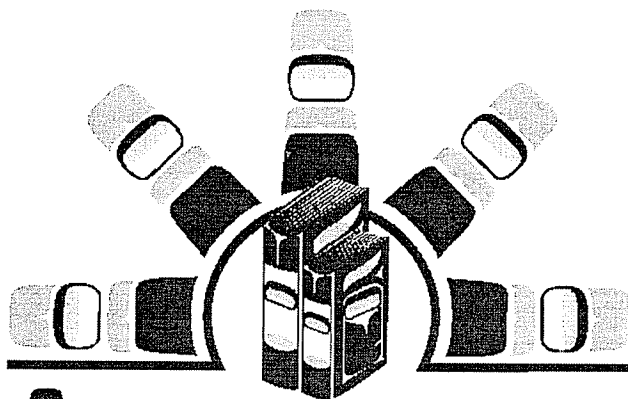
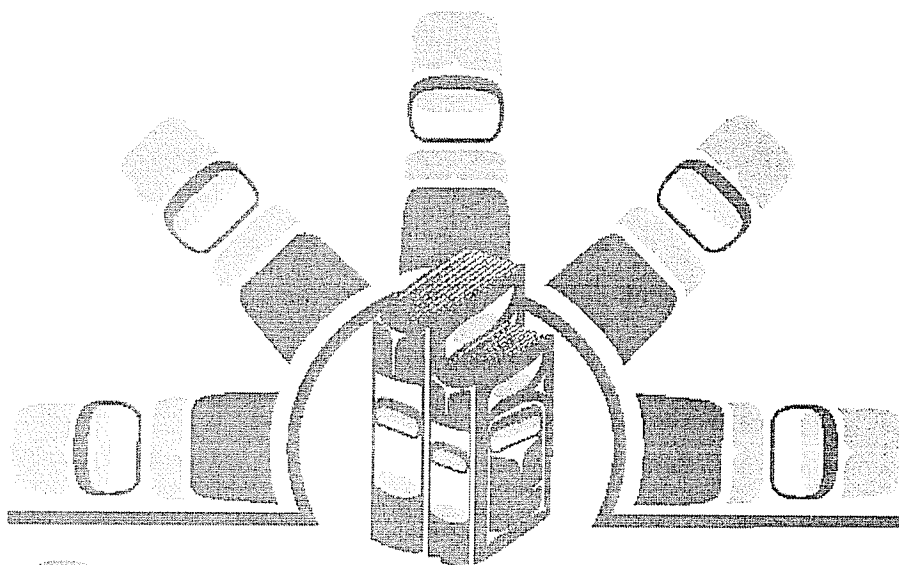

THE COST OF QUALITY FIRST NATIONS EDUCATION

*Prepared by Marie Matthew for the
First Nations Education Steering Committee
June 2000*



