-five recommendations, summarized in Appendix A, that came out of this review.

My Concerns with the Process

This was the first time I had been through a process such as a school review.

Although there were some useful comments made, my first concern was that the review seemed too positive in light of the fact that the school was still recovering from a major turn-over of staff. Typically, major changes in staff result in having to reestablish a sense

of discipline in the school during the time when the staff is learning to work together. This particular turn-over was compounded by the fact that the majority of the staff were relatively inexperienced teachers. Only six (24%) of the teachers on staff had more than three years of teaching experience and only half of the experienced teachers had northern experience. It was quite obvious to me that we were managing to keep the school operating and that students were learning, but there were more concerns that needed to be improved than good things happening in the school. Having fifty commendations made about our school seemed to be a sham in light of the struggles we were facing. From recollections of conversations at the time, I believe that other members of staff also felt that the review had failed to address the real issues in the school.

There were sixty-five recommendations made by the external review committee. Informal discussions at the time the report was presented, centred around the fact that we felt no ownership for addressing these recommendations. In addition, the review team made recommendations to the regional level and territorial level. I recall thinking at the time that it was pointless for the review team to make recommendations to any level beyond the school as no one was going to respond to the report at that level. It was quite likely that no one beyond the school staff, review team and regional staff even read the review. Reflecting back, I cannot identify more than a few of the recommendations that were acted upon despite statements to the effect that the Council administration should ensure that they happen. My wife was also teaching at the school during the time of the review and we have both examined the recommendations to see whether they were implemented. The results are summarized in the following table.

Table 1

Recollections About the Number of Recommendations Acted upon After the 1990Qitiqliq School Review

Area Examined	Number of Recommendations	Recommendations Acted Upon	
		My Memory	My Wife's Memory
Language of Instruction	21	5	6
Special Needs	4	1	1
Program Planning	4	1	1
Extracurricular	3	0	0
Placement and Promotion	5	1	0
Program Support	5	0	0
School/Community Relations	13	1	2
Student Measurement and Evaluation	5	0	0
Culture-Based Schools	5	1	1
TOTAL	65	10	11

In analyzing the results given above, it is worthy of note that the items we identified independently of each other were generally the same recommendations. This supports my

conclusion that we have a similar perception of the outcome of that particular review process. It is also interesting to see that we ended up with a similar total, showing that fewer than twenty percent of recommendations were addressed once the school staff had been presented with the review report. Therefore, although these results are based on our recollections, I do believe they are valid. The results show clearly that the vast majority of the review recommendations were not implemented. This is probably due to three factors:

1. Although many of the recommendations seemed valid to the staff, the fact remained that a considerable amount of effort was being expended keeping the school operating from day to day. I do not believe that anyone had the time or the inclination to get enthusiastic about school improvement that year.
2. No member of the staff worked directly with the review committee—thus the review was something done to the staff and not by the staff.
3. Once the review was done, no members of the external review team returned to work with the staff to implement the recommendations nor did anyone do a follow-up at some later time. This is a major weakness of the external review process.

This suggests that any review process must be conducted at an appropriate time in the history of the school. Conducting a review during a time when the school is recovering from a considerable amount of change is not advisable. Another consideration is the involvement of the staff; staff must be part of the process if there is to be any hope of making improvements. Finally, there needs to be monitoring to ensure that recommendations are addressed. The regional staff should have been provided with a

mandate to continue working with the school to implement the findings. It was likely that they were too busy conducting another three school reviews in the next year to follow up on our school review. I believe that these shortcomings of the external review process led to my feeling that the process was not effective. Certainly the recalled fact that fewer than 20% of the recommendation were acted upon is strong evidence to suggest that the process was flawed. The most important consideration to me is the inclusion of school staff in the review process. Without staff involvement, there is not likely to be the necessary staff buy-in to the review and improvement process.

Conclusion

My one and only experience with an external school review left me with a number of concerns. It seems that the external review process ends up being a fairly ineffective method of embarking on school improvement. As the review team is external to the school staff, there is a limited feeling of ownership for the recommendations. Unless the response to the review report is monitored, it is possible that few of the recommendations will be implemented. It is also questionable exactly how much a team can determine during such a short visit to a school. When I ended up in the position responsible for conducting school reviews, I had no interest in resurrecting the external review process. However, I became very interested in finding a different format for measuring school effectiveness that addresses the shortcomings of model of school reviews involving an external team.

CHAPTER 3

A Philosophical Basis For The School Accountability Framework

Introduction

An extensive review of the literature failed to turn up any educational research into the area of evidentiary based measures of school accountability. It was suggested that business sources be examined as there might be some information in the literature devoted to research in the business environment; again there was no reference to an evidentiary accountability instrument being used in workplace evaluation or employee supervision. Therefore, I was challenged to provide a philosophical basis for the process I have described throughout this study. There are a number of topics that have been studied that relate to the whole concept of fostering educational reform and improvement at the school level. These include studies of school improvement efforts, development of self-renewing organizations, implementation of site based management, the concept of total quality management, action research, professional portfolio development and focusing on student achievement. I have chosen to describe some of the findings in the literature which I believe support the development of an evidentiary based, school accountability framework as well as findings which have an potential methodological impact on the implementation of the proposed framework.

Planning for School Improvement

For more than a decade, northern principals have been required to participate in an Educational Leadership Program in order to develop the skills of northern educational leaders. A major focus of the program has been developing school improvement plans. As

a central topic, principals typically spend approximately two days learning about school improvement planning. One of the key aspects is that the time-line that will be required to fully implement a school improvement plan is quite long. This time-span is a major obstacle in some northern communities due to the continued high turn-over of teaching staff. Leithwood, Fullan and Heald-Taylor (1987) proposed that the five stages of school improvement they have identified take between three and five years to implement and institutionalize.

This project uses the framework of the school improvement process to collect data that could be used to select the goals for school improvement. The stages Leithwood et al. (1987) identify for school improvement are: preparing for improvement, determining goals, selecting solutions, implementing solutions and institutionalizing solutions (p. 2). They indicate that preparation for improvement, the initial stage in the process, involves detecting a need for improvement, gauging the reaction of staff and finding resource people with the skills needed to implement change. This suggests my proposed school accountability framework needs to start with a 2 to 3 month period where the staff are prepared for the data collection. Leithwood et al. (1987) report that the second stage, determining goals for school improvement, typically takes 2 to 6 months to complete; this involves establishing a structure, collecting information and specifying goals. My proposed school accountability framework could prove to be a very useful tool in setting out to improve a school as it could form the key component of the second phase of school improvement.

The starting point of the second phase of school improvement is the formation of the school improvement team (SIT) (Leithwood et al., 1987). This suggests that the procedure that will eventually be designed for implementing the school accountability framework in the school needs to include the formation of a school team to facilitate the process. In the Leithwood et al. (1987) model, the SIT is required to determine what will be collected and how it will be collected. Using the school accountability framework, that step will have already been done and the role of the SIT will be to assist with the data collection and help lead the process of goal selection.

There are other findings related to school improvement that support the model of a school accountability framework. Lieberman and Miller (1986) reported on findings of other researchers examining school improvement in their paper. It has been documented, for example, that teacher participation and collaboration is vital to success (p. 99). This is an important part of the school accountability framework as all of the staff need to work together and support each other to collect the information. They must take the lead role in the analysis of the data and in the goal setting phase. This is one of the most important criticisms of the external review process as it excludes the school staff from one of the main parts of the whole process—the data collection and analysis phase.

Self-Renewing Organizations

A number of researchers have explored the notion of self-renewing organizations as this relates to education. Joyce, Wolf and Calhoun (1993) describe a self-renewing system where “educators at all positions in the system create a better learning environment for themselves and students by studying education and how to improve it”

(p. 1). This is definitely related to the intended approach that my school accountability framework will take. The school accountability framework must provide opportunities for the educators in the school to examine how they are delivering the education program and devise methods to make improvements. Rather than being observed and rated by an educator from outside the school, the staff members will actually take the role of the expert and collectively move to make changes.

One of the reported findings in Joyce et al. (1993) is that “major school improvement efforts can be sustained only when the content promises student learning” (p. 20). This is an important finding as it determines that the students must benefit if a school improvement plan is to succeed. In fact, they report that many attempts at school improvement focus on items that have little impact on the classroom, such as staff meeting times and school attendance policies. Joyce et al. (1993) conclude that these efforts will have little effect, no matter how well funded, unless student “learning remains at the core” (p. 20) of the school improvement plan.

Joyce et al. (1993) contend that the staff of a self-renewing organization must become knowledgeable about:

- Group decision making
- Options for staff development
- Collegial implementation of curriculum
- Action research for school improvement
- Change as a personal and organization process (p. 20)

in order to be fully effective.

The process of creating a self-renewing organization requires that those in the organization take an active part in making the changes and that everyone, including the students, benefit from the process. This is certainly a goal of the school accountability framework. One of the desired outcomes of the school accountability framework is the improvement of the educational standard offered to students in the region. In order to achieve this, the staff must take a lead role in the data collection, the analysis of the data and the selection of a plan to change items that the staff feel need improvement. It is likely that there will need to be some training offered to staff to prepare them to take responsibility for the school accountability framework. Key members of the staff will need to have skills in facilitation, seeking outside sources of information and conducting action research in order to support the growth of the organization.

Allen and Lunsford (1995) have written about the formation of “practitioner-driven networks” (p. 1) to support schools engaging in school renewal. They contend that these networks provide opportunities for principals and teachers to share their experiences, see the projects in other schools and publish their findings for others to use. This is an important consideration in designing the procedures for the school accountability framework. It would definitely support the process if money could be found for school teams to visit at least one other school in the region which was also developing school improvement goals based on the findings of the data collection. The formation of a network would shift some of the school improvement support from the central office to other practitioners in the region’s schools; this could be very valuable. Allen and Lunsford’s (1995) book goes on to outline the procedures for setting up such a

network, including topics such as holding meetings and keeping the process going. One of the outcomes of developing the network was the creation of an “action research consortium” (p. 37). This consortium encouraged the development of practitioner developed research at the school level and encouraged the development of expertise in the network. The process of developing a regional or territorial network among the schools ties in nicely with a new initiative in Nunavut to fund action research projects which might lead into the formation of an action research consortium. The school accountability framework will help Nunavut educators focus on school issues which could then form the basis of action research projects to be conducted in the school. The action research experience will help Nunavut educators approach the task of school improvement using the findings from the school accountability framework.

Site Based Management

A recent trend in education has been the shifting of decision making to lower levels in educational organizations. In Nunavut, responsibility for core curriculum rests with the Minister of Education (Education Act, 1996, section 126.(2)(a)), but many of the decisions surrounding how curriculum becomes part of the school program have been left in the hands of school administrators and teachers. Wohlstetter, Van Kirk, Robertson and Mohrman (1997) have identified some necessary factors that must be present for what they term decentralized management. These are:

- power to make or influence decisions;
- knowledge or skills to perform effectively, including good decision-making and problem-solving skills;

- information upon which good decisions can be made, and
- rewards for performance (p. xiii).

This highlights the fact that the staff of a school that is managed at the school level need to be given the authority to make decisions, provided with training to help them perform effectively, provided with structures to help them collect information and recognized when the performance is improved. The school accountability framework supports this model of school administration as it places the responsibility for determining how the school needs to change and how to accomplish this in the staffs' hands.

Good information is often lacking in schools. School staff will not typically set out to conduct data collection or research without some guidance; most teachers are already far too busy keeping their programs going and doing all of the tasks necessary to the day to day running of the school. However, some of the most important data about how the school is functioning already exists; it just needs to be collected and examined with a purpose in mind. It is the goal of the school accountability framework to provide the reason to collect the relevant data present in the school and subject it to an analysis. The school accountability frameworks will support the efforts to improve site based management as it will provide the staff with a lot of information about their school already organized into categories. It will then be possible to make the decisions that the school staff are already empowered to make based on fact and not "gut-feeling."

These findings also point to a need for a school staff to have members who are skilled in decision making and problem solving. Both of these topics have typically been covered in the Educational Leadership Program, but the majority of staff do not take this

training. Therefore, it is going to be necessary to provide some in-service training to staff prior to having a school complete the school accountability framework. The in-service will consist of training in the intent of the exercise, the process of data collection, the determination of the results and then the process of goal setting that completes the first part of the school accountability framework. The in-service training needs to include training in decision making and problem solving. The determination of goals for improvement will likely be challenging and, at times, contentious, requiring good facilitation and a sound grounding in the skills of consensus building.

It is also important to recognize that school based decision making must be aimed at improving student outcomes. David (1994) reviewed the early years of the implementation of school-based decision making in Kentucky. In that state, the law requires that school boards delegate budgetary authority to the school level. There is also a requirement for schools to form councils that have the authority for the operation of the school. David (1994) identified the importance of councilor training when decision making is moved to a different level in the organization. Early analysis of this change in governance showed that councils were experiencing difficulty focusing on what was actually their key concern—student learning. This has a bearing on the Nunavut situation as we do have community councils operating and these councils do need to be involved in the accountability framework. In order to participate fully, there will need to be training provided to ensure the council members have the necessary background to participate fully in the process.

Finally, we must always be cautious about making changes to the system without considering if the changes will improve the system. Jenkins, Ronk, Schrag, Rude and Stowitschek (1994) published a study of the effect of moving decision making to the school on the provision of services to low-performing students. This was a major study involving 22 elementary schools and more than one thousand students in each of the experimental and control groups; the study was done over 3 years. Twelve of the schools had an intervention which moved decision making about the special program to the school level while the other 10 schools continued operating as they had before. The study showed that the staff in the experimental schools felt empowered and satisfied with their new level of authority and that their programs had improved which are positive outcomes. However, it was discovered that “the anticipated achievement and behavioural benefits for remedial and special education students did not materialize” (p. 370) when the achievement of the identified students was compared between the two groups of schools. The conclusion made by the researchers was that the lack of improvement may have been due to a lack of expertise in the experimental schools. They found that one of the most important barriers to the success of educational innovations is “implementation problems in classrooms” (p. 370) which highlights the need to have support for teachers from experts in the area being addressed. This finding could have major implications for the implementation of the school accountability framework in northern schools.

Total Quality Management

To some, the current education system is in a crisis. They propose using a business model in an attempt to raise the quality of schooling. This movement promotes

the idea that schools need to adopt the methods of business operation popularized by W. Edwards Deming. As Schenkat (1993) puts it,

. . . the Deming method is based on leadership through understanding, continuous improvement through personal growth and education, consistency of purpose, and elimination of barriers of self-fulfillment.

(p 1)

One of the key aspects of Deming's model (1986) is the provision of quality services to customers. Schenkat (1993) attributes the lack of student learning in the current education system to two aspects of educational delivery:

1. The pervasive use of textbooks
2. Tacit social contracts between teachers and students. (p. 44)

He contends that delivering educational programs from textbooks tends to expose the students to shallow explanations of factual information that is of little interest; the result is low levels of student learning. As it is estimated that the most commonly used instructional technique in North American schools has students being asked to learn from textbooks, this is a major concern. Schenkat (1993) contends that the high reliance on textbooks is caused by the lack of planning time for teachers. This must be considered in analyzing the methods of instruction being used in our schools as well as the assignment of duties. As part of the school accountability framework, data on the use of textbooks could be collected as well as the provision of preparation time for teachers to determine if there is a correlation between textbook use and lack of preparation time.

Schenk (1993) also proposes that our education system produces students who avoid taking challenging courses due to the risk and ambiguity associated with higher level thinking processes. The educational experience provided to our students from their early years in school, which focus on “frequent success and praise” (p.46), fosters a comfort level with simple, task-oriented assignments. Studies have shown that incorporating assignments which have a higher level of ambiguity tend to result in higher levels of misbehaviour in the classroom. Thus, teachers tend to reduce the expectations and risk of mistakes. This has implications throughout the school from kindergarten to grade 12. The school accountability framework needs to examine the cognitive level of assignments used in schools. We need to determine if students are being challenged to reach the analysis, evaluation and synthesis levels from the start of their school experience.