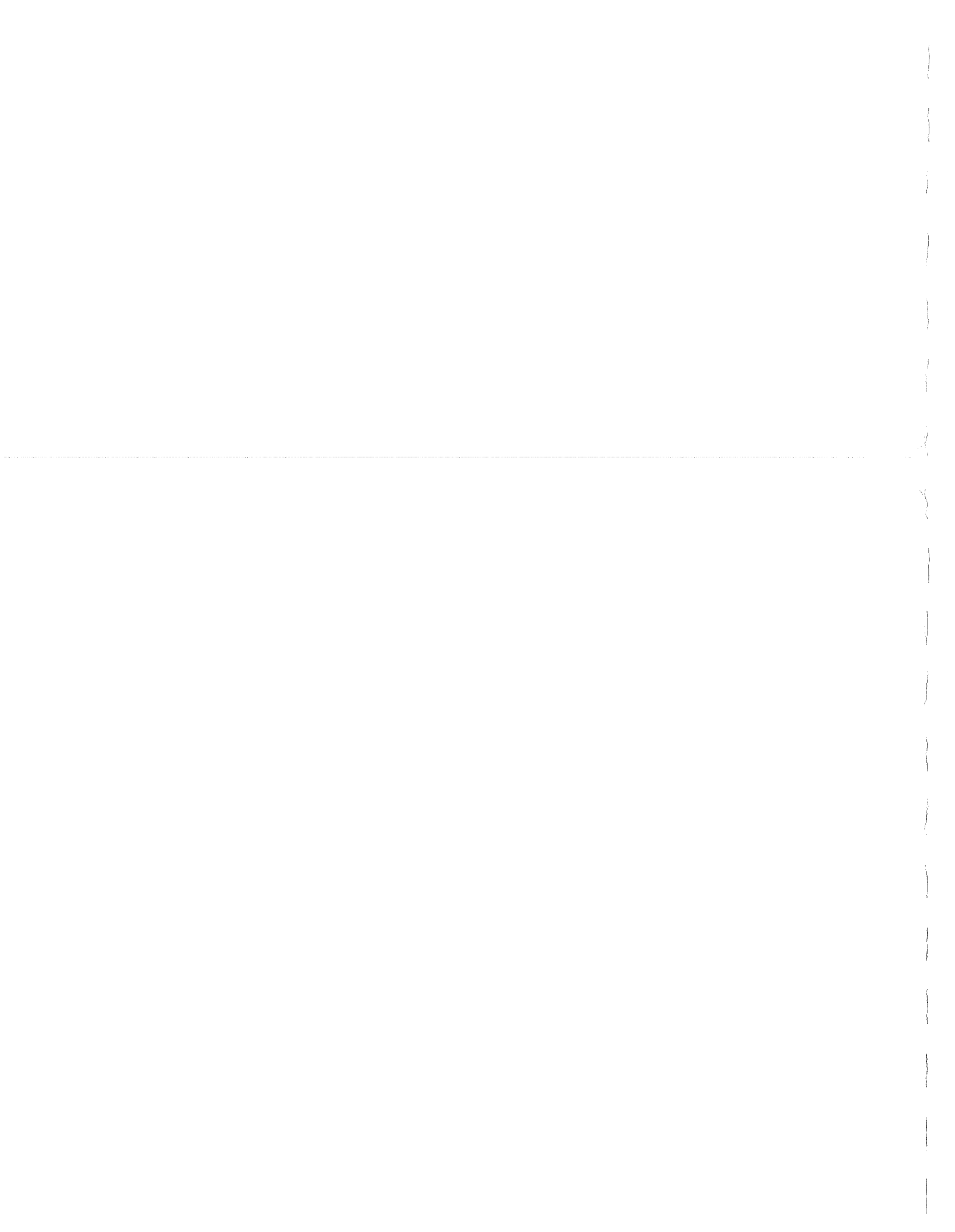


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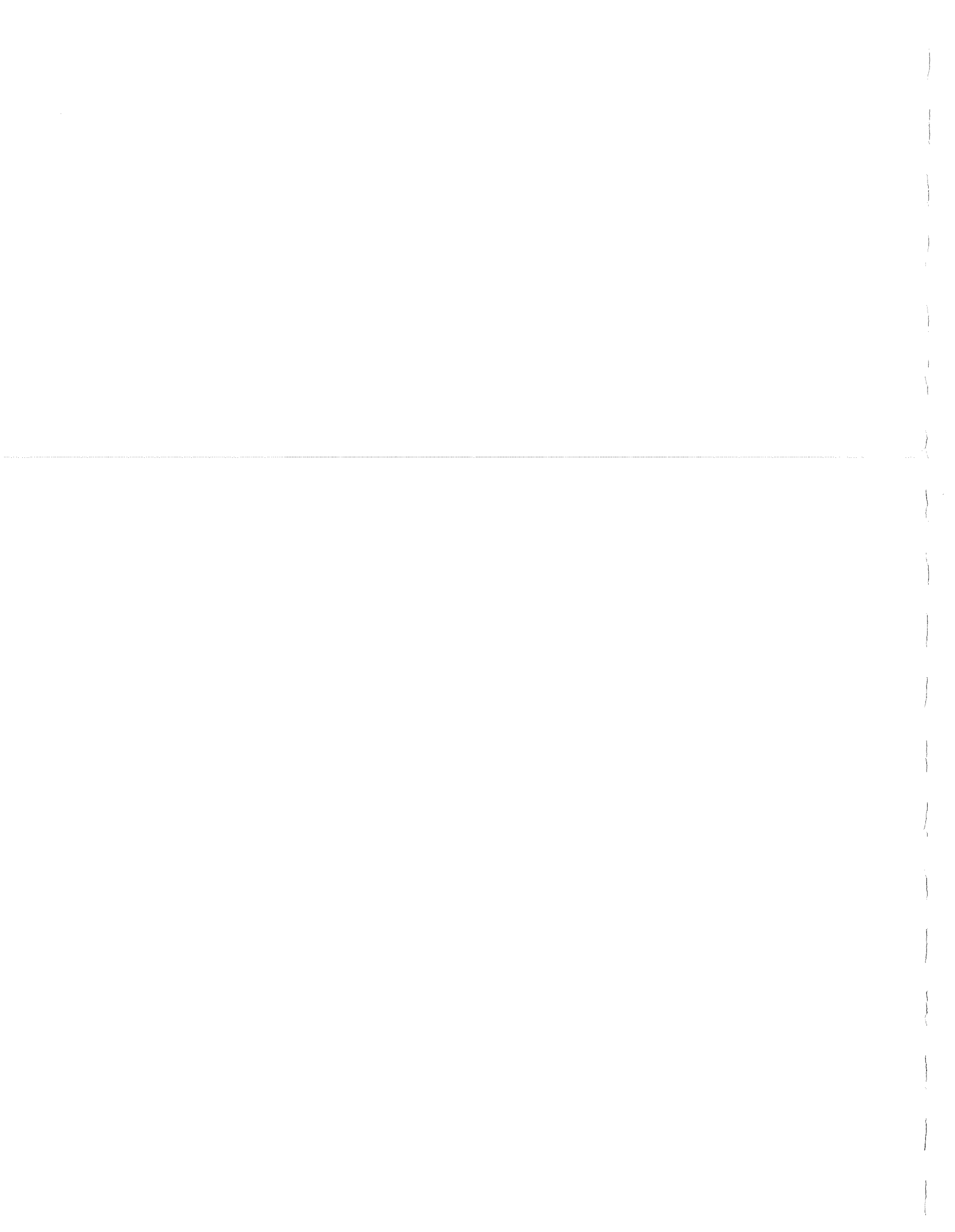
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EXECUTIVE SUMMARY

This paper has been developed to identify the real costs of quality education for First Nations who are negotiating treaty, self-government and land claims agreements. It is recognized that, prior to entering into agreements, it is important for First Nations to have a thorough understanding of the funding needs associated with delivering comprehensive education programs.

Current funding options for First Nations schools

First Nations schools are mandated to provide education programs and services that meet the standards of those delivered in the public school system. The schools generally operate within the funding arrangements that their respective Bands have with the federal government.

Although First Nations can access some provincial funding by securing Independent School status, the bulk of the Band schools receive monies from the Department of Indian Affairs and Northern Development (DIAND). The schools receive Instructional Band operated school funding, based on a block rate which is multiplied by the number of students enrolled and passed through a formula which takes into account school size, geographic location, and an administration cost. Other funds are available for transportation, operations and maintenance and minor capital. Whereas the block rate is adjusted every few years, indices within the formula and transportation and operations and maintenance formulae have not been systematically updated. Current funding levels of average sized elementary and elementary/secondary First Nations schools are identified so that the resources available to them can be compared to those which would be available to First Nations learners in the provincial system.

Funding for First Nations using the provincial Funding Allocation System

Funding available to First Nations in the provincial system for two sample schools, equal in size to the average First Nations elementary (35 students) and elementary/secondary (100 students) schools, have been calculated (spreadsheets in Appendix F). It is notable that the province places specific values on a large range of funded programs and incorporates teacher and administrator salary costs in several areas within its formulae.

Provincial and federal funding compared

Great funding disparities are revealed when resources provided by the Ministry of Education are compared to those supplied to First Nations schools from DIAND. Highlights of these differences include:

- ❖ Provincial values for overall funding to the sample schools outstrip that of federal funding by over 141% for the elementary school and over 170% for the elementary/secondary school. In other words, the smaller elementary school would require an increase in funding by 40% and the secondary by 70% to match provincial values.
- ❖ Great discrepancies are apparent in the areas of special needs where matching provincial levels would require 4.35 times the current funding for the elementary school and 3.44 times that now available to the elementary/secondary school.
- ❖ Operations and maintenance budgets would have to be increased 1.92 times and 1.93 times respectively, and administration 1.80 times for the elementary and over 3.36 times for the elementary/secondary, to meet provincial levels.

DIAND states that the Band operated school instructional block supplies funds for a broad range of services; however, unlike the provincial allocation system, DIAND does not attach specific values to several areas.

Significant among these are:

- ❖ languages*
- ❖ career programs
- ❖ Aboriginal education
- ❖ small secondary schools
- ❖ adjustments for educator salary and remoteness

(* the provincial system does not fund Aboriginal languages separately, but does fund English as a second language, Programme Cadre and growth in French Immersion, Japanese and Mandarin)

Calculations for these areas in particular account for the spread in funding levels between the two systems, as well as areas in which both systems identify a value but the provincial system provides substantially more resources. Such areas include:

- ❖ special needs;
- ❖ operations and maintenance; and
- ❖ administration.

Funding in relation to economies of scale

The funding calculations are considered with reference to the issue of economies of scale which has important implications for the generally small First Nations schools in B.C. Most significant in this examination is that the federal government makes no provision for the reality that the smallest schools suffer the greatest losses when economies of scale are assumed. The federal government has failed to address this issue and has not followed the provincial lead by funding special programs (such as special needs, career preparation and Aboriginal programs) at a school and student specific level.



The cost of quality education for First Nations learners

The obvious lack of funding for First Nations schools is apparent in all of the areas mentioned above and the requirement for more realistic levels of funding highlighted by that currently available to First Nations students in the province.

To support the development of quality education for First Nations learners, it is important that second and third level services for First Nations schools be supported and developed. Possible funding structures to support the distribution of wider services can be explored through examination of those in place within the provincial system.

Resourcing quality education in a treaty, self-government or land claims agreement

Funding currently available to operate elementary/secondary schools in First Nations communities is far from adequate. First Nations entering into agreements which will require the creation, development, implementation and evaluation of quality education programs need to ensure that adequate funds are available to do so. The calculations completed within this project offer only a beginning point from which to calculate funding arrangements which will serve First Nations over the long term.



INTRODUCTION

First Nations people are constantly working to extend the jurisdiction and control they have over their lives. Through self-government agreements, treaties and numerous agreements with government ministries, both federal and provincial, First Nations are attempting to advance the overall well-being of their communities and nations in the recognition that locally controlled management is the most effective means of achieving their goals. The conditions of negotiation underline the necessity for First Nations to be prepared to clearly describe the real costs of establishing, managing, delivering and evaluating quality programs so that, after agreements are in place, the resources provided for programs will be sufficient to carry out the activities which will fulfill their vision of the future.

This paper is grounded in the assumption that First Nations parents recognize the need for and seek quality education for their children. The current document addresses the issue of resourcing quality First Nations education systems. First Nations schools in British Columbia are funded through a formula determined by the B.C. region of the Department of Indian Affairs and Northern Development (DIAND). In the 1999/2000 fiscal year, DIAND received approximately \$187,000,000 for education programs in British Columbia. The regional administration allocated \$35,403,548 of this amount to Band operated schools (Matthew, 2000).