A related work is that of Murgatroyd and Morgan (1992) who identify the elements of the current “educational crisis” as the rising costs of education, cuts to government funding of education, higher expectations for a broader curriculum by parents and taxpayer unwillingness to pay more for public education (p. 3-4). They promote the use of the Demming model which focuses on meeting the expectations of the stakeholders in the education system. They identify the stakeholders as those with vested interests in the outcome of education, such as parents, taxpayers and employers. This is certainly something that must be considered in the school accountability framework. Schools need to have a mechanism through which stakeholders can participate in the educational system, formally defining their expectations for the schools. In Nunavut, the District Education Authority is the primary method of involving the community through electing

seven citizens to a council which then governs the community's schools. However, as stated earlier, we cannot forget to provide these councilors with appropriate training if we want the council to function at the highest levels possible levels and actually help improve education for the students.

An interesting concept from the work of Murgatroyd and Morgan (1992) is the idea of the "moment of truth" (p. 101). These occur every time the school is in the public eye, subject to the judgment of the stakeholders, and expectations are not met. The authors identify faulty communication as a potential creator of moments of truth; this is certainly something we need to keep in mind in Nunavut. Communication is not straight forward when a number of the school staff and the majority of the parents speak a different first language. There are a number of "moments of truth" every year in our schools caused by faulty communication. Naturally, many of these are unavoidable, but we can control a large part of the communication from school to home. The school accountability framework needs to take a look at the methods the school uses to communicate expectations to parents, reviewing the clarity, accuracy and professional appearance of those communications.

Another item of interest from the realm of total quality management is the approach to goal setting that is commonly used. Murgatroyd and Morgan describe in details the "Hoshin goals" (p. 120) which are defined as outrageously high goals that are believed to be beyond the scope of the organization. This may have a useful role in the goal setting process that will follow the completion of the school accountability framework. Researchers contend that Hoshin goals serve as a powerful challenge to the

members of the school and it may actually be possible to achieve the lofty goals through empowerment of the staff and stakeholders. As part of the goal setting process, it may be worth training staff in the whole notion of Hoshin goals as a method to increase performance within the school.

Action Research

There is growing interest in action research as a method of improving schools. Action research typically differs from other forms of social research as those being studied take part in, and lead, the research process and the findings of the research result in immediate social action (Neuman, 1997, p. 23). These features of action research explain why it is well suited to the school setting. Having school staff study what they are doing in the school and then immediately take action in order to make improvements makes a lot of sense; the school staff know best what is happening in the school and are in the perfect position to make changes. Action research is a logical next step from the school accountability framework as staff could opt to research ways to reach the goals selected to improve the school.

Calhoun (1994) wrote a book on the role of action research in the self-renewing school. She proposes that schools use a five phase process for conducting action research.

The phases she identifies are:

1. Selecting an area or focus.
2. Collecting data.
3. Organizing data.
4. Analyzing and interpreting the data.

5. Taking action. (p. 2)

In the school accountability framework model, the identification of the topics for action research would be accomplished by the data collection and analysis. It would then be possible for teachers to make a selection of a focus for action research during the goal setting phase. Teachers could then form teams to start conducting the research projects, assuming that action research is an appropriate method of dealing with the identified school improvement goal. Calhoun (1994) provides a lot of practical information about how to conduct each phase of the action research project. For example, she lists typical sources of information in the school (p. 50-70), suggests methods to organize the data collected (p. 71-79), suggests how to use the data as diagnostic information (p. 80-88) and then describes how to take steps to make improvements (p. 89-100). This is a good outline of the methods of action research. As a good resource on action research will be necessary, Calhoun's (1994) book could become part of a resource kit for the school accountability framework.

Luckily, the popularity of action research has resulted in the formation of action research networks throughout North America. An action researcher who resides in Oregon, Richard Sagor, has also written a book on this topic. His book, *How to Conduct Collaborative Action Research*, was published in 1992. He is experienced in doing action research in schools with the support of a network of other action researchers in the northwestern United States. As with Calhoun's book, Sagor (1992) provides a good selection of advice and examples for teachers unfamiliar with the elements of research. He

also proposes a five phase process which is similar to Calhoun's. This book could also become part of the resource kit for the school accountability framework.

In examining references on action research, it has become evident to me that this would be the most powerful approach to use in making improvements in the school. One of the concerns with the external school review process was the fact that there was no formalized method for taking the recommendations and implementing them in the school. Action research would definitely provide that method. As it involves research, it also has the advantage of being designed to measure whether or not the action has made the desired improvements in the school. One of the considerations in proposing the use of this process is that staff will need to be trained in the methods of action research and they will also have to want to participate in projects if they are going to be successful. This will involve some careful planning.

Staff Portfolios

There is a growing movement that suggest that professionals, such as teachers, need to seriously engage in collecting documentation regarding their professional effectiveness in the form of a professional portfolio. Currently, the University of Lethbridge requires that undergraduate education students start a portfolio early in the program and maintain it during their years of study. Windsor (1996) has produced a volume to guide pre-service education students in the development of the portfolio including hints for the types of information that could be included. The school accountability framework has a direct relationship to professional portfolios as it is actually a portfolio for the school. The school accountability framework guidelines will

provide details for which items are to be included, but, like the professional portfolio, the framework is only a sample of the activities occurring in the school and not a total documentation of the school.

Danielson (1996) also describes the development of professional portfolios for practicing teachers. She contends that creating a portfolio has many benefits for teachers by requiring that teachers identify their best work in deciding what to include in a portfolio (p. 38). Danielson's (1996) focus on collection of items that demonstrate high teaching performance has a real implication for the school accountability framework. In collecting the data, instructions will have to be written guiding the staff to contribute items that show ideal practice in all aspects of their teaching. The school staff could, for instance, collect examples of student evaluation instruments that show that the staff are measuring student achievement in a variety of ways, not just with traditional paper tests. Danielson (1996) provides some models for teachers to log items such as communication with parents, professional development and professional contributions (p. 48-49). These instruments could be provided to the school administration in Nunavut's schools, as part of the school accountability framework, to facilitate the collection of the required data by the school staff.

A related process, teacher evaluation, is described by Scriven (1988); he refers to this method of teacher evaluation as the duties based approach. In this model, teachers are evaluated using evidence taken from a number of sources including the judgment of supervisors, classroom observations, student test data, self-evaluation portfolios and information from former students such as opinions and abilities (p. 138). Scriven (1988)

promotes this method as more time consuming, but at the same time more realistic as it is based on factual evidence; he states that it is important to have data come from a number of sources for each of professional duties examined (p. 136). The data collected is compared to a description of teaching duties covering aspects such as knowledge of the subject, instructional design and classroom skills (p. 129-134). This evaluation procedure is related to the school accountability framework as they both rely on evidence collected from a number of sources in the school; they both have the advantage of having a reduced role for judgment in the processes and the processes are much more authentic than other models of staff or school evaluation.

Improving Student Achievement and Outcomes

Ultimately, the most highly desired outcome of any school reform process is an improvement in the learning and achievement of the students in the educational system. Danielson (1996) has written a book on improving teaching through the use of a framework based on techniques documented to improve student learning. The framework described in Danielson's (1996) book is based on the Educational Testing Service's PRAXIS III. The framework divides teaching into four domains: planning and preparation, classroom environment, instruction and professional responsibilities (p. 1). Each of the domains has five or six components which are also subdivided into elements. This reference provides an interesting organization model that will need to be considered for the school accountability framework. It might be advisable to work toward increasing the detail in the school accountability document by having multiple levels. Eventually, the school accountability framework might be divided into groups and sub-groups similar to

the domains, components and elements used in PRAXIS III. This is something that will need to be studied further as only a single level of items in the framework had been anticipated.

Another study that examines the effect of school reform on student achievement is that written by Blum and Kneider (1991). They document the effect of a change in leadership in the Bethel School District in Oregon and the subsequent participation in the “Creating the Future” (CTF) a research-based, district-level improvement process (p. 17). The CTF process involves the entire school district working to improve student outcomes. The CTF process focuses on the following elements:

- A focus on student performance. The district planners are able to specify values and beliefs, a vision of excellence, a mission, and general student learning goals through direction-setting activities that enlist the efforts of the school staff, community members, school board members, and others. This direction-setting process helps clarify what students are to learn and influences curriculum, instruction, staff development, and assessment.
- Both a strategic improvement and a strategic planning process. To begin with, the district teams initiate planning processes, including direction setting, profiling, priority setting, and action planning. Subsequently, these efforts are support by implementing planned improvement activities, monitoring progress and troubleshooting, and evaluating and renewing their efforts.

- Collegial action to ensure success in learning for all children and youth.
- A data-driven process. Each district team develops a local profile, including information on student performance, district and community characteristics, and ongoing improvement activities.
- A research and theory base in areas that include change in education, professional development, and adult learning.

The CTF process supports the development of the school accountability framework as the school accountability framework provides data for making improvements to the school and could serve as the school profile described in the CTF process. There are findings from this work that need to be taken into account in the implementation of the school accountability framework such as the focus on student performance and a sound theoretical base for making improvements in schools or school districts. It cannot be assumed that planned change will improve a school or a school district.

Conclusion

The proposed school accountability framework is related to a number of topics currently being examined in education. This paper has not presented a complete account of all topics that could possibly relate to this issue, but a number of ideas have been identified which offer support to the process. Some of the sources have offered both suggestions and questions regarding the development of the school accountability framework. I believe that the development of a school accountability framework has ideological support in the educational literature as an approach to stimulating school reform. My goal for this process is to provide a mechanism for the staff at a school to

examine what they are doing and to assist them in identifying goals for improving the education received by the students.

It is important to temper the efforts of school improvement with a level of pragmatism. It is not possible to change everything, thus school staff must be selective in choosing their goals for school improvement. Roland Barth (1991) wrote an article in which he poses nine questions which I believe are appropriate to include here as queries that every staff member needs to answer before attempting school reform. His questions are used as section headings and included here in a list:

1. What is the logic behind the concept of restructuring in your school?
2. Do you really believe schools need a complete overhaul?
3. Are you teachers and administrators prepared to acknowledge your contributions to the problems of schools and to restructure your assumptions and practices?
4. Can schools restructure themselves?
5. How can you build a school improvement team from a cast of bright, stubborn, willful, idiosyncratic characters?
6. How can you observe in your own school with detachment and insight?
7. What about your school needs to be restructured?
8. How much restructuring is enough?
9. How much are you prepared to risk? (p. 124-128)

As a strong believer in setting goals that are achievable, I found this set of questions very useful to consider while I was contemplating the development of the school accountability framework. The questions focus on the fact that many things occurring in our schools are very good. The intent of the school accountability framework is to make a school better; it is not the intent to completely change the school. Question three raises an interesting dilemma to the whole process of educational reform; are some of the current problems in a school due to the staff? It has been my experience that some problems are directly related to staff attitudes and the individual members of the staff will be challenged to think about doing things differently in order to make improvements. This may prove to be a challenge especially for those staff members who strongly believe that everything they are doing is correct. Question five raises the whole issue of the composition of a staff. They will always be members of staff who resist change and will need to be encouraged to take some risks.

CHAPTER 4

A Personal Examination Of Evidentiary Methods Of Evaluation

Introduction

During a planning conference for this project, my project supervisor challenged me to apply my proposed method of evaluating schools to a self-evaluation of my work as the Assistant Director - Operations of the Kivalliq Divisional Education Council. It was suggested that this be one of the first steps in the preparation of this project as I should have an intimate knowledge of the process to which I propose subjecting the professional staff of our schools. The presentation of a body of evidence collected by me for examination by the region's principals would serve as a concrete demonstration of the process; coupled with this is the fact that I would not be mandating the staff to do something I had not already started doing. It is possible that we may wish to look at incorporating evidence into our performance review process if my experience with this process demonstrates its value.

A self-evaluation of my work as Assistant Director - Operations has been performed by taking my current job description (see Appendix B) and turning the key tasks in my position into statements which can be supported by the collection of evidence. I planned that I would collect evidence periodically during the 1999-2000 school year; my goal was to document as many of the tasks I perform as possible bearing in mind that some of the tasks primarily occur at certain times in the school year. The process of data collection was undertaken with two goals in mind. The first goal was to experience the process of collecting evidence by actually participating in the process of

documenting accountability in my professional role. The second goal was to gain an appreciation for the amount of effort required to collect evidence in accordance with the proposed framework.

My Key Duties

My job description was revised in the fall of 1998 when the Kivalliq Divisional Education Council decided to add a second Assistant Director position at the Council office. First of all, it is interesting to note that there was an intent to create the second position as long ago as 1992 which is borne out by the fact that in our classification files, there are two files for school supervisory positions, one for operations and one for programs. Apparently, a lack of money prevented the introduction of the second position in past years. As the Council had been able to rebound from a serious deficit by 1998, the members decided that there needed to be a third senior manager. Part of their rationale was the fact that there was not always a senior manager in the office during the course of the year, especially during the summer months. Another consideration was the lack of support and training available to the community level District Education Authorities. Therefore, the duties of the Director and Assistant Director were revised in the creation of the third position. My position was narrowed to focus primarily on operational issues in Kivalliq schools.

In examining my list of duties, it is worthy of note that the formation of Nunavut means that certain terms need to be changed; it is possible that there will need to be a comprehensive rewriting of all of the job descriptions to synchronize them with the organization of the Government of Nunavut. The list presented here was prepared under

the Government of the Northwest Territories, but has been revised from the job description to reflect terms used by the Government of Nunavut. The following are the 13 key duties from my job description:

- Providing leadership and direction to Principals and Coordinators.
- Evaluation of the operation of the schools (coordinating school reviews) in the region to ensure the highest quality of education is provided.
- Provision of technical coordination and support for the Kivalliq Divisional Education Council office in Baker Lake, the Teaching & Learning Resources Centre in Rankin Inlet, and all the schools within the region.
- Coordinating all capital planning initiatives for the KDEC, encouraging Hamlets to allocate adequate land reserve, assisting in the determination of capital priorities, and following up with principals and DEAs in the consultative planning process with the Department of Public Works and Housing, the architects and the contractors.
- Improving and monitoring the performance of employees by evaluating or causing to be evaluated all program and support staff under his/her jurisdiction.
- Collecting, analyzing, and/or monitoring each school for enrolment, attendance, length of school day, school year, educational program plans (year plans), suspensions, etc.
- Preparing summaries of information for the Department of Education, the Kivalliq Divisional Education Council, Professional Associations, Research Agencies and the Public.
- Advising program administrators on administrative procedures, financial management, budget planning, regulations, policies and forecasts.

- Coordinating the staffing of vacant positions by recruiting teachers and initiating other staff competitions, signing job offers and completion of the staffing process.
- Determining staff needs for successive years and re-deployment of existing personnel and resources.
- Verifying invoices for payment as Spending Authority.
- Following up all personnel related matters in consultation with the Department of Finance and Administration, for Director approval.
- Acting as Director when the Director is out of the region to ensure that the operation of the Divisional Education Council continues in an uninterrupted manner.

Developing An Evidentiary Framework For My Job Description

The preparation of an evidentiary framework requires that duties from a job description be rewritten in a manner that efficiently allows evidence to be collected. In order to maintain consistency I decided to begin each statement with the phrase *provide evidence*. This serves to continuously remind me of the need to be looking for specific evidence through which my performance will be documented. The nature of the documentation required must primarily be in a form which can be easily collected and archived. Thus the stem “provide evidence” seems highly appropriate as a trigger for collecting suitable data. It is proposed that this model of developing evidentiary statements will also be used in the development of the statements under the school review section.

The first duty is one of the most critical in my role as Assistant Director - Operations as it is the main reason for the existence of my position. It states that I will

provide leadership and direction to Principals and Coordinators within the Council. In my particular role, my duty is to provide a climate of empowering leadership, primarily for the region's principals. The addition of the second Assistant Director position to oversee program issues has shifted primary responsibility for directing the Program Coordinators to my colleague. In considering this duty as a focused evidentiary statement, it has been restated in the following manner:

- Provide evidence that Kivalliq Principals are given leadership and direction from the Assistant Director - Operations.

The second duty is the reason for undertaking this project. My second duty states that there will be evaluation of the operation of the schools (coordinating school reviews) in the region to ensure the highest quality of education is provided. As previously stated, there has not been school reviews conducted since 1992. The result is the absence of data regarding school performance since that time. It should be noted that this is one of the duties which I predict will have a paucity of evidence as it is not currently being executed within the region. This duty was rewritten as an evidentiary statement:

- Provide evidence that Kivalliq Schools are providing the best possible education by the collection of documentation that demonstrates that the professional staff are discharging their responsibilities at a high level.