**FIRST NATIONS
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WITH DELIVERING IT.**

The challenges surrounding funding for education have been explored in various documents previously prepared for the First Nations Education Steering Committee including: *First Nations Education Finances: A Review* (Matthew, 1996); *Standards for First Nations Schools* (Jack, 1997); *Building Strong Communities Through Education and Treaties Discussion Paper* (Williams, 1997); *Reaching for Success* (Kavanagh, 1998); and *First Nations Schools Reflecting Communities Through Governance Structures, Parental Involvement Programs, and School Calendar* (Kavanagh, 1999).

The following paper attempts to examine and prompt further consideration of current funding provided by the federal government through DIAND by:

- ❖ examining First Nations schools funding in relation to that which is available for educating First Nations learners in the British Columbia public school system;¹
- ❖ considering education costs in light of the requirement for delivering quality education and making allowances for economies of scale;

¹ The British Columbia funding system is selected because the Federal Government funds First Nations schools with the requirement that they hire provincially accredited staff to deliver programs which meet provincial standards.



- ❖ examining the costs for providing quality education in Band operated schools and for second and third level services to these schools, based on costs for delivery of service established by the above comparisons;
- ❖ considering options for resourcing second and third level services for First Nations schools in B.C.; and
- ❖ addressing the fiscal needs of a First Nation entering into a treaty, self-government or land claims agreement.

1 FUNDING FOR FIRST NATIONS LEARNERS IN FIRST NATIONS SCHOOLS

1.1 Establishment and growth of First Nations schools

In the 1972 *Indian Control of Indian Education* statement, First Nations articulated a clear position with regard to the desirable educational environment for their children. They stated that “Indian parents must have full responsibility and control of education” (p. 27). The federal government subsequently adopted this document into their policy, opening the door for establishment of Band operated schools. Many First Nations in British Columbia responded to the opportunity. By 1979 ten schools had been established on reserve; in 1985, 30 schools were in operation; these numbers had expanded to 50 by 1989 (Matthew, 1991). In the 1999/2000 fiscal year 130 schools enrolled over 6200 students in schools operating in First Nations communities. (DIAND, 1999a & FNESC, 2000). The bulk of these schools are located within the southern half of the province, with many on Vancouver Island, the Lower Mainland, and in the Interior. One third of the schools are in the North, with most of these located in the general vicinity of Prince George and west to the North Coast (see map in Appendix A).

1.2 Factors influencing the development of First Nations schools in B.C.

Many First Nations communities embrace the concept that local control offers opportunities to create quality education for their children. The expansion of First Nations schools provides evidence of the widely held belief that parental input and community decision-making are key elements for nurturing the growth of culturally grounded, competent First Nations people. The development of First Nations schools in B.C. has been subject to a variety of legal, socio/economic, political and practical realities which make up a complex and challenging environment.

1.2.1 The legal environment

The legal responsibility and jurisdiction for the education of elementary/secondary age First Nations students remains with the federal government, grounded in Section 91(24) of the *Constitution Act, 1867* and Sections 114-122 of the *Indian Act*. Although the federal government has adopted policies that purport to advance First Nations aspirations for control and jurisdiction over education expressed continuously since the early 1970's, legislation to enact a shift in jurisdiction has not been forthcoming. Section (35)1 of the *Constitution Act, 1982* “recognized and affirmed” Aboriginal rights and subsequent court cases clarified that the federal government's fiduciary responsibility is legal in nature and can not be eliminated without consent of First Nations (Morgan, 1998). The fiduciary responsibility affirmed by the courts, however, does not ensure resourcing for quality education in the respect that it “does not obligate Canada to pay any specific amount of funding, or for any specific purpose” (Morgan, 2000: 10).

In the last decade, First Nations have worked to secure greater jurisdiction and control through self-government and treaty arrangements. The treaty-making process became an



option for First Nations in 1992. The principles underlying treaty discussions have critical implications for developing quality First Nations education systems, particularly the principle requiring “equity, security or certainty, adequacy of resources (and) statement of values” (Williams, 1997: 45).