The third duty centres around the operation of the regional facilities at the highest possible level. As the communities are relatively small, there is a lack of technical expertise in most places. The school staff have to play a key role in the operation and maintenance of the various pieces of equipment, such as computers and photocopiers,

located in our offices or schools. As school equipment falls under the operational side of schools, my position does require technical knowledge about the commonly used equipment. In the absence of a technical ability, someone in my position needs to be able to quickly locate answers in order to provide this support. My third duty states that there will be provision of technical coordination and support for the Kivalliq Divisional Education Council office in Baker Lake, the Teaching & Learning Resources Centre in Rankin Inlet, and all the schools within the region. The evidentiary statement that flowed from this statement of duty is:

- Provide evidence that the Assistant Director - Operations is providing technical assistance to personnel in the two offices and eleven school to ensure that Council equipment operates properly.

The fourth duty derives from the fact Nunavut schools belong to the Government and fall under the responsibility of the Department of Public Works and Housing. Construction of new schools involves a number of different personnel, from Project Officers and Facility Planners to school staff and community members. Due to this interdepartmental arrangement, it is necessary for someone at the Council office level to be involved in the capital planning process to be a liaison between the various parties involved. This is an example of a duty that is performed when needed. There have been times during my tenure in the position that no projects have been ongoing. At those times, I would not be able to demonstrate that I am performing that duty. My fourth duty states that I will coordinate all capital planning initiatives for the KDEC, encouraging Hamlets to allocate adequate land reserve, assisting in the determination of

capital priorities, and following up with principals and DEAs in the consultative planning process with the Department of Public Works and Housing, the architects and the contractors. As an evidentiary statement, this became:

- Provide evidence that the Assistant Director - Operations coordinates all capital projects for the Kivalliq Divisional Education Council.

The fifth duty involves the evaluation of staff at the region's schools. It is currently policy with the Government that all employees be evaluated annually although this is not always followed. Typically, teaching staff are evaluated when they first start teaching and when they request an evaluation. Tenured teaching staff work within a professional growth framework placing the responsibility for growth with the individual. Staff who are not scheduled for a formal evaluation complete a professional growth plan instead. My fifth duty requires that I improve and monitor the performance of employees by evaluating or causing to be evaluated all program and support staff under my jurisdiction. This can be shown in an evidentiary manner by demonstrating that staff are being evaluated. Therefore, the evidentiary statement is:

- Provide evidence that the Assistant Director - Operations ensures that all employees are evaluated in accordance with policy and practice.

The sixth duty requires that data be collected from each school. This information is used to monitor certain numerical quantities such as number of enrolled students and attendance of those students, teacher planning, as well as student related matters such as accidents, suspensions and field trips. My sixth duty mandates that I collect, analyze, and/or monitor each school for enrolment, attendance, length of school day, school year,

educational program plans (year plans) and suspensions. With the creation of the second Assistant Director position, the responsibility for educational program plans has fallen to my colleague. Thus, this area has been omitted from the evidentiary statement. Data from the schools is not always requested by others but it can be very useful to have on hand to report to the Council or Department. This evidentiary statement became:

- Provide evidence that the Assistant Director - Operations collects, analyses and monitors data regarding school enrolment, school attendance, length of the school day and student matters such as suspensions, accidents and excursions.

The seventh duty addresses the use of the information collected from schools. I report to the Council at each of the three meetings held during the school year. There is also a possibility of reporting to others in the Government or giving interviews. My seventh duty is to prepare summaries of information for the Department of Education, the, Kivalliq Divisional Education Council, Professional Associations, Research Agencies and the Public. This area became very important during the 1998-99 school year as the new staff hired to start up the Nunavut Department of Education needed specific information on an almost weekly basis. This became an evidentiary statement by rewriting as:

- Provide evidence that the Assistant Director - Operations prepares summaries of information for various organizations as required.

The eighth duty involves providing advice and guidance to KDEC staff regarding operations procedures for our schools. This may include dealing with problem staff, budgeting including future year forecasts, and interpretation of regulations and policies.

My eighth duty states that I will advise program administrators on administrative procedures, financial management, budget planning, regulations, policies and forecasts.

This is another very important area as most school administrators have had no formal training in any of these areas. Thus, it is critical that support be given in these areas where experience is lacking. As an evidentiary statement, this became:

- Provide evidence that the Assistant Director - Operations advises administrators on procedures, financial management, budget planning, future year forecasting, regulations and policies.

The ninth duty covers the whole area of human resources, which was transferred to individual departments when the Department of Personnel was eliminated by the Government of the Northwest Territories in 1996. This is another example of a task which is time of the year dependent. Most of the human resources activity occurs in May and June when teachers are leaving and new teachers are hired. My ninth duty states that I will coordinate the staffing of vacant positions by recruiting teachers and initiating other staff competitions, signing job offers and completion of the staffing process. This area requires the acquisition of a significant amount of specialized knowledge about the area of human resource management within the regulations of a government. The evidentiary statement for this duty was written as:

- Provide evidence that the Assistant Director - Operations coordinates the staffing process by conducting a recruiting campaign, issuing job offers and completing the hiring process for new and transferring staff.

The tenth duty involves the possibility that staff may have to be transferred within the district based on the needs and student numbers in various communities. A major part of this duty falls to individual principals who have the responsibility to ensure their schools can deliver a complete educational program. However, I do have to determine staff needs for successive years and to re-deploy of existing personnel and resources. As an evidentiary statement, this became:

- Provide evidence that the Assistant Director - Operations determines staff needs for future years and re-deploys existing personnel and resources as required.

The eleventh duty is an example of a fairly high level of accountability. The Kivalliq Divisional Education Council has an annual budget of \$22,000,000 and I have a key duty in verifying expenses for payment. My job description states that I will verify invoices for payment as a Spending Authority. Within the Government of Nunavut, the term Spending Authority is given to managers who have the ability to spend Crown Funds. This responsibility requires that I survey the documentation provided by the personnel in the finance department to approve payments. Being a Spending Authority involves ensuring that invoices are legitimate, based on purchases made properly by the Council and that payment is issued correctly. This became the following evidentiary statement:

- Provide evidence that the Assistant Director - Operations verifies invoices processed for payment with the responsibility of a Spending Authority.

The twelfth duty comes from the fact that the Kivalliq Divisional Education Council does not actually employ our staff. As we are all civil servants working for the

Government of Nunavut, changes to staff files must be initiated in our office and completed by the Department of Finance and Administration, which has the responsibility for staff pay and benefits. My job description states that I will follow up on all personnel related matters in consultation with Department of Finance and Administration, for Director approval. Typically, my Director asks me to sign the approval on his behalf as I take the lead in monitoring all employee issues. This may range from changing staff salaries based on the amount of training or previous experience to establishing new staff positions as required. As an evidentiary statement, this became:

- Provide evidence that the Assistant Director - Operations follows-up on all personnel related matters with the Department of Finance and Administration.

The Process of Collecting Evidence

One of the first stages in collecting evidence is preparing for collection. It is a requirement that the person planning to make such a collection be prepared when gathering the data so that it can be analyzed and displayed if required. This is something that has proven to be somewhat challenging for me to accomplish this year. It seems that it might work best to have a set of folders, one for each item, and place a copy of paper evidence in the appropriate folder when the item that demonstrates a duty is fulfilled. Another consideration is the volume of items that might be collected. In the course of working during the year, there are some duties that are considered frequently while others are only considered once or twice a year. Some of the framework statements could end up with extensive evidence while another may have only one or two items. Thus it is important to be selective in choosing evidence in areas that are dealt with frequently. My

initial experiences with the process of collecting evidence suggest that it would be a good idea to put quotas on the number of pieces of evidence to be collected under each heading. It might be appropriate to call for four pieces of evidence as a target for each statement.

Evidence of leading and directing the principals.

Due to relative isolation, much of the responsibility for the operation of Kivalliq Schools rests with school principals. Having said that, principals are required to submit various reports and it is typically these items that would be collected as evidence. An example of a piece of evidence under this heading is an electronic mail message sent out to the principals on August 26, 1999 outlining the required reports at the commencement of school year. This provided both new and experienced principals with the guidelines for the information needed from each school. This message had to be detailed enough for the new principals to be able to understand what was required. Key forms were attached to the message to ensure that every school principal had the appropriate format for submitting the information.

It would also be possible to provide evidence on a weekly basis as well. There are a number of issues that come up frequently during the course of the school year. Principals must regularly deal with concerns involving students, staff, parents and the District Education Authority. A considerable amount of guidance is given by the senior managers, especially to new principals, advising them how to deal with potentially thorny problems. During an average week I typically assist two or three principals with concerns regarding students, staff or the DEAs. This particular item highlights a problem with documenting performance in this manner. In order to cite specific examples of

evidence, I would have to become much more organized in the collection and documentation of these relatively routine aspects of my role. It is important to note that this process only requires a representative sample of items. Therefore, school staff will need some guidelines to assist them with organizing to collect evidence including an indication of the size of the evidence sample recommended.

Evidence of documenting a high level of staff performance.

This is an area that I feel I am not addressing very well in my role as Assistant Director - Operations. It is this area that led to my interest in undertaking this project. I do believe that schools should be able to demonstrate that they are educating students in the manner expected by the Minister of Education and the community in general. My goal is to ensure that a process be in place to ensure our schools are the best they can be.

There are currently two initiatives in place to monitor school programming and staff effectiveness. The first is the requirement that school principals submit long range plans prepared by the school staff to the Assistant Director - Program and Development. These are due by the end of the sixth week of the school year, or semester, depending upon the organization of the school. We expect that the school principals will take the time to review the plans to ensure that they are in an acceptable format and adequately prepared prior to submitting them to our office; we also advise Principals to have the plans on hand to discuss with individual staff members as part of the professional growth model used in our schools. The program staff, under the direction of the Assistant Director - Program and Development, periodically review these plans to determine if there are exemplary plans which can be shared with other schools or plans which need revision. This process

needs to be more formally addressed as I believe that good planning on the part of the school staff will lead to higher quality school programming. It is vital that the staff ensure that they are meeting the Minister's guidelines and planning to meet the needs of the students by delivering instruction that reflects the abilities of the students. Therefore, the staff need to both address the curriculum and the actual functional level of their students in order to improve the effectiveness of school programming.

The second method of assessing effectiveness is through the supervision of the teaching staff. In Kivalliq schools, principals have the responsibility for supervision of teachers and other staff. One of the tasks at the start of the year is to establish a schedule for supervision and professional growth meetings with individual staff members. It is a requirement that new teachers, who are probationary in their first two years of teaching, teachers experiencing difficulty and teachers who request it be evaluated formally by the school administrators. The staff who are not involved in a formal evaluation are expected to prepare and complete a professional growth plan during the course of the school year. This will be reviewed at the commencement of the school year and toward the end of the school year by the school administration. This model helps monitor what the staff members are doing in the classrooms and relates to monitoring the effectiveness of school programs. Although the professional growth model is largely an individual process, the principal can give input and can guide staff toward selecting goals that will improve classroom performance.

The difficulty faced by many principals is finding the time to actually complete teacher evaluations. It does take a considerable amount of time to evaluate the school

staff, but this is an important function and must be given priority. Related to the previous evidentiary item of providing direction to principals, I have had to direct some of the principals in the region to perform staff evaluations. There has been a tendency in some schools to make staff evaluations a low priority as the principal has been highly involved in other projects such as teaching, fundraising and holding activities for community members. It is also likely that some principals feel ill equipped to effectively perform teacher evaluations. At a principals' meeting in April 2000, for example, the request was made to provide an intensive training session in the 2000-01 school year to provide principals with a better background in evaluating teachers.

Evidence of providing technical assistance to schools and office personnel.

Again, due to the relative isolation of the schools this is quite an important area to consider as there is not usually expertise available locally to solve technological problems. During the course of the 1999-2000 school year, a Coordinator of Technology was added to the Council staff to provide more support to schools from our office. Our schools own a considerable number of computers and other pieces of technology which do require support. Prior to the hiring of that staff member, much of the technological support and troubleshooting fell to me. I do particularly enjoy computer troubleshooting and I believe that it is one of my particular strengths in the performance of my duties.

Three particular examples of evidence can be cited. The first is from September 1999 when I assisted one of the principals in selecting a new communication system for the school. Based on previous experience, I advised the principal to choose a system which did not include components which had failed in other schools in the region.

Identical equipment has since been installed in a second regional school with success. The second example involved communication with a photocopier and fax machine supplier and the negotiation of a regional deal to place good quality photocopiers and fax machines in some of the schools. This was accomplished smoothly and the equipment is, for the most part, working quite well. The third piece of evidence comes from a community visit to one of the schools which took place from February 28 to March 1, 2000. During the first hour on site, I was able to get two computers onto the computer network and ready for use for e-mail and Internet access through troubleshooting the connections. I was also able to get another computer working by changing its network cable. These were difficulties that the staff at the school had been unable to solve and that would have been difficult to address without being there to see how the computer had been connected. The principal commented more than once how amazed he was at the fact that two outstanding computer problems had been solved by me in under an hour.

Evidence of coordinating capital projects.

The schools in Nunavut are property of the Government and their planning and construction is coordinated by the Department of Public Works and Housing. In recent years, a considerable amount of effort has been made to ensure that educational staff and community members have input into the design of every school or school addition. It is likely that a school will have to last about forty years and so are major investments in the community. Therefore, it is important to try to build the best possible facility - one that best meets the needs of the community within the budget provided. Currently, there is an ongoing project to replace an aging secondary school building in one of the Kivalliq

communities. This project was actually scheduled to be done a number of years ago but, with community input, it was decided to extend the elementary school first to boost the number of classrooms in the community before starting to work on the secondary building. During the course of the current school year, I have continued to be involved in meetings surrounding this project and to liaise with the personnel in the Department of Public Works and Housing. I am periodically in contact with the Facility Planner who has been contracted from the Government of the Northwest Territories to continue to work on this project. This culminated in a visit and meetings in the community in March 2000 to finalize the project brief to the architect hired to design the new school. There will be follow-up meetings, which I will also coordinate, with the architect who will be working on the design in the fall of 2000.

Evidence of ensuring employees are evaluated.

As described under the section dealing with school programming issues, it is a regional mandate that staff be evaluated annually either through a formal evaluation or an individual professional growth plan. Having said that, this is an area where I have not entirely fulfilled my duties in my role as Assistant Director - Operations. Although most principals are completing this task, there are some who have not been successful at evaluating staff. This has been discussed with individual principals, but I feel that I must do a better job of insisting that this task be completed. There is one principal in particular who has resisted the task of completing staff evaluations and I have not been successful in getting this task done. Otherwise, the majority of school staff are being evaluated despite changes in principals that occur each year. Evidence can be drawn from both the

September 1999 and April 2000 meetings of the region's principals in which the process and expectations of the evaluation process were described. It is gratifying that some of the principals had submitted annual staff evaluations by the end of April.

Evidence of collecting and summarizing school generated data.

The collection of this information is well organized in our region. The principals submit the required information without being prompted in the vast majority of cases. We have in place a procedure that requires some reports be submitted immediately including student suspensions, accident reports and student excursion forms while other reports are to be submitted at the end of the month. Over the years that I have been in the role, I have prepared and revised forms for the various reports which have to be submitted. These have been distributed to the schools so that principals have master copies for use when needed. School enrolment and attendance are monitored by entering the school generated data into a spreadsheet. The spreadsheet draws two graphs showing attendance rates and the number of students, month by month, at each school.

There are two specific examples of how I have dealt with issues in this category during the course of the 1999-2000 school year. The first example occurred in the fall of 1999. At that time, the procedure for reporting on student excursions was modified to ensure that the Risk Management division of the Department of Finance was promptly notified of any student excursions relying on mechanized transportation. I acted on this by making a prompt revision to the Approved Student Excursion Form to include the level of detail required by the Department of Finance; in addition, I added the Department fax number to allow schools to send the form directly to the department as well. The

revised form was distributed to the principals electronically and by fax. They were also made aware of the new requirement to fax the form directly to the Department of Finance when mechanized transportation is being used.

The second piece of evidence occurred in March of 2000. This is the time each year when school calendars are determined. In Nunavut, each District Education Authority has been given the responsibility for determining the school year within the rules established under the authority of the Education Act. I took the following action to accomplish this task: a documentation package was created, in conjunction with the other Councils in Nunavut, and distributed to all of the schools. The responses were verified to ensure that they met the requirements and, where required, changes were mandated to ensure that every school has a calendar that conforms to the territorial requirements. The final step was the submission of these documents to the Department of Education office in Iqaluit. As an aid to the Council office staff, I have also prepared a master school calendar for the region as well as a chart showing the daily operating hours of each school. These have been made available to the staff in the office, principals and others as required.

Evidence of preparing summaries of information.

Periodically during the course of a school year, the Department of Education and other organizations request information from our office. The type of information ranges from simple lists such as the addresses and contact details for regional principals and schools to a more detailed gathering of information related to the positions staffed and the cost of staffing those positions. With the formation of the new government in 1999, there have been many such requests during the 1999-2000 school year. Due to the transition,

many of the positions in Nunavut are filled with people new to the role. This has resulted in many requests for similar information as the various offices did not have records on which to rely. Two specific pieces of evidence seem to highlight the requirements to provide information, often at short notice.

The first example occurred during March of 2000. During the budget debate in the Legislative Assembly, it was asked whether a proposed capital project for one of the communities exceeded the typical community allocation for schools. The Department of Education did not have a current list of schools with the room compliment available so there was an urgent request issued to find out this information. One of the items of specific interest was the size of the gymnasium. As I did not have this information I had to contact the Department of Public Works and Housing to see if the project division could determine the answer from their archived copies of school floor plans. They were able to do this very promptly and the answer got back to the Department of Education in about thirty-six hours.

The second example occurred at the end of April 2000. I was asked for information regarding the region's newest school, which opened to students in December 1998. At the time of division of the territories, various records were transferred from the Government of the Northwest Territories, but it seems as though these records were not being kept up to date. The person responsible for listing government assets for insurance purposes did not have the new school building on the list. I was asked to supply the following information about the building: if it was in use, what the floor area was and which government department officially owns it.

Evidence of providing assistance with school operations, policies and procedures.

This is an aspect of the position that comes up most days at work. Both Assistant Directors and the Director are involved in advising the school principals on a variety of matters. We typically use both telephone and electronic mail to provide this service as there are a number of issues to deal with each week. One of the concerns most often discussed is the management of the school based personnel. In the realm of personnel there are a number of procedures in place requiring records be kept for employee attendance and leave from work. Periodically, a problem arises which needs to be addressed. Due to the various agreements in place regarding employees, the principals are strongly advised to verify all decisions with our office before taking action with an employee. When a principal has a concern about the conduct of a staff member they typically present one of the senior managers with the facts. Then, using a series of messages or a telephone call we discuss the issue to help the principal find the best method of dealing with the specific situation. The feedback we receive from the principals is that they feel highly supported by the provision of this guidance.

Another aspect with which principals typically need advice and guidance is the preparation of budgets. Funding is provided based on a formula and the principals have the option of moving money around in their budget. The process I use each year to deal with school budgeting is to provide the principals with the formula details and ask for a staffing plan to be created from this information. It is then my task to see that the plan does work within the financial constraints imposed by the funding formula. This often involves a series of conversations back and forth on the various details to ensure that the

bottom line is met. Typically, a fairly large proportion of the months of April and May are spent working on this area for the coming school year.

Evidence of coordinating the staffing process.

Another major task in May of each year is coordinating the change in staff at the schools. Each year there are employees leaving who require arrangements made for their outward travel plus there is the new hiring to be done. Each year, there is a teacher recruitment campaign conducted early in the year. In January 2000, an advertisement was placed soliciting resumes for all of Nunavut. This was coordinated by the Council office in Iqaluit. The resulting resumes were forwarded to the other offices in readiness for staffing. In our region, the principals decide what expertise they wish to have on staff. This is then forwarded to our office as a request for appropriate resumes. The responsibility for teacher interviews rests at the school level, but the principals must ensure that the required documentation is submitted in order for the person to be hired. It is then my role to issue a job offer and to set in motion the new employee's move to community concerned. The evidence that this is being done is the fact that the positions at the schools are filled. I also have made it my practice to keep electronic files of each job offer issued so that I may consult the terms on which employees were hired.

Evidence of analyzing and deploying staff resources.

Due to the fact that we use the funding formula to assign positions to our schools, there is not very much that needs to be done in this area. The use of the funding formula ensures that all students in the region have, in theory anyway, an equal access to educational resources. This duty comes from a previous era when schools were staffed

using less objective criteria and positions could end up being moved around. Now the objective measure of the need for staff is the number of attending students determined in the fall of each year for the following school year. In 1996, I was required to reallocate staff from a school that was over-staffed to two other communities in the region. This is the only time that I have had to exercise the ability to reassign staff involuntarily.

Evidence of approving all accounts payable.

There are a number of invoices that arrive in our office on a continuing basis. These are processed for payment which involves matching them to purchase orders and entering the data into the accounting software that we use. My role in the process is to sign off on the expenditures, approving them for payment. This is usually a routine function, but there are periodic anomalies or mistakes that need to be checked. For example, a cheque in April 2000 had different amounts on the payable and stub portions. This was an error made in our accounting office and would have resulted in the debt not being discharged. This mistake was caught at the time the cheques were due to be signed and the mistake was corrected. Another aspect that I need to be aware of is false invoices. There are companies operating which send out items that are not invoices, if you read the fine print, but look like invoices. It is possible that these may accidentally get processed for payment. Which did happen in the fall of 2000.

The process I use is to examine each payment. If I recognize the vendor I generally do a quick check on the back-up documentation. In October 1999, I stopped a payment on an invoice from one of the airlines that operate in our area as the weigh bill showed the name of a resident in a town who shares the name of the school. On examining the

paperwork I realized that the invoice should have gone to the individual and not the school. Sometimes clerical errors are made and invoices are misdirected. A regional computer supplier sent four outstanding invoices to us for immediate payment in March 2000. Only one of the invoices was actually for something our office had purchased. This illustrates the fact that the role of Spending Authority is an important final step in the payable approval process. I anticipate that I catch mistakes on the average of one each month. This saves the office both money and embarrassment.

Evidence of ensuring that staff receive the correct remuneration and benefits.

The final duty in my list is to work with the office that completes the biweekly payroll for our employees. Education Councils were never given authority for paying the staff employed at the school and this function has remained with the Department of Finance and Administration. In order to ensure the information is correct we are required to submit a form initiating payroll for new employees, inform the payroll personnel of the correct allowances to be paid to employees, inform the payroll personnel of any changes to salary placement and provide copies of resignations when people decide to leave the government.

In March 2000, the Federation of Nunavut Teachers ratified a new agreement with the government which required that the allowances for being a school administrator be revised. Therefore, I was required to revise the spreadsheet that I use to calculate the relative amounts paid to principals and assistant principals and advise the payroll office of the revised amounts in order to meet the payroll deadline that had been agreed upon with the federation. Having formatted spreadsheets available when changes occur allows a

few entries to be made and the new amounts calculated. I was able to supply the corrected information within a few hours when requested.

Periodically there is a perceived problem with an employees pay in which I become involved. For example, we re-hired a former employee and we are attempting to establish the correct pay level for that employee based on former service. As our office does not keep records of terminated employees this request must go to the Department of Finance and Administration to resolve. This often takes time as the Payroll Officers may need to examine archived information. In this recent case, it took three months to get an answer but the change was made immediately upon receipt of the corrected information.

What Does the Evidence Indicate?

From my experience of the process of collecting evidence to evaluate my performance at work, it has become apparent that the data provides an objective method of determining whether or not duties are being performed. If evidence can be presented for a particular task then it is unquestionable that the duty is being performed. This is a very powerful aspect of this method of evaluation as it reduces the role of subjectivity in the evaluation process. It is my belief that an evaluation process with a high level of objectivity is more effective and reliable than a process that relies mostly on subjectivity. However, a consideration in most evaluative processes is a statement of the standard at which the duties are being performed providing guidance for continuous improvement in work performance.

In the case of an evaluation performed by the collection of evidence, there must be a stage built into this process to ensure that the evidence is analyzed for quality. With

experience, it might be possible to build rubrics to provide a series of performance statements against which the quality of the evidence can be assessed. In the case of written communications for example, this may involve an analysis of the clarity of the information and the style of presentation. Another, more complicated analysis process may involve measuring the response of those receiving the instructions. An example from my duties of this type of evidence analysis is the year end data collection process. It is a requirement for each school to submit a spreadsheet summarizing the student attendance after the school has closed. The school principals are provided with written instructions, and a blank spreadsheet, by me which they used to enter the data. It would be possible to examine the spreadsheets to see if the instructions were followed resulting in correctly completed submissions. This would provide feedback regarding the quality of the instructions given. A number of methods need to be developed to assess the quality of the evidence collected in order for this process to move beyond purely ensuring completion of duties.

Conclusion

The process of collecting evidence works well for documenting the tasks being done in an office. This process should also transfer well to a school. It does require some steps to be organized when getting ready to collect evidence. A good model might be to have a set of file folders or a box to collect evidence as it is generated. In addition, I found I had to consciously make additional copies of documents so that I could include the items in the collection of evidence. The school staff, and in particular the principal, will need

some assistance in getting organized for the data collection as the school accountability framework will need evidence from every staff member.

An issue I wished to explore about the data collection was the time factor needed to gather information. Ultimately, the process needs to be established so that the collection of data becomes almost second nature. As with the school setting, the intent is not to manufacture evidence but to demonstrate through the collection of actual evidence that goals are being met. Therefore, people working within this framework need to ensure that they make an “evidence copy” of items they wish to submit in addition to any copies that are going to be used. For example, a teacher may wish to submit an activity about which they are proud. They will need to submit all of the information required to conduct the activity. This might include the lesson plan or some student resources.

An outcome of this experience, that I had not considered in setting out to collect this evidence, is I am much more familiar with the list of tasks in my job description. Typically, job descriptions are only consulted periodically, often at the time a performance appraisal is being conducted. This process has made me much more aware of the tasks I am performing as they relate to my job description. I believe that collecting evidence to demonstrate the accomplishment of tasks in a job description is a process that would benefit most people. It serves to concretely demonstrate which aspects of a job are being done completely and which are being neglected. I hope that the same effect may be noted in our schools. It is possible that teachers will become more interested in exploring different teaching methods if challenged to demonstrate that their teaching meets a variety of learning styles and student needs.

Another unanticipated outcome of this process is the demonstration that I am doing my job. It has been quite gratifying to discover that I can provide sound evidence for the majority of tasks in my job description. I believe this is another outcome that will be experienced in the schools as well. With the work load on everyone in the system, it is quite easy to become oblivious to all of the tasks that are being completed well. At the end of the day, I often find I am frustrated with the things I did not get done without recognizing all of the tasks I did accomplish. The collection of evidence will document the fact that our schools are going a lot of very high quality work.

It is interesting to reflect back and realize that I was working on an accountability framework in the 1993-94 school year when I was delivering a Career and Technology Studies (CTS) Information Processing program. In setting up units to teach the skills required in word processing, I decided that the students would be evaluated on the submission of a portfolio documenting their learning. For example, the students were required to provide actual evidence that they could format a letter, format a basic report and the other tasks specified in the program guide, in order to gain the credit. In effect, this was a challenge to the students to provide evidence that they had achieved a goal. I remember feeling very satisfied with this approach as it seemed much more realistic than trying to collect individual assignments. This method also gave the students the responsibility for deciding when they were ready to submit their work. Perhaps the school staff will experience the same empowerment when they have the responsibility for collecting their framework evidence.

The final consideration in developing this process is the need to assess quality. The ultimate goal of any evaluation process is to help an individual improve his or her performance of their job. This must also be a part of any evidentiary based process and will have to be considered in the process devised for schools. Often, the assessment of quality is subjective which is something I want to avoid. One of the particular strengths of the evidentiary collection process is its objectivity. There will have to be some methods devised to assess the quality of the evidence collected against some known standards to make the outcome as objective as possible.

CHAPTER 5

Developing a Framework for School Accountability

Introduction

In Nunavut, teachers are employed by the Government and make up part of the civil service. Unlike other civil servants, teachers do not have specific job descriptions for their positions, but have key duties specified in the *Education Act* (1996). The development of an accountability framework is a potentially valuable method to determine if school staff can demonstrate that they are, in fact, following the law with respect to education. The various clauses in the sections of the *Education Act* are written from a legal perspective thus they do require some modification to form a suitable model for determining school accountability.

At the time of writing this project, the *Education Act* is in the initial phases of revision to make it better suited for Nunavut. The starting point was the law in force in the Northwest Territories at the time of division into the two territories; it is anticipated that many sections and clauses will be subjected to minor modifications or remain the same. The following excerpts are from the *Education Act* of the Northwest Territories adopted on April 1, 1999 as the interim law respecting education in Nunavut. Section 45 of the *Education Act* provides the following duties for teachers:

- 45. (1)** Every teacher shall, respecting the students under his or her care
and instruction,
- (a) encourage the students in the pursuit of learning;

- (b) diligently teach students in a manner that promotes their physical, emotional, social, intellectual and spiritual development;
- (b.1) teach the education program in accordance with the curriculum;
- (c) implement the education program and individual education plans in a way that
 - (i) encourages the development of students' self-respect, dignity and self esteem, and
 - (ii) encourages students to respect other students' cultural and spiritual or religious values and beliefs;
- (d) as part of a school team, develop, implement and evaluate individual education plans;
- (e) assess each student's progress in the education program or an individual education plan;
- (f) keep the student and the student's parents informed of the student's progress in an individual education plan;
- (g) review, at least twice in the academic year, with each student, and if the student is a minor, his or her parent, the student's progress and assessments and advise the student of what the student must do to advance in the education program or his or her individual education plan;

- (h) ensure, to the best of his or her ability, that students understand, and encourage their compliance with, the school rules and the code of conduct for students;
- (i) recommend to the principal the suspension of any student where, in his or her opinion, there are grounds for suspension as set out in subsection 35(1); and
- (j) inform the student's parents of the progress, behaviour and attendance of the student.

(2) Every teacher shall

- (a) report, in accordance with the *Child Welfare Act*, suspected abuse of a student who is a child as defined in that Act;
- (b) **Repealed, S.N.W.T. 1996,c.10,s.12.**
- (c) provide the reports, records and statistics that may be required by this Act, the regulations, the Superintendent or the principal;
- (d) maintain all books, materials or equipment assigned to the teacher or placed in his or her care in the best possible condition, and return them to the principal when leaving his or her position or when requested to do so;
- (e) provide assistance and support to the principal and other members of the school staff;

- (f) at the direction of the principal, attend the meetings, activities and exercises held in connection with the school program; and
- (g) perform any other task related to the implementation of the educational program that are assigned to the teacher by or under this Act or the regulations.