In 1995 the federal government released the *Federal Policy Guide: Aboriginal Self-Government*, which allowed First Nations to negotiate the inherent right to self-government over internal matters or those “integral to its distinctive culture” (Morgan, 1998: 23). The Supreme Court judgement in *Delgamuukw* in 1997 strengthened recognition of the First Nations right to self-governance but did not generalize this right so that it can not be assumed that it extends to governance over educational matters; in legal terms, a case must be made that the activity is both integral to the culture and applies to a specific situation to be recognized as an aboriginal right (Morgan, 2000: 4).

A further commitment to extend First Nations jurisdiction is outlined in the federal response to the 1996 Royal Commission on Aboriginal Peoples. *Gathering Strength - Canada's Aboriginal Action Plan* incorporates the objectives of: renewing partnerships; strengthening Aboriginal governments; developing a new fiscal relationship; and supporting strong communities, people and economies (DIAND, 1997: 2). The subsequent document, *An Agenda for Action with First Nations*, reiterates the intention to “effect the inherent right of self-government” (DIAND, 1998: 2). The exercise of this autonomy is envisioned as central to equitable and sustainable fiscal relationships, described as:

New fiscal relationships to support First Nations governments in developing fiscal autonomy and the financial capacity to support governance responsibilities and agreed-upon public services at levels reasonably comparable to the relevant local, regional or national standard. New fiscal relationships will allow First Nations governments to exercise increased autonomy and greater self-reliance through expanded new transfer agreements, First Nations fiscal authority, resource-revenue sharing and incentives for enhancing First Nations own-source revenue capacity (DIAND, 1998: 6).

Although the objectives suggest an intent that First Nations will assume greater jurisdiction over and adequate levels of financing for education, the only specific references to education in the *Gathering Strength* initiatives are within the objective of supporting stronger First Nations communities and people by focusing on a variety of means to support youth in gaining employment and to support “measures to improve quality education and programming to encourage youth to stay in school” (DIAND, 1998: 7).

The legal relationship between First Nations and government provides the context from which funding structures and policies are developed. Education programs for First Nations are currently funded through three mechanisms: Comprehensive Funding Arrangements; Financial Transfer Agreements; and Canada-First Nations Funding Agreements. The Comprehensive Funding Arrangements are signed annually, formula funded, and have set terms and conditions for completing the transfer of funds. Financial Transfer Agreements and the Canada-First Nations Funding Agreements initiated in 1998 require minimum standards for reporting, are funded on a block basis for multi-year core funding and formulas for annual targeted funds and are described as “allowing First Nations more flexibility in applying local administrative and financial policies, procedures and processes”



(DIAND, 1999a: 19). The above mechanisms describe and quantify funding for the Bands or Tribal Councils signing onto them; they do not necessarily actualize the stated intentions of *An Agenda for Action or Indian Control of Indian Education* by granting greater jurisdiction and autonomy at local levels. These financial arrangements are narrow in scope, defining the business relationships between the federal government and First Nations. First Nations focus on delivering quality education by exercising full jurisdiction over the education of their children is sought within a complex fiscal, legal, judicial, socio/economic, and political environment. Nonetheless, evolving agreements are expanding the boundaries of First Nations influence, creating new opportunities for overcoming the complications which circumscribe the lives of First Nations people.

1.2.2 The socio/economic and political environment

Taking on the tasks of operating education programs in First Nations communities has not been without its challenges. Consistently restricted by limited resources available for the development of management structures and support services, Band operated schools have fought to develop isolated systems in communities already overwhelmed by other competing membership needs. First Nations in B.C. continue to experience tremendous deficits in the areas of emotional and physical health, and economic security. Whereas a young First Nations population is swelling, with a labour force growing at twice the national rate, employment opportunities for youth lag and unemployment is well above the national average, with household incomes far below Canadian norms and dropping (DIAND, 1998). Although First Nations make up only 3% of the total population of B.C., they make up 20% of the incarcerated population in the province (DIAND, 1998). Health problems, such as diabetes and long-term disabilities flourish; accidental death and suicide rates are three times higher than those experienced among other British Columbians (Ministry of Health, 1995). While communities struggle to develop programs and services to overcome a myriad of problems, Band school staffs and education authorities strive to maintain safe, productive and healthy learning environments which fulfill the holistic needs of learners.