In addition to the duties of teachers, there is also a whole section of the *Education Act* that provides the duties for the school principal or assistant principal. In Nunavut, these educational leaders are members of the same bargaining unit and are first considered to be teachers. Section 69 of the *Education Act* provides the following duties for school based educational leaders:

- 69.** (1) A principal, an acting principal and an assistant principal have all the powers and duties of a teacher under this Act.
- (2) In addition to the duties of a teacher, a principal and an acting principals shall
- (a) promote the co-operative development of school goals, plans and policies by students, parents, school staff, community elders and other members of the community in order to facilitate partnership and excellence in education;
 - (b) provide direction and leadership in the development of the school programs and educational activities of the school;
 - (c) develop and implement programs and procedures for parent and community involvement in the school program;

- (d) ensure, to the best of his or her ability, that the education program is delivered in accordance with the curriculum;
- (e) perform the prescribed duties relating to the monitoring of and provision of support to home schooling programs;
- (f) provide support services to a student in accordance with the direction of an education body;
- (g) be responsible for the organization and administration of the school and discipline of students and school staff;
- (h) on the advice of students, parents and school staff, co-ordinate the development and implementation of a code of conduct for the students to govern their behaviour;
- (i) in accordance with the directions of the Minister, establish guidelines governing the selection of representatives from the student body to attend the public meetings of the District Education Authority;
- (j) develop a positive learning environment;
- (k) ensure, to the best of his or her ability, the safety of the students and school staff;
- (l) ensure, to the best of his or her ability, that all standards for the education program established by the Minister are met;
- (m) ensure, to the best of his or her ability, consistency and fairness in the assessment of students' progress;

- (n) encourage a standard of teaching consistent with the goals of education as expressed by this Act;
 - (o) work co-operatively with public colleges to meet the education needs of the education district; and
 - (p) work co-operatively with the persons responsible for the regional administration of education, culture and employment for the education district to meet the education needs of the education district.
- (3) In addition to the duties of a teacher and the duties set out in subsection (2), a principal and an acting principal shall
- (a) evaluate school staff in accordance with the regulations;
 - (b) assign duties to school staff;
 - (c) report to the District Education Authority at its request, and the Divisional Education Council at its request, on the effectiveness of the delivery of the education program and individual education plans;
 - (d) prepare and submit a report to the District Education Authority setting out future plans for school programs;
 - (e) attend all public meetings and all meetings closed to the public of the District Education Authority, where requested to do so by the District Education Authority;

- (f) follow the directions of the District Education Authority and the Divisional Education Council regarding future plans for school programs;
- (g) incorporate into the school program the practices, procedures and subject matter suggested by the District Education Authority and the Divisional Education Council;
- (h) prepare and submit the reports required by or under this Act or the regulations;
- (i) prepare and submit to the appropriate education body a budget for the school year;
- (j) supervise all expenditures made from the school budget;
- (k) follow the directions of the Superintendent; and
- (l) enforce the provisions of this Act and the regulations relating to the attendance of students at the school or designate a member of the education staff to enforce them.

Analyzing the Legal Duties of Teachers and Principals

Sections 45 and 69 of the current *Education Act* provide a number of required duties for educational staff. Developing a framework requires that the individual statements be examined and grouped into themes. Initially, it is obvious that there are items regarding the responsibility to parents and responsibility to the community District Education Authority. Further examination allowed other themes to be determined as the basis for the framework. The procedure that I decided to use was to start with section

45(1) and begin to group the various clauses together; the next step was to do the same for the other sections; finally a heading was determined for the group of clauses. The first draft of these results are shown in the table below.

Table 2

Initial Division of the *Education Act* Items into Categories

Heading	Items from 45(1)	Items from 45(2)	Items from 69(2)	Items from 69(3)
Program Delivery	a, b, b.1		b, d, l, n	c, f, g
	c (i), c (ii)			
Student Assessment	e, g,		m	
Inclusive Schooling	c (i), c (ii), d, e,		f	c, l
Parental Involvement	f, g, j		c	
School Organization and Climate	h, i	d, e, f	a, g, h, i, j, k	a, b, j
Other Agencies		a	e, o, p	
Reporting to Others		c	k	d, e, h, i, k

My first attempt at grouping showed that two categories have a particularly high number of items, specifically Program Delivery and School Organization and Climate, which suggested that these groups encompass items which could be subdivided into smaller, more specific groups. These two categories were reviewed with that goal in mind.

The analysis of the Program Delivery grouping showed that this could be divided into four smaller groups. These are summarized on the table below:

Table 3

Division of the Program Delivery Items into Small Groupings

Revised Heading	Relevant Sections
Classroom Delivery	45 (1) a, b, c (i), c (ii)
Developing a Community Based School Program	69 (2) a, b 69 (3) c, f, g
Curriculum Adherence and Standards	45 (1) b.1, 69 (2) d, l
Teacher Duties and Evaluation	45 (2) f, 69 (2) n, 69 (3) a, b

This revision actually took three items away from School Organization and Climate grouping; these items went into the new Teacher Duties and Evaluation category along with two items that had originally been under the Program Delivery heading.

The grouping of items under the heading of School Organization and Climate was subjected to the same analysis with the goal of making a further subdivision. Again, there were some headings that were apparent to me when I looked at the wording of the original statements in the *Education Act*. Table 4 shows the result of this analysis.

Table 4

Division of the School Organization and Climate Items into Small Groupings

Revised Heading	Relevant Sections
Student Code of Conduct	45 (1) h, i, 69 (2) g, h
School Climate and Safety	45 (2) e, 69 (2) j, k
School Resources	45 (2) d
Operating Procedures	69 (2) a, g, i, 69 (3) j

The result of this reexamination of the items originally under School Organization and Climate was the formation of four headings. One item, that dealing with School Resources, has been placed by itself. This is an important item to any school has probably taken considerable financial resources to accumulate. In the initial grouping, this would have been lost as part of a larger set of items dealing with organizational issues.

The final step in this process involved incorporating the subdivided categories into the initial classification table. This has resulted in the items from Sections 45 and 69 of the *Education Act* being grouped into thirteen categories as shown in the table on the next page. These categories were then used to devise the items that will form in the accountability framework that will be implemented by the schools. The division of two of the original categories nearly doubled the number of headings, but there are specific items highlighted in the *Education Act*, such as the need for a student code of conduct, that need to be assessed separately.

Table 5

Final Division of the *Education Act* Items into Categories

Heading	Items from 45(1)	Items from 45(2)	Items from 69(2)	Items from 69(3)
Classroom Delivery	a, b, c (i) (ii)			
Developing a Community Based School Program			a, b	c, f, g
Curriculum Adherence and Standards	b.1		d, l	
Staff Duties and Evaluation		f, g	g, n	a, b
Student Assessment	e, g		m	
Inclusive Schooling	c (i), c (ii), d, e,		f	c, l
Parental Involvement	f, g, j		c	
Student Code of Conduct	h, i		g, h	
School Climate and Safety		e	j, k	
Educational Resources and Materials		d		
Operating Procedures			a, g, i	j
Other Agencies		a	e, o, p	
Reporting to Others		c	k	d, e, h, i, k

Developing the Framework Items

Using the thirteen categories that were devised by the analysis of Sections 45 and 69 of the *Education Act*, the next process was to write accountability statements aimed at collecting information from the school within the framework. Based on the experience devising statements from my own job description, I decided to begin each statement with the phrasing “provide evidence.” This helps focus the data collectors on the goal of finding evidence that the school staff are fulfilling their duties under the *Education Act*. The development of a framework statement for each of the thirteen sections of table 5 is described in the following sections.

Classroom delivery.

Classroom delivery is the key to effective instruction in the school. Teachers are required to have a good understanding of effective pedagogical practices and of their students in order to plan and deliver effective instruction. An underlying goal of this accountability process is to stimulate discussions in schools about effective teaching methods in an effort to promote staff development, thereby improving what is happening in the classrooms of Nunavut. The *Education Act* requires that teachers encourage students to pursue learning, diligently teach students to promote physical, emotional, social, intellectual and spiritual development, encourage the development of self-respect, dignity and self-esteem, and encourage the respect for other cultural or spiritual values and beliefs. Therefore, the school staff need to demonstrate that they are using a variety of approaches to stimulate student growth which includes developing a sense of self-worth. The framework statement to address this area cannot be too restrictive, yet must

be carefully worded to provide for a reasonable amount of evidence to be collected. The framework wording that has been written for this category is quite explicit as there are a number of items from the *Education Act* that need to be considered regarding the whole child. This item may require additional support to the data collectors, such as a checklist of classroom teaching strategies. Specifically, the school staff collecting data will be asked to:

- Provide evidence from each member from the educational staff, and the school as a whole, that schooling encourages students to pursue education, promotes the development of the whole student (physical, emotional, intellectual and spiritual), promotes the development of self-respect, dignity and self-esteem and promotes the development of respect for other cultures, values and beliefs. Evidence might include lesson plans and examples of student learning activities used in the school that demonstrate that staff provide learning experiences that promote the development of the whole student including aspects such as self-respect and self-esteem.

The expectation is that each teacher will provide sample lessons and activities used in the classroom that demonstrate that the staff take into account all aspects of student growth.

It is anticipated that a number of teachers may discover that they neglect some areas of student growth and thus stimulate an interest in the school staff to make it a school goal to improve classroom practice.

Developing a community based school program.

An important goal in the Northwest Territories had been the development of strong communities. This has also been identified as an important goal in Nunavut. The

name given to this process was *Strength at Two Levels* which reflected the desire to have both a strong territorial government and strong municipal governments. In terms of education, the goal has been to encourage community control and input. The *Education Act* requires that principals work with the community to develop school plans, goals and policies, lead the development of the school program, and report to the District Education Authority about school program including taking local recommendations into account when planning for future school programs. Thus this is an area that focuses primarily on the principal's work with the District Education Authority to offer high quality programs that reflect the desires of the community. In the framework, the data collectors will need to:

- Provide evidence that the District Education Authority, and the community in general, have been involved in the development of school goals, plans and policies, development of locally offered programs, and plans for future programs. This evidence might include minutes of meetings, documentation of discussion and decisions and written goals, plans and policies.

It is quite possible that principals will discover that many of the District Education Authority decisions are not formally finding their way into school goal statements. It has been a requirement for Kivalliq schools to make annual goals, but there has never been a requirement to document how these goals were chosen or whether they were in fact worked on in the course of the school year. I anticipate that this item in the accountability framework might cause some of the principals to put more emphasis on the development of quality local programs. A good example of locally developed programs are those often

called “cultural inclusion.” This term refers to the hiring of resource people, often Elders, to deliver instruction in skills important to Inuit such as preparing caribou skins to be made into clothing. Some of these program are very well delivered while others are more haphazard and need to be improved.

Curriculum adherence and standards.

The Nunavut Minister of Education is responsible for establishing territorial curricula and standards. The *Education Act* gives the responsibility to the principals and teachers to ensure that curriculum documents are followed in the delivery of instruction and that curriculum standards are met. There is a requirement for teachers to develop long range plans at the beginning of the year which need to be reviewed by the school administration. Typically, this would be the place to demonstrate that school programs are developed in accordance with the Minister’s approved curricula. An important aspect of this issue is the teaching of the culture of Nunavut. A framework curriculum called *Inuuqatigiit* was published in 1996; it is mandated that topics from this document be integrated into all other school programs providing an Inuit focus for northern education.

As a framework statement, this category has been worded as:

- Provide evidence that school programs are planned and delivered in accordance with the curriculum and standards approved by the Minister of Education (Elementary and Junior Secondary School Handbook (1997) and Senior Secondary School Handbook (1999)). Specifically, demonstrate that *Inuuqatigiit* (1996) is being used in the development of all school programs. This evidence will consist of collections of program plans, submitted by each teacher for every subject taught, that clearly

identify that the appropriate curriculum document and *Inuuqatigiit* were used to prepare the plan.

This is a very important item in the framework as it measures whether or not schools are actually meeting the goals of the Minister of Education. The use of *Inuuqatigiit* is also something that needs to be assessed as it is quite possible that, with our continued high turnover, teachers are not using this document adequately in planning their programs. School principals in the region had indicated that this was one of the key parts of the review process that needed to be assessed.

Staff duties and evaluation.

This area falls entirely under the principal who has the responsibility to assign classroom or course responsibilities, other duties in the school and perform teacher evaluations. At times, the issue of equability in assignments and provision of preparation time has been raised by staff which indicates that the principal has to be seen to be fair in making assignments. The issue of teacher evaluations and professional growth can often be contentious as well, especially when a teacher is experiencing difficulties in the classroom. Therefore, this is an item that is likely to be of great interest to the staff in the school. Under the framework, it is proposed that this be worded in the following manner:

- The principal shall provide evidence that staff duties are divided equitably, staff have equitable access to preparation time, that there are procedures in the school to ensure that staff participate in annual professional growth and there is a schedule of formal teacher supervision as required by the regional office. Evidence might include copies of staff timetables indicating the assigned duties and the amount of preparation time,

the principal's schedule of meeting to discuss professional growth with staff and a schedule of classroom observation visits. It may also be appropriate to survey the staff in this area to determine how staff perceive the assignment of duties.

It is likely that most principals are dividing duties equally but it is also possible that some staff have tougher assignments than others. Principals may need some assistance in periodically assessing the whole process of teacher assignments and duties especially in a climate of rotary teaching. Annual professional growth and periodic teacher evaluation are mandated in the region but there are definitely some principals who make this a lower priority than they should. This item will help get attention focused on this critical set of tasks.

Student assessment.

Student assessment always opens a number of debates when it is discussed with school staff. One observation that can be quite easily made is that English as a second language students typically do not perform as well on written tests in English. This is certainly the case in Nunavut thus there has been pressure for staff to find alternative methods of evaluation that are more authentic. There are a number of issues in the realm of student assessment that the school staff need to discuss and determine at some point in order to form a school policy on student assessment practices. A continuing issue is the senior secondary diploma examinations, operated by Alberta Learning, which rely on multiple choice and written response items. Therefore, schools need to demonstrate that evaluation measures the students' achievement in a realistic manner and yet prepares them for the rigor of the external diploma examination at the grade twelve and post

secondary level. The statement to address the issue of student evaluation in my framework is:

- Provide evidence that the school has a student evaluation guideline or policy for staff and that students are evaluated in a consistent and fair manner, using a variety of methods. Possibilities of evidence include the school evaluation policy and examples, from each member of the teaching staff, of various methods of evaluation used to assess student achievement.

It is quite possible that school staff will discover that they rely on traditional paper and pencil methods of evaluation; a possible exception may be in the lower elementary grades where student lack of proficiency in language requires the use of other evaluation methods. In order to assist teachers in this area, the Northwest Territories Department of Education, Culture and Employment published a book called the *Student Evaluation Handbook* (1993). This book provides examples of different evaluation techniques under the groupings: observation, inquiry/interaction and analysis. It is possible that the staff of a school will want to revisit the material in this book in order to widen the range of evaluation techniques used in the school.

Inclusive schooling.

There is a mandate to include students with special needs in the regular classroom setting. Each school in the region receives between one-half and one and a half teaching positions, depending upon the school's enrolment, specifically to provide support for children with special needs. In addition, there is limited funding for the hiring of assistants provided to each school in order to meet the needs of students. We also employ a regional

coordinator to provide centralized support to the schools. Approximately eight percent of our regional budget is allocated for “special needs education,” which, apparently, is low when compared to other Canadian jurisdictions. There is an expectation that principals will organize the school to support students with special needs by allocating teacher resources, mandating the formation of teams to develop individual education plans (IEPs) and hiring support staff as required. In the framework, this states:

- Provide evidence that programs are in place for all students through the provision of student support positions, student support team meetings and individual education plan development. Types of appropriate evidence include sample IEPs (names removed to protect confidentiality), minutes of student support team meetings, and documentation about the assessment processes used to monitor the student progress. Finally, the school must demonstrate the full involvement of the parent/guardian in the IEP process culminating with signed permission for implementation of the IEP.

This is definitely an area that requires some work in the region; a major issue in our region is the lack of funding and training for assistants. Recently, the Government of the Northwest Territories announced an increase in funding for special needs education; as Nunavut is currently funded based on the same formula, the Kivalliq Divisional Education Council has requested that the Government of Nunavut follow suit. The issue of assistant training also needs to be considered. A proposal to have a certificate program offered by the Nunavut Arctic College may assist in this area.

Parental involvement.

It has often been stated that Nunavut's schools should be the centre of the community. The measurement of the degree of achievement of this goal is the amount of parent and community participation in the school on a daily basis which, in most of Nunavut, is quite low. While I was on a tour of school facilities in Edmonton in February 1999, I was please to see an active parental participation in a number of schools visited. The involvement of parents certainly helps the staff cope with an ever increasing workload and can provide extra pairs of eyes and hands in the classroom. Many parents in Nunavut seem to view the school with suspicion, perhaps due to their lack of schooling or negative residential school experience and avoid being involved in their children's schooling. An important part of involving the community in the school is by holding events at the school to which the parents and public are invited. The school staff also need to find opportunities to hire community people as resources for the delivery of cultural programs. As people feel more comfortable and enjoy being at the school it is likely that the number who volunteer will increase and schools will actively seek to encourage parents in the school. In the framework this is addressed with the following statement:

- Provide evidence that there is parental involvement in the school and school programs.