**FUNDING MECHANISMS
ARE DRIVEN BY NATIONAL
BUREAUCRATIC
REQUIREMENTS
AND ARE NOT
RESPONSIVE TO THE
NEEDS OF FIRST NATIONS
LEARNERS.**

Given the wide array of socio/economic obstacles, the task of creating effective management structures for First Nations schools is daunting. This is further complicated by inevitable political entanglements, since the authority for the operation of the schools rests with Band Council and management of the schools is generally handled by a separately constituted board or authority. Bands have to develop efficient, knowledgeable boards, who have a positive line of communication and authority in relation to the Band Council. A variety of school governing structures have been developed, in spite of the fact that insufficient resources are available to train and nurture these management groups (Kavanagh, 1999).

1.2.3 Recent trends in First Nations schools

The need for greater autonomy and more funding for Band schools has prompted many First Nations to look at different organizational options. Some school boards have formed



societies and gained the right to receive direct funding from both DIAND and the provincial Ministry of Education under the *Societies Act*, thereby retaining authority independent of Band Council. The formation of a society has also qualified some schools for recognition under the *Independent Schools Act* of B.C. To date, over twenty First Nations schools have gained Independent School status, which provides them with funding opportunities and specific support services not otherwise available (these are described below). Several schools have gained Independent status in order to be eligible to grant the Dogwood Certificate to their graduating students, which provides them with the opportunity for immediate access to post secondary programs. Currently, Band operated school graduation certification is not recognized by most post secondary institutions.

Another influence on the development of First Nations schools has been the movement toward inclusion of adult secondary students. Bands have worked for over twenty years, using a variety of mechanisms, to provide adult programs which focus on ensuring that adults have the prerequisite qualifications for entry into career, technical and professional programs of their choice. Over the last decade, some Band operated schools have incorporated adult programs and secured funding through the nominal roll process. Accordingly, between 1989 and 1996 there was a steady increase in numbers of adults enrolled in their home communities to gain a better credential (Greenwood, 1997). The numbers in these programs have subsequently leveled off as First Nations have adjusted to funding and policy revisions by both DIAND and the Ministry of Education over the last three years.

1.3 Funding mechanisms for First Nations schools

Whereas Bands have been authorized by DIAND to establish Kindergartens on reserve since 1958, it was not until 1976 that operational funds for local schools were transferable to Bands (DIAND, 1982: Annex E). *Indian Education, Phase 1*, a 1982 Indian and Northern Affairs publication, acknowledges that “funding of Indian and federal schools is inferior to provincial funding levels, and this, despite the relatively greater costs of meeting the special demographic, social and economic circumstances of most Indian communities” (p. 3). It was recommended that funding formulae based on provincial levels be adopted and the additional costs for the “special characteristics of Indian education administration, programming and delivery” be taken into consideration (p. 45).

By 1987 DIAND had developed a funding formula for Band operated schools. The funding formula created was based on 1986 educator salary levels and infrastructure costs at that time. Remoteness indices already in use were adopted; each area was assigned a geographic index and a small school factor was built into the formula (DIAND, 1987). Geographic indices have not been revised since.

Transportation rates were last updated in 1994 and the operations and maintenance formula created in 1987 has not been updated since 1988. The increments in instructional funds are granted through increases in unit cost and increases in total funding, which have ranged from between 1.3% and 2.5% over the last decade. Since the 1991/92 fiscal year Band operated school unit costs have risen by 13.8%, from \$4000 per FTE to \$4640 per FTE in 1999/2000².