Provide a calendar of school events complete with a brief summary of each event held at the school, including, if possible, the estimated or actual number of community members who attended the event. Document the number of resource people hired to

support Inuuqatigiit and Inuit Qaujimajatuqangit in the school. Provide details of parental/community volunteer programs operating to support the school.

I believe that the majority of schools could provide examples such as parent teacher interviews and year end award ceremonies, but that a deliberate and continuous program of events is lacking in most schools. One former principal, as an example, held teas for elders every second Friday afternoon and the students performed for the elders. This is an excellent method of honouring important members of the community and getting them into the school. Another aspect that is often quite weak in schools is the involvement of community members in the delivery of instruction. It is anticipated that having this item in the framework will cause the school administration and staff to give this area more consideration. Outcomes might include having a goal of an increased use of resource people from the community, scheduling more community events at the school and the possibility of the development of a volunteer program.

Student code of conduct.

The *Education Act* requires that schools, in conjunction with their District Education Authority, parents and students, prepare a student code of conduct. This code provides the basic set of expectations that students will follow while at school. It is also a goal of this process that the code not be static, but be open for review periodically to determine if it still reflects the desires of the community. Schools seem to be the most successful with implementing a code of conduct where there is a high level of community involvement in developing the code. One school led the way in our region by developing a code which was then adopted by other schools. It does not seem to have been as

effectively implemented in the adoptive schools as it was in the original school, perhaps because of the involvement of the community in writing the original code. The framework will require that schools:

- Provide evidence that the school has a code of conduct for students and provide documentation that this code was developed in conjunction with community members. Evidence submitted will include the code of conduct, a summary of the types of student conduct issues being dealt with and an analysis of how the code of conduct has affected the behaviour of the students. If the school has a program to deal with students internally such as a time-out room details are to be included. If possible, the staff need to identify which behaviours have not been addressed by the code of conduct and which behaviours are continuing to be concerns.

The main goal of having a code of conduct is to ensure that students understand what is required of them. If the code is implemented with consequences that are deterrents, it will be possible to measure the positive effect of such a code—namely a reduction in the general misbehaviour of students. If certain types of misbehaviour continue unabated then this could suggest that the code is not dealing with this type of infraction in an adequate manner. The accountability framework provides an opportunity for the school administration, staff and students to assess the effectiveness of the code of conduct in improving student behaviour at school.

School climate and safety.

An issue related to the student code of conduct is the issue of school climate and safety. The code of conduct provides an mechanism for the establishment of a safe place

for students to learn and grow. There are other factors that can contribute to climate and safety not directly related to a code of conduct. These include the appearance of the interior of school such as the provision of space for students to sit with their peers, the use of a pleasing colour scheme, the insistence that the custodial staff maintain clean common areas and the display of items of interest to students such as old photographs. Plants or aquaria, for example, provide colour and life in a school. Displays of student work help increase other students' interest in the various programs offered in the school; related to this is the formation of a permanent collection of artwork purchased from students. With the growing concern about student safety in the wake of a number of school shootings in North America, this area cannot be underestimated. We have begun the process of forming school crisis and safety teams. Each school was provided with a copy of *How to Prepare for and Respond to a Crisis* (1995) in order to assist with this process. We do have a number of crisis situations to deal with each year including suicide attempts by students (some of which are tragically completed), assault on students or staff, severe weather conditions and, in one case, a deteriorating school building. In the framework this is dealt with in the following way:

- Provide evidence that the school has a plan to improve the climate of the school and that an active school safety team has been formed which meets periodically to discuss safety issues and crisis intervention. Items submitted might include the school climate improvement plan, implementation reports and minutes of the school safety team meetings. The results of any surveys involving students, parents and community members shall be submitted.

The majority of schools have not taken sufficient steps in this area. The inclusion of this item in the framework will bring it to the attention of the school staff and require that the school administration and staff form a safety and crisis team. Our staff have managed to rapidly put a crisis team together in the wake of past incidents, but it is much better to have the team already formed with a plan in place for a crisis situation.

Educational resources and materials.

Northern schools receive funding for the purchase of educational resources and materials; typically, school staff will want to order the bulk of materials for delivery in the summer as the cost of freight is much lower on the summer “sea-lift” by barge. During the remainder of the year, the only freight option is air freight which is significantly more expensive. Therefore, it is important for the school administration to ensure that all school supplies are ordered in time for the barge. However, it has been brought to the attention of the Council administration that some schools are lacking in resources due to a failure to submit an order for the supplies needed. This is not a financial problem as most schools have generated a surplus in their materials budget. I believe that the school administration and staff need to take a more coordinated approach to the spending of school budgets, perhaps involving the formation of a committee to do the purchasing for the school. In the framework, there is a requirement for the staff to:

- Provide evidence that the school has an organized method of purchasing school resources so that there is a continuing supply of consumable resources on hand at all times and that all staff have the required resources to deliver the programs assigned to them. The evidence submitted might include a list of stocked items normally on hand

in the school (paper, student notebooks, custodial supplies...), a multi-year purchasing plan for major items (furniture, computers...) and any special plans for the purchase of items for a new program (resources, classroom materials...) or the establishment of new facilities.

This is an area that is more informally handled than it should be. I am aware that some of the schools have no acquisition or replacement plan for major items such as furniture and technology. The inclusion of an item regarding school resources in the framework will help the school administration take steps to ensure that supply problems do not occur in the future.

Operating procedures.

There are a number of routine operating procedures that are required in the school. These must be clearly accessible to staff so that the procedures are easily followed. One of the potential locations of this information could be a staff handbook that specifies how various items are dealt with such as reporting staff illness to the principal, requesting the hiring of resource people for the delivery of the *Inuuqatigiit* topics in the classroom, purchasing procedures, dealing with student conduct and the like. There is an expectation that the school administration will develop written guidelines to assist the staff. In addition, there may be certain procedures in place addressing the methods of decision making, problem solving, formation of committees and the mandate for meetings. In the framework, this is stated as:

- The principal will provide evidence that the school staff have written procedures to follow with respect to various operational issues in the school. Evidence submitted

could include instructions to staff (perhaps a staff handbook) which might contain instructions for reporting staff absences, hiring of resource people for *Inuuqatigiit*, purchasing procedures, dealing with student conduct and student referrals, booking of audio-visual resources, instructions for substitute teachers, formation of school committees, scheduling of meetings, problem solving methodologies, decision making procedures etc. Procedures that work effectively and those that are not effective will be considered and reported upon.

I anticipate that the majority of schools have rather ad hoc procedures in place for dealing with operational issues. The schools with detailed codes of conduct typically have procedures in place of reporting student misconduct including prepared forms for that purpose. Other schools have forms to request the hiring of resource people for *Inuuqatigiit*. The goal is to ensure that all schools have the procedures outlined so that staff are aware of the steps required to complete a task and how to deal with problems.

Working with other agencies.

Schools are encouraged to work with other agencies in order to enhance the education of the students. An example of this may include a facility agreement with the municipal government giving use of the school gymnasium to the community in the evening in exchange for school use of the arena, curling rink or swimming pool during the school day. Another relationship is the “interagency committee” which typically falls under the principal or teacher assigned responsibility for special education. The committee is normally made up of health, social services, police and other related services. This committee meets periodically to look at support for students in need. Another

possible relationship is with Nunavut Arctic College; it is often possible to work together to offer complementary programs provide services to each other's students. In the framework, the school staff are asked to:

- Provide evidence that the school is in partnership with other community agencies though the submission of items such as agreements, minutes of interagency meetings, descriptions of programs offered in the school by other agencies and any other relevant documentation.

The goal here is to provide the school administration and staff an opportunity to reflect on the partnerships already in place in the community and examine other opportunities.

This is an area where good ideas discovered through the accountability framework could be shared with other schools as a type of "best practices" document.

Reporting to the DEA, DEC and Department.

There are a number of expectations that school staff will prepare reports for others. The principal is expected to prepare reports to the District Education Authority, typically each time they meet. The school reports monthly attendance for students and staff to the Divisional Education Council. The school reports student names and senior secondary marks to the Department of Education periodically through the year. It is important that the staff prepare these reports accurately and in a timely manner so that the information is processed when it is needed. This area may serve as an example of effective delegation in the larger schools as the principal cannot generate all of the reports by him or herself. In the evidentiary framework, this is stated as:

- Provide evidence that reports required by the District Education Authority, Divisional Education Council and the Department of Education are correctly prepared and submitted on time. Items submitted will likely include staff and student attendance data, student enrolment reports, reports provided to the DEA and any other reports prepared during the year.

Although this is not a key role in the operation of a school, it is important to those monitoring the system to receive accurate and timely information. This is more of a reputation issue for the principal as most do not want to be labelled as always late with reports or inaccurate in the preparation of reports. The inclusion of this item in the framework will stimulate a review of data collection and report preparation at the school level.

Other items.

The final item in the framework does not come out of the *Education Act*. The intent of this item is to provide the school staff with an opportunity to submit items they are proud of which do not fit into any of the categories previous included. For example, this is an opportunity for the submission of innovative programs, unique methods of organizing the school or features such as sharing of administrative duties. As an item in the framework, this is stated as:

- Provide any other evidence that does not fall within the categories in the framework demonstrating innovative or exemplary features of the school.

This item is a “catch-all” category which may provide for schools to submit items which are particularly inventive. Often schools come up with unique methods of operating that

could be shared with other schools in the region as a best practice. It is possible that this item will document some of the most exciting programs and practices ongoing in Kivalliq schools.

Conclusion

In grouping items from Sections 45 and 69 of the *Educational Act* into thirteen headings, it has made these legal statements much easier to handle. These statements form the legal requirement for teachers and principals in Nunavut and form, in effect, the job description. Therefore, it is quite legitimate to measure the accountability of a school using these items. Starting each statement with the words “provide evidence” serves to remind the framework participants that the goal is to find actual recorded evidence that these items are being addressed in the operation of the school. Evidence will typically be submitted as paper but it could also include videos and audio tapes forming an accountability portfolio of the school.

It is hoped that the development of the thirteen items will ensure that the accountability task is manageable but at the same time comprehensive. Some of the processes of evidence collection are already taking place in our schools; for example, it is an expectation that principals collect and review the program planning documents from their teachers each year. The framework supports the need for them to examine year plans to ensure compliance with the Minister’s curricula and standards. During the teacher evaluation process, staff are being asked to discuss plan and mark books with the principal in order to determine what is happening in the classroom. The accountability framework requires that all teachers collect evidence that they are using different

approaches to instruction and evaluation. The goal is to provide a detailed measure that the school staff are meeting the duties required of them by the *Education Act* and to help highlight areas that need improvement. At the end of the collection phase, the school staff will be asked to generate school improvement goals from items requiring attention in the framework.

CHAPTER 6

The Next Steps In This Process

Introduction

At the conclusion of this project, the first draft of a school accountability framework has been developed. In this chapter, I outline the next steps needed to get this framework ready for a trial run in a school. It had been my intent to establish a framework review committee as part of the development process. Due to the drafting of a new Nunavut Education Act, which is expected to become law during the 2000-01 school year, this step was postponed. I decided that it was not realistic to form a committee to review a document that may need some significant changes. Rather, I will ensure that the framework is harmonized with the new Education Act prior to striking a framework review committee of educators. Finally, support materials will need to be developed before the document can be used in the schools.

Harmonization with the new Education Act

It is expected that the Nunavut Education Act will be before the Legislative Assembly in the fall of 2000. It might conceivably be passed prior to the Christmas recess and become law in the summer of 2001. If that is the case, the duty statements in the new law will be compared to those in the current Education Act to identify any items that need to be changed. This process will likely not take very much time as the process for developing framework items from the duty items has already been determined in this project. One advantage is that the duties in the current Education Act are relatively generic and similar statements are likely found in most education laws in Canada; it is

likely that the new act will have many of the same or similar items. One change which will make the new Act unique is the anticipated incorporation of a requirement to consider Inuit Qaujimajatuqangit in the operation of schools. Inuit Qaujimajatuqangit, a policy of the Government of Nunavut, means all endeavours shall be designed to reflect the knowledge and organizational behaviour of the Inuit majority. For example, the administration of schools may be radically transformed to adopt the values of shared leadership and consensus governing. I anticipate that there will have to be a framework item designed to address this change once the new Education Act becomes law.

Forming a Review Committee

Once the revision has been made to the accountability framework, it is my intent to form a committee to consider the framework items. This committee needs representation from school administrators, school staff and the Federation of Nunavut Teachers; it would be a good idea to attempt to enlist parent and student members of the framework review committee in order to get community input in the proposed process. The intent for this committee is to examine the framework for flaws and omissions. The committee will also be asked to assist with setting some of the parameters of the process.

The involvement of practitioners is very important as I believe that any process adopted must be achievable. This stage will be a time to critically analyze the amount of work required to complete the proposed framework and try to determine what is reasonable to expect from a staff already engaged in full time teaching. Perhaps the most important issue for this group to consider is the frequency of data collection within a school. Should a school be collecting data every year? I do not believe that an annual

collection would be effective. It is likely that using this process annually would lead to impressive collections of information about a school with no action taken. From the reading I have done, I think that it will be best for the process to take place every three to four years in each school. The process timeline will start with a review of the framework and its intent, implementation of the framework and then three years of goal setting to improve schools.

In forming this committee, I will need to call for participants and approach some key individuals in our schools. The goal will be to form a committee of people who are interested in this process and willing to commit some time to working on making it the best possible experience for those who work through the data collection, analysis and goal setting. I hope that it will be possible to get at least some community input as the school is an important part of each community—it is a goal of almost every school to increase community involvement in the activities going on at the school.

Developing the Manual

Prior to pilot testing the framework, an implementation manual will need to be developed. Ideas that have been generated by the framework review committee will form the foundation for the guide, incorporating the practitioner perspective. The vision for this manual is a concise guide to the framework and the method of data collection. Certain procedures and timelines need to be established and included in the manual. Timing of the collection of framework items within a school year and a particular school's history will need to be considered. In order to be useful, the goal will be to complete the data collection early enough in the school year to allow some planning for change to occur

prior to the end of a school year. Some method of moving a school to a different year in a regional schedule will be needed to avoid the problem of attempting to review a school when there has already been a major change in staffing at the school.

Another aspect of the procedures to be developed falls into the realm of methods of data analysis and the drawing of conclusions. As the whole reason for the process is to provide for school improvement, meaningful data must be generated to guide the school staff toward making their school more accountable. Some thought will have to be given to a recommended method for schools to use for analyzing information and choosing items that need improvement. The review committee will be asked to give some thought to the instructions that will need to be given to schools.

It is anticipated that the manual will be developed during the latter part of the 2000-01 school year assuming that stages required prior to the manual development can occur before that time. If not, it is possible that the development of the manual may not occur until some time later such as the 2001-02 school year.

Pilot Testing

Pilot testing is another issue that needs to be carefully considered in the final stages of the development of the framework. The current goal is to be ready to run one or two pilots in the 2001-02 school year. As discussed previously, there are a number of tasks to be completed prior to launching the framework at the school level. If all of the items can be completed by the end of the 2000-01 school year the target should be met. If there is a delay in the passage of the Education Act until 2001 this will delay the whole process. Assuming that the target date can be met, my intent is to select one or two of the

schools for this trial. My selection will be based on the perceived readiness of the school to take on such a task. Ultimately, if the framework process is adopted all schools will have to participate at some point.

Assessing the Quality of the Items Collected

The intent of the school accountability framework is to demonstrate that a school is meeting the duties required by the *Education Act* and provide a starting point for school improvement. As noted near the conclusion of Chapter 4, providing evidence to show that duties are being completed is quite straight forward. The evidence is either present or it is absent which makes this part of the process objective and measurable. Unfortunately, assessing the quality of the evidence requires some form of standard against which individual pieces of evidence can be assessed. It will be possible to develop assessment rubrics demonstrating an increasing level of performance for many of the framework items and perhaps including an exemplary example. This is certainly going to require some time to prepare the support documents that will be required for this process.

Depending upon the outcome of the meetings that will have to take place prior to the pilot test of the framework, it is possible that the decision will be made to use subjective opinions to rate the quality of the evidence collected. A number of people external to the school may be enlisted to assist with this process, for example the Program Coordinators who work in the central office. Program Coordinators will be able to judge which items are exemplary, which are satisfactory and which demonstrate a need for improvement. Holding a pilot test prior to developing the quality assessment instruments will require that regional examples be considered in the preparation of the example best

practices. This is certainly something that I believe should happen as we need to formally recognize the individuals who are making a difference in the Kivalliq schools. Credit will be given if a particular individual's work is used as an example.

An example of how the internal sharing of best practices has already been used in the Kivalliq has been the sharing of long range plans. Annually, long range plans are submitted to the central office and a couple of times good examples of plans have been collected together and distributed to the schools for teachers to use as models for the planning process. Certainly this could be continued as one part of assessing the quality of teacher plans. In the same manner, the evidence collection process will also examine unit and lesson plans allowing the circulation of exemplary examples of these as well.

Another set of information that should be distributed each year is any of the items submitted by the school under the final heading of the framework, namely, submitting innovative or exemplary programs operating in the school. Although some of these practices may be community specific, it is often possible to adopt ideas and modify them to the benefit of another school. Therefore, the sharing of these items will provide a resource bank of good ideas for the schools in the region.

The school accountability process will have two outcomes for the school once it has been completed. The school will have a measure of which of the duties are being well considered in the school and which are not being considered as well as they should. It will also provide some feedback regarding the quality of the items collected. This information can then be used to develop a school improvement plan that both addresses the duties that are not being performed as well as improving the quality of the work being done in

the areas that are being addressed. Hopefully, the high involvement of the staff in the school will lead to a climate that supports the continuous improvement of the education received by the students.

A Conclusion for now...

The school accountability framework has been drafted and is ready to be taken to the next stage eventually leading to implementation in the Kivalliq schools. The process will now have to wait for the passage of legislation before the next steps can be undertaken. It will be possible to make some preliminary comparisons between the framework items and drafts of the new legislation. However, until the final wording is approved, it will not be possible to harmonize the framework with the new Nunavut Education Act.

REFERENCES

- Allen, L., & Lunsford, B. (1995). *How to form networks for school renewal*. Alexandria, VA: Association for Supervision and Curriculum Development.
- Barth, R. (1991). Restructuring schools: Some questions for teachers and principals. *Phi Delta Kappan*, 73(2), 123-128.
- Blum, R. E., & Kneider, A. W. (1991). Strategic improvement that focuses on student achievement. *Educational Leadership*, 48(7), 17-21.
- Calhoun, E. F. (1994). *How to use action research in the self-renewing school*. Alexandria, VA: Association for Supervision and Curriculum Development.
- Danielson, C. (1996). *Enhancing professional practice: A framework for teaching*. Alexandria, VA: Association for Supervision and Curriculum Development.
- David, J. L. (1994). School-based decision making: Kentucky's test of decentralization. *Phi Delta Kappan*, 75(9), 706-712.
- Deming, W. E. (1986). *Out of the crisis*. Cambridge, MA: MIT Center for Advanced Engineering Study.
- Government of the Northwest Territories. (1993). *Student evaluation handbook*. Yellowknife, NT: Department of Education, Culture & Employment.
- Government of the Northwest Territories. (1996). *Bill 25: Education Act*. Yellowknife, NT: Artisan Press.
- Government of the Northwest Territories (1996). *Inuuqatigiit: The curriculum from the Inuit perspective*. Yellowknife, NT: Department of Education, Culture & Employment.

Government of the Northwest Territories (1997). *Elementary and junior secondary school handbook*. Yellowknife, NT: Department of Education, Culture & Employment.

Government of the Northwest Territories (1999). *Senior secondary handbook*. Yellowknife, NT: Department of Education, Culture & Employment.

Jenkins, J. R., Ronk, J., Schrag, J. A., Rude, G. G., & Stowitschek, C. (1994). Effects of using school-based participatory decision making to improve services for low-performing students. *The Elementary School Journal*, 94(3), 357-372.

Joyce, B., Wolf, J., & Calhoun, E. (1993). *The self-renewing school*. Alexandria, VA: Association for Supervision and Curriculum Development.

Keewatin Divisional Board of Education. (1988). *Policy and procedures manual for the Keewatin Divisional Board of Education school reviews*. Baker Lake, NT: Author.

Kivalliq Divisional Education Council. (1990). *Policy 3.14: School reviews*. Baker Lake, NT: Author.

Leithwood, K., Fullan, M., & Heald-Taylor, G. (1987). *School level CRDI procedures to guide the school improvement process (SIP)*. Toronto: Ontario Ministry of Education.

Lichtenstein, R., Schonfeld, D. J., Kline, M., & Speese-Lineham, D. (1995). *How to prepare for and respond to a crisis*. Alexandria, VA: Association for Supervision and Curriculum Development.

Lieberman, A., & Miller, L. (1986). School improvement: Themes and variations. In A. Lieberman (Ed.), *Rethinking school improvement* (pp. 96-111). New York: Teachers College Press.

Murgatroyd, S., & Morgan, C. (1992). *Total quality management and the school*. Buckingham, UK: Open University Press.

Neuman, W. L. (1997). *Social research methods: Qualitative and quantitative approaches* (3rd ed.). Boston: Allyn and Bacon.

Porte, P. ed. (1990). *The partners in education, K.D.B.E. review process: Qitiqliq school review document*. Baker Lake, NT: Keewatin Divisional Board of Education.

Sagor, R. (1992). *How to conduct collaborative action research*. Alexandria, VA: Association for Supervision and Curriculum Development.

Schenk, R. (1993). *Quality connections: Transforming schools through total quality management*. Alexandria, VA: Association for Supervision and Curriculum Development.

Scriven, M. (1988). Evaluating teachers as professionals: The duties-based approach. In S. J. Stanley & W. J. Popham (Eds.), *Teacher evaluation: Six prescriptions for success* (pp. 110-142). Alexandria, VA: Association for Supervision and Curriculum Development.

Winsor, P. J. T. (1996). *A guide to the development of professional portfolios in the Faculty of Education* (Rev. ed.). Lethbridge, AB: The University of Lethbridge Faculty of Education.

Wohlstetter, P., Van Kirk, A. N., Robertson, P. J., & Mohrman, S. (1997).

Organizing for successful school-based management. Alexandria, VA: Association for Supervision and Curriculum Development.

APPENDIX A

Commendations and Recommendations from the Qitiqliq School Review (1990)

CommendationsLanguage of instruction.

The review team commends:

- the Arviat Community Education Council for its accurate representation of the community's views on the issue of language of instruction;
- the staff and administration for their attempt to offer Inuktitut instruction at all grade levels despite serious staff shortages and lack of adequate resources.

Special needs education.

The Review Team commends the school staff for:

- the creation of the Special Needs Bulletin Board which makes information from the Department/Board available to all staff members;
- the establishment of an Interagency Committee with representatives from Health, Education and Social Services. This committee meets on a monthly basis to discuss individual cases and to problem solve;
- its participation in a Community Interagency Committee in which numerous agencies work together to contribute to community projects;
- the mainstreaming of high need students who appear to be in a very positive environment;
- the identification and acknowledgment of gifted/talented students. At least two staff members are meeting and working on special projects with a small group of students.

Program planning.

- The administration is to be commended for having very high expectations of the staff's program planning.
- A varied array of teacher planning practices is evident. Many innovations are noticeable and are to be commended.
- Approximately 45% of those teachers interviewed were planning in an accountable way and they are to be commended.
- The K.D.B.E. is to be commended for its high expectations of professionalism in the area of teacher program planning, and its subsequent support for program planning (K.D.B.E. daybook).
- It is to be commended that an Arviat policy making/review committee exists.
- The administration is to be commended for defining program planning peer observation as a method of encouraging self evaluation.
- Teachers/administration are to be commended for the desire to learn more about unit planning.
- Teachers are to be commended for excellent work in curriculum development in areas where no N.W.T. curriculum exists. Administration is to be commended for encouraging this activity and for making time allowances for this activity.

Extracurricular activities.

- It is to be commended that a healthy balance is maintained in all areas.
- It is evident that new and varied activities are possible and beneficial.

- It is to be commended that students are involved in the planning and monitoring of these activities.

Student placement and promotion practices.

The review team commends the school staff for:

- Providing very candid responses to the questionnaires and during subsequent interviews as this assists;
- Using the pre interview period, after the questionnaires were for the most part completed, to initiate a school-wide awareness of the need for greater specificity in the areas of promotion and placement policy and to have these policies, in turn, applied consistently throughout the school;
- Clearly demonstrating a strong professional interest and concern for the promotion and placement issues;
- Reviewing the existing policy and asking whether or not it was adequate to guide their promotional and placement practices. Staff were able to enter into the “reflective practitioner” mode and this established an atmosphere which was conducive for planned change to occur. Typical responses were: “Are these guidelines specific enough?”; [sic] By using this policy as a guide, will we make the best student based decisions?”; and “Are we meeting every student’s academic and social needs?” [sic]

Program support and enhancement.

Commendations

- For the highly organized elementary library and library program being delivered. This reflects serious commitment on the part of administration and staff alike – both this year and in the past.
- For previous and current efforts and improving the Sr. High library and for administration plans to focus on this goal next year.
- To the library committee for efforts at fund-raising and cataloguing.
- To all staff involved with the creation and delivery of the library skills program in the elementary level and the LSSR program at the high school level. Classroom teachers as well as the teachers delivering the programs have assisted in the success observed.
- It is clear and noteworthy that the administration and staff of Qitiqliq school [sic] have made a strong effort to ensure that resource-based learning takes place. a coordinator is designated to process all orders and A.V. material received and adequate time has been allowed for this. As well, there appears to be adequate hardware to project or otherwise utilize the A.V. material.

School/community relations.

- Goals and objectives reflect culture-based schools philosophy.
- Parent/teacher interviews held regularly, parents are made to feel welcome.
- Radio shows present pertinent and timely information to the public.
- Parents have been invited to many school functions and care has been taken to assure them they are welcome in THEIR school.

- Many teachers have made a concerted effort to involve themselves in community teams and activities.
- Orientation program as delivered by Tapaatsijit is seen as very worthwhile.
- School seen by community as reflecting a caring atmosphere.
- One entire page of the Policy Handbook devoted to “Communicating with Parents”.
- Student handbook and addendum is a good purveyor of pertinent information.
- Poster in Co-op Store from the Community/School Counsellor offers help to students with problems during the summer.

Student measurement and evaluation.

The administration and staff of Qitiqliq School are to be commended for demonstrating the following:

- the development and application of alternative measurement instruments and methodologies to better meet the needs of students. This was demonstrated throughout the school. As examples, primary grades demonstrated oral and observational measurement, as well as the maintenance of student work files, as part of a comprehensive evaluation system; junior high student were seen being tested on scientific factual knowledge in a science unit, as well as developing the skills of obtaining information from a visual presentation.
- the instilling in students, the knowledge of the importance of measurement (testing), within the current educational system, and assisting them to develop test taking/study skills and strategies. this is done through an actual course on study skills offered in the senior grades;

- recognizing and utilizing the importance of immediate and accurate feedback to students on measurement (testing) results, as well as the development of positive reinforcement and motivation that is present as a direct reflection of this practice;
- utilizing N.W.T. approved curricula objectives and learning outcomes as the criteria for the development of appropriate items on the measurement instruments of choice;
- espousing the belief and attitude, demonstrated and verified by current observed practice, that criteria referenced student measurement and evaluation systems are more fair, useful, and beneficial to students, than a norm referenced system;
- the development and utilization of extensive and accurate record keeping strategies and practice, allowing for accurate evaluation to occur, as well as supplying documented justification for evaluation and promotional decisions;
- reporting to parents on a quarterly basis, and in conjunction with parent-teacher interviews, the accurate achievement of students;
- the attempted practice of parental home visits in an attempt to increase home/school awareness and in reporting individual student achievement;
- recognizing that the subject of student measurement and evaluation is an area of teaching that requires continual development and upgrading, and a willingness to participate in such development. Qitiqliq School has offered in recent years professional development days on measurement and evaluation, and student study skills.

Culture-based schools.

The review team commends the administration and staff, as well as the Community Education Council of Qitiqliq School for the following:

- providing a school environment that is obviously sensitive to, and supportive of the Inuit culture. The teachers are clearly aware of many aspects of the culture they find themselves emerged in, and were observed to provide, whenever possible, culturally relevant materials and examples during the delivery of core and complementary curricula. As well there were on display many excellent examples of student work in the first language throughout both schools.
- providing instruction in the first language of Inuktitut for the students in grades K-2, and for continued Inuktitut language instruction throughout grades 3-11;
- the development of a parental support group and an elder \group whose present in visible in the school, and whose support and encouragement, foster strong cultural values amongst the students and staff of Qitiqliq School;
- a C.E.C. program of cultural inclusion offered to both male and female students at the school.

Recommendations

Language of instruction.

The review team recommends:

- that, until such time as a new Inuktitut curriculum is developed, the K.D.B.E. mandate the use of existing Inuktitut curriculum guides and that compliance be regularly monitored in the school;

- that a senior Inuk teacher be appointed Inuktitut Program Co-ordinator;
- that the Inuktitut Program Co-ordinator should report to the Principal and will be responsible for directing Inuktitut instruction at all grades and for monitoring the quality of instruction;
- that the Inuktitut Program Co-ordinator also be responsible for monitoring the introduction of English through the ESL program in the elementary grades;
- that the Inuktitut Program Co-ordinator should have no more than a fifty percent (50%) teaching load;
- that Inuit staff should have at least one period of scheduled preparation time each day;
- that Inuit staff should be eligible for release from classroom duties to complete the final stages of preparation of Inuktitut teaching materials where the Principal and C.E.C. recommend it;
- that, in order to enhance the Inuktitut program, far greater use be made of resources available in the community such as parents, elders, and the staff of the Inuit Cultural Institute;
- that ESL instruction for children from Kindergarten to Grade 3 take place in the home room;
- that ESL instruction during the first three years of school focus on fluency, not literacy;
- that second language literacy skills (reading and writing) not be introduced until the children are fully literate in Inuktitut;

- that, at least for the Inuktitut Program, the school adopt a standardized planning format which, as a minimum, should include yearly, unit and detailed year plans;
- that the expectations for the level of planning be clearly established and that compliance be regularly monitored by the Inuktitut Program Co-ordinator;
- that, in order to delivery high quality Inuktitut instruction at all grade levels, the school should have a complement of at least eight trained Inuit teachers;
- that, in order to accelerate the generation of Inuit teachers, additional Classroom Assistant positions be allocated to the school;
- that the K.D.B.E. appoint a consultant to the Teaching and Learning Centre who speaks the Arviat dialect of Inuktitut;
- that the K.D.B.E. appoint a Regional Co-ordinator for Inuktitut Programs with the authority needed to implement programs and to monitor their quality;
- that the K.D.B.E. make an unequivocal statement regarding its position on language of instruction and on the level of support expected for this position on the part of teaching and supervisory staff in its employ;
- that the K.D.B.E. arrange regular teacher orientation of in-service workshops where teaching an administrative staff can be familiarized with research findings pertaining to bilingual education, and with the theories underlying the Divisional Boards' philosophy on language of instruction;
- that the G.N.W.T. Department of Education allocate additional funds and positions to the K.D.B.E. in order to allow the Divisional Board autonomy in the development of Inuktitut curricula and materials;

- that the G.N.W.T. Department of Education adjust the formula for allocating classroom assistant positions upwards in order to facilitate local and regional production of teaching materials and to improve access to teacher education for Inuit.

Special needs education.

The Review Team recommends that the school staff strive to improve in the following areas as related to special needs education:

- ensure that all staff members are aware of the school referral process for special needs students. Endeavour to impart an understanding of all the steps involved in the process as well as the possible outcomes, i.e., the services available;
- hold I.E.P. Team Meetings on a more structured level. Having an agenda and recording the minutes will aid in keeping the meeting short as well as on track;
- ensure parental involvement in all Individual Education Programs. Any I.E. P. must have written parental approval before it is implemented;
- increase in-class support. Many teachers having special needs students indicated that they felt a need for support within their classrooms. The Review Team recommends that the Special Needs Teacher position/s be reinstated so that there is at least on full time Special Needs Teacher. This person would then be able to offer in-class support while I.E.P.s were being implemented. If a position becomes available, the C.E.C. and School Administration should make a strong request for a teacher trained in Special Needs Education.

Program planning.

- It is evident that the program policy needs to be reviewed. It is recommended that all the education partners are involved with this review so that all views can be addressed.
- The administration needs to monitor its staff's program planning more frequently. Teachers need to be supported with constructive criticism, encouragement, and verification of good practices. Teachers who are not performing up to the expected level of program planning should be denoted on their summative evaluation.
- It is evident that teachers desire professional development in the area of program planning, specifically unit planning. It is recommended that this be actively pursued.
- It is recommended that the idea of peer observation be reviewed and if evidence of a need is found then it be offered again to those interested individuals.

Extracurricular activities.

- All staff's awareness of ongoing (other than the activity co-ordinator) activities, needs to be heightened.
- The activities seem to be solely organized and run by teachers with the help of some senior students. Other education partners should be solicited to get involved wither in existing activities or new ones of there [sic] own.
- Teachers seem interested in expanding their involvement in the coming school year. It is recommended that the administration actively encourage and plan support for these activities for the coming school year.

Student placement and promotion practices.

The review team recommends that the various cited “partners in education” strive to improve in the following areas as related to placement and promotion practices:

- The K.D.B.E. provide a more informative policy on promotion and placement practices. A possible mechanism to accomplish this would be by having the details of such as policy discussed at the upcoming principals [sic] conference—May 14 to 18. This policy would likely provide the framework but would not spell out the specifics so as to be overly restrictive to the schools. It would be anticipated that such a divisional board policy would give considerable latitude for individual schools to make student based decisions with respect to promotion. (A large number of “derivative” recommendations have been consolidated into this major recommendation. Review team members voice the opinion that other implementation considerations regarding promotion and placement will “fall-in-line” once more comprehensive and current guidelines have been developed by the K.D.B.E.);
- The K.D.B.E. and school based staff develop or otherwise have “in place” appropriate workshop and orientation material that would address the challenges faced with regard to instruction in multi-graded classrooms;
- Implementation cycles, which outlines [sic] the concepts, skills and attitudes to be taught from a variety of grades over a fixed number of years are highly recommended to those teachers who work in a multi-graded classroom environment and are presently not using these program planning strategies;

- A Keewatin standard appears to be developing in terms of student composition for multi-graded classrooms. This is a standard not based on administrative or organizational constraints, but one based on meeting student needs. Effective teaching, generally speaking, within a multi-graded environment, can best be promoted in classrooms where the grade range of students spans two to three grades. As this span widens beyond three distinct grades, most teachers feel it becomes very difficult to provide effective instruction to all the students in the classroom. The review team members recommend a review of student placement and/or special program related attention being provided through the I.E.P. process for those students who find themselves placed outside of the three year grade range;
- Teachers and administrators should ensure that information which is entered in the registers reflects the actual grade designation of the student and not a classroom designation. A related issue deals with the labels that are given to a class. It is recommended that if a class is multi-graded, then it should be referred to as the 7/8/9 class, for example. If there is a student in that class who is not functioning at any of those grades, [sic] then a neutral label should be given, preferable that of the teacher's surname. Mistakes by association are less likely to occur when misleading labels are not applied. For example, many parents would naturally assume if their child is in "the grade seven class" that their son and [sic] daughter is functioning at that grade.

Program support and enhancement.

- A serious recommendation is for an infusion of new books to the collections at both levels, especially high interest-low vocabulary type material. This is very necessary at

the high school level. Sources other than the school itself should be looked at to remedy this need. Concurrently, the many old (over 15 years) books without “lasting interest” should be discarded.

- That a plan be developed for the coming years to centralize the media owned by the school. This is recognized as a need by the administration and this recommendation is made as an encouragement. The school collection could be either in a school “resource centre” or integrated into the library collection.
- That a bulletin board for announcements of new media received and special news about existing materials be set up in a prominent area.
- Given the difficulty of transporting large and fragile A.V. equipment between the main schools and portables, it is recommended that there be certain basic A.V. hardware dedicated to the portable schools with four classes.
- Recommended is the purchase of a display system that will allow students security when their work is shown to the school public. (Based on observations made related to the ART PROGRAM [sic])

School/community relations.

- School goals and objectives to be designed yearly in a joint endeavor with C.E.C., parents and staff.
- Newsletters to be published regularly in Inuktitut and English and jointly produced by students and staff.
- A handbook be available for parents of new students, updated yearly on single sheets for all student outlining significant dates etc. for the following school year.

- Hold at least one public meeting per year with the C.E.C. and community. Make all school staff attendance compulsory.
- Hold Parent/Teacher interviews after each report card except for the final report of the year.
- Radio shows produced weekly involving all stake-holders in education.
- Parents to view school at 'theirs' and volunteer to help out in classes, library, and with playground supervision.
- Teachers to be integrated and accepted as fare [sic] as possible into the community by fully living in the community and then fully supported and encouraged by the C.E.C. in this participation.
- Use only one Inuktitut dialect throughout the school.
- Policy to be adhered to regarding student behaviour, expectations and methods of discipline.
- Students would treat all school staff with the respect that traditional Inuit culture extends to elders. Everyone in the community should be aware of the high cost of vandalism and enlisted to protect public and private property.
- Orientation to be held each August to further develop the cultural awareness of school teachers from elsewhere.
- All staff become familiar with the jurisdiction of the C.E.C.

Student measurement and evaluation.

It is recommended that the Qitiqliq School staff strive to improve in the following measurement and evaluation areas:

- the development of improved skills in the creation of measurement instruments that incorporate and demonstrate sound measurement and evaluation theory, design, and practice. This could be pursued through professional university courses, similar to the whole language course recently offered through the University of Victoria, correspondence courses, professional development days, and profession readings such as “Making the Grade” a reference book provided by the K.D.B.E.;
- the development of measurement instruments and methodologies that challenge students to apply the knowledge they have learned in a meaningful way, and in a manner appropriate to their level and placement. Measurement instruments, particularly in the higher grades should require students to display critical thinking skills and assist in developing problem solving skills and strategies, as opposed to the simple restating of learned facts;
- the development of a school based policy explicitly stating the professional expectations of teachers in the practice of student measurement and evaluation;
- the expanded use of alternative and varied measurement and evaluation methodologies in all grades, with an emphasis on the multiple-choice, and essay formats in junior and senior high. To be successful and graduate in the current high school system for example, students need to be skilled test takers particularly with these formats;
- a thorough review of the current school policy of mandatory home visits to determine the overall effectiveness of this program. Many teachers expressed their concern over this aspect of student achievement reporting, and felt it could be a useful tool if used appropriately by teachers who choose to use this method.

Culture-based schools.

The Review Team recommends that the school staff and the Community Education Council strive to improve in the following areas as related to culture-based schooling:

- that a thorough review be conducted of the cultural inclusion program. It was clear that this program does not best meet the needs of all the students. By utilizing more instructors, for shorter periods of time, and for particular areas of expertise, the C.E.C. could greatly improve the program., [sic] and at the same time more fully integrate culture-based schooling;
- a clear policy statement from the C.E.C. and/or the K.D.B.E. should be made to ensure the appropriate use of school owned capital equipment. The “harvest” and other products which are derived directly or indirectly from the cultural inclusion program should be the property of the C.E.C. and this committee by way of introducing a proper motion should indicate what should be done with the harvest and products. (Note: the C.E.C. should consider developing a clear policy statement to help prevent “conflict of interest” situation from occurring [sic] when members discuss the use of equipment and various products which arise from the cultural inclusion program.);
- that an administrative or staff member from Qitiqliq School be designated the authority and responsibility for the development of the cultural inclusion program as suggested above;
- participation in the K.D.B.E. orientation program for the fall of 1990 for all staff, to help everyone become more aware of the differences between cultures;

- the formation of a school committee to further assist in the development of Inuktitut language reading materials. As the Teaching and Learning Centre streamlines its publication operation, much more original material in appropriate dialects will be required for publication. An active school committee will facilitate this greatly.

APPENDIX B

Job Description: Assistant Director - Operations

DEPARTMENT OF EDUCATION, CULTURE AND EMPLOYMENT**Job Description**

Job: Assistant Director - Operations Incumbent: CHRISTOPHER K. PURSE

Department: Education

Division: Kivalliq Div. Education Council

Date: January 1, 1998

Location: Baker Lake

Qualifications

The incumbent must be a holder of a Professional Teaching Certificate for the Northwest Territories (indicating possession of a Bachelor Of Education degree or equivalent) as well as a Northwest Territories Certificate of Eligibility as Principal. The incumbent should have graduate training and/or a Master of Education degree in educational administration or curriculum development as well as five or more years of experience in the Northwest Territories as a teacher and/or school principal. Bilingualism in Inuktitut and English is also highly desired.

The Assistant Director -Operations draws upon his or her knowledge, experience and training to ensure that the schools of the region operate smoothly. This position relies on a high level of problem solving due to the nature of the program function. The incumbent must often deal with complaints from parents, students and employees. In addition, the Assistant Director - Operations provides problem solving advice to the subordinate managers in their dealings with parents, students and staff at the school level.

General Accountability

Reporting to the Director of the Kivalliq Divisional Education Council, the Assistant Director - Operations is one of two senior employees of the Government of the Northwest Territories in the Council. The Assistant Director -Operations is accountable for the direction, management, staffing and operation of the schools and school support programs within the boundaries of the Kivalliq Divisional Education Council.

Working collaboratively with the Director and the Assistant Director – Programs & Development, the primary responsibilities for this position will be in the area of school operations. Key initiatives include:

1. supporting the organization and physical operation of the region's eleven schools,
2. principal and coordinator supervision and support,
3. supervising the hiring of all staff positions,

4. coordinating the professional growth (supervision) model used to develop school staff,
5. training and supporting Inuit trainees under the PSCTP training program,
6. technical support and coordination for the schools and the KDEC offices,
7. coordinating tenders, RFPs and contracts,
8. coordinating grade extensions and home boarding programs,
9. capital planning in consultation with PW&S, EC&E, architects and contractors, and
10. coordinating data/records collection, access to information, and reporting.

The Kivalliq Divisional Education Council is an active participant in transition planning for education in Nunavut, so extensive communication with other Nunavut Councils will be an essential component of this position. Coordinated support is also required for two Inuit trainees at the Council office. Specific school and principal supervision assignments will be determined in consultation with the senior management team.

Potentially reporting to this position are fifteen GNWT positions, eleven of whom are Managers, one of whom is jointly funded by Nunavut Arctic College, and one of whom is a Trainee:

Principals - Schools	11 (joint supervision)
Coordinators	3
Human Resource Officer trainee	1

School Principals

The Kivalliq Divisional Education Council operates eleven schools in the region serving a student population in excess of 2400. The *School Principal* has the leadership responsibility for the education of the students served by the school. The principal manages the operation of the school, including budgeting, assigning responsibilities for staff, supervision of teachers and support staff, and empowering, developing and advising the locally elected District Education Authority in the areas of policy development and priority setting. There are currently about 200 school-based employees supervised by the eleven school principals.

Coordinators

There are three coordinators reporting directly to the Assistant Director-Operations. Two of them are responsible for facilitating regional program initiatives such as the Nunavut High School Project, the Nunavut Youth Abroad Program, new curriculum implementation/in-service, and visiting the regional schools to assist with the implementation of existing curricula and programs. The *Coordinator of Programs* is responsible for Career and Technology Studies, Mathematics, Science and Social Studies. The *Coordinator of Inclusive Schooling* has the responsibility of implementing the Inclusive School Directive, providing training sessions to Student Support Teachers, Student Support Assistants and School/Community Counselors, and assisting with implementation of Special Needs Education, English, Health and

Physical Education. The third, the *Nunavut Teacher Education Program (NTEP) Instructor*, is a joint position of the KDEC and Nunavut Arctic College, hired for the purpose of coordinating and instructing the community-based teacher education program in Coral Harbour.

In consultation with the School Principals and District Education Authorities, the Assistant Director - Operations coordinates staffing for all of the program centres in the region. This involves running an annual recruitment campaign for teaching staff, processing a large number of applications and dissemination of this information to principals for filling vacant positions. The Assistant Director-Operations trains and provides direction to the *Human Resources Officer* trainee in completing the hiring process for all new employees including arranging for removal and obtaining staff housing.

The Assistant Director - Operations provides a liaison with the Financial Management Board Secretariat (FMBS) to assist all school program employees having problems with their pay and benefits. This requires the Assistant Director-Operations to have a sound knowledge of the Collective Agreements of the Northwest Territories Teachers' Association and the Union of Northern Workers as well as the Government Human Resources System. The Assistant Director - Operations assists program administrators in decision making regarding disciplinary action, scheduling of leave and employee supervision. The Assistant Director-Operations coordinates the submission of information as requested by FMBS, including performance appraisals, salary placements, authorization for increments, and other documentation held on employees' files. The Assistant Director - Operations has been delegated the responsibility of dealing with issues related to human resources.

The Assistant Director - Operations travels to all schools and program centres in the region to provide support to all employees. During these visits the Assistant Director - Operations ensures that Departmental policies, Divisional Council policies and curriculum are being adhered to. In consultation with the Divisional Board Comptroller, the Assistant Director - Operations assists program administrators with budget management and employee leave management to achieve a balanced program budget.

The Assistant Director - Operations institutionalizes policies developed by the Divisional Council and District Education Authorities. This may involve instituting new courses, or modifying and expanding in-service programs to meet specific needs. The Assistant Director - Operations must be aware of any limitations imposed by the Education Act, Departmental policy and budgeting restrictions.

The Assistant Director - Operations plays an important role in assisting with parental and community involvement in the region's schools. The Assistant Director - Operations advises the School Principals about methods and regulations pertaining to the involvement of community members in schooling.

The Assistant Director - Operations has been delegated Spending Authority and verifies the payment of invoices on behalf of management. The Assistant Director - Operations is a signatory of the Kivalliq Divisional Education Council bank account.

The Assistant Director - Operations acts as liaison between the schools and other government departments and agencies when the need arises.

Specific Responsibilities

- Providing leadership and direction to Principals and Coordinators.
- Evaluation of the operation of the schools (coordinating school reviews) in the region to ensure the highest quality of education is provided.
- Provision of technical coordination and support for the KDEC office in Baker Lake, the Teaching & Learning Resource Centre in Rankin Inlet, and all the schools within the region.
- Coordinating all capital planning initiatives for the KDEC, encouraging Hamlets to allocate adequate land reserve, assisting in the determination of capital priorities, and following up with principals and DEAs in the consultative planning process with PW&S, the architects and the contractors.
- Improving and monitoring the performance of employees by evaluating or causing to be evaluated all program and support staff under his/her jurisdiction.
- Collecting, analyzing, and/or monitoring each school for enrolment, attendance, length of school day, school year, educational program plans (year plans), suspensions, etc.
- Preparing summaries of information for the Department, Divisional Council, Professional Associations, Research Agencies and the Public.
- Advising program administrators on administrative procedures, financial management, budget planning, regulations, policies and forecasts.
- Coordinating the staffing of vacant positions by recruiting teachers and initiating other staff competitions, signing job offers and completion of the staffing process.
- Determining staff needs for successive years and re-deployment of existing personnel and resources.
- Verifying invoices for payment as Spending Authority.
- Follow up all personnel related matters in consultation with FMBS, for Director approval.

- Acting as Director when the Director is out of the region to ensure that the operation of the Divisional Education Council continues in an uninterrupted manner.

Dimensions:

Total Number of Staff:	215
Number of Staff (School Programs):	200
Number of Schools:	11
Number of People Supervised:	15 (some jointly)
Annual Payroll:	\$16,000,000
Annual O & M Budget:	\$4,000,000
Signing Authority:	Spending Authority
Significant Indicators:	Extensive travel is a necessity.

GOVERNMENT OF THE NORTHWEST TERRITORIES

POSITION DESCRIPTION

POSITION TITLE:	Assistant Director-Operations
POSITION NUMBER:	75-3734
REPORTS TO:	Director
INCUMBENT:	CHRISTOPHER K. PURSE
DEPARTMENT:	Education, Culture and Employment

Curtis Brown, Director

Date