² Notably, over the same time period, the provincial funding block increased by 30% (MOE, Apr. 4, 2000).



Currently, Band operated schools receive the following funds from the federal government:

- ❖ instructional block rate based on the nominal roll full time equivalency (FTE);
- ❖ operation and maintenance funding;
- ❖ minor capital;
- ❖ transportation funding; and
- ❖ technology upgrade funding.

In order to be considered for federal funding, Band operated schools must submit nominal roll data by October 15 each year and meet the following criteria:

- ❖ meet British Columbia Ministry of Education curriculum standards;
- ❖ employ teachers holding current B.C. College of Teachers certification;
- ❖ use only facilities which are certified for use as schools; and
- ❖ funding for adult student programs must meet the following criteria:
 - a) enrollment of students in approved Ministry of Education elementary/secondary eligible courses which lead to standard or adult Dogwood certificate standards;
 - b) Student Individual Learning Plans must be on file for each student, which confirm that the student is working toward a Dogwood certificate.

1.3.1 Instructional block funds

The funding for instruction in 1999/00 is calculated from a **base rate** of \$4,640 per full time equivalent student registered on the Band operated school's nominal roll. Details of the breakdown for the funding block are attached as Appendix B. Low cost special needs are funded within the instructional block at a rate of \$278 per full time equivalency (FTE) and evaluations, also within the block, at a rate of \$27 per FTE to be accumulated over a five year period³ (DIAND 1999b).

IN THE PAST EIGHT YEARS THE BAND SCHOOL INSTRUCTIONAL BLOCK HAS INCREASED 13.8% WHILE THE PROVINCIAL BLOCK HAS INCREASED BY 30%.

The Band School Instructional Funding reflects enrollment by school calendar year and is calculated for the fiscal year (April 1 to March 31) according to a formula which includes a small school and geographic location adjustment, an administration rate of \$20,000 for all schools with an enrollment of 10 or more students, and an overall increase of 1.3% for the 1999/2000 fiscal year⁴ (DIAND, 1999).

Many First Nations Schools have secondary programs which include adult learners (over 19 years old) or school aged (under 19 years old) graduates who have returned to school to complete certain courses. The funding for these adult learners and school aged graduates is calculated differently from that for the regular secondary students, or non-graduates. The term "graduate" means having graduated with a B.C. Dogwood or Adult Dogwood certificate.

³ Effective in 2000/2001, the evaluation funding of \$27 per FTE will be removed from the funding block unit.

⁴ Effective in 2000/2001 the block unit will be reduced by \$27 and the balance increased by 2.5% to create a block amount of \$4728 representing an increase from 1999/2000 block unit of 1.9%.



The table in Appendix B illustrates that a school-aged non-graduate, or regular secondary learner, must take at least four courses in order to be counted as 1 FTE. In comparison, a school-aged student (under 19) who has graduated with a Dogwood certificate or an adult student (over 19) who has not graduated must take 8 courses before being counted as 1 FTE. In other words, courses for students on the nominal roll in Adult programs are valued at 0.125 each.

In 1999/2000, DIAND identified 109 First Nations schools in its nominal roll data, delivering service to 4834 students in Band operated schools from Nursery to adult secondary (DIAND, 1999c). Another 21 schools were funded as Independent schools, or through other arrangements, enrolling a further 1369 students for a total of 6203 students receiving programs in First Nations communities (see Appendix D for details of student numbers by school).

1.3.2 School funding outside the Instructional Block

In addition to the funds allocated within the Instructional block, Band operated schools are allotted funds for Operations and Maintenance, Minor Capital and Transportation under other Band budget areas.

Operations and Maintenance

Building operation and maintenance is funded according to a formula that includes calculations related to school size, space entitlement, and geographic factors. Adult secondary programs are not eligible for inclusion in the school space entitlement. Details of this formula are attached in Appendix C. This budget area is intended to cover the costs of facility maintenance, fuel, electricity, and repairs⁵. This funding is set for each school at the time the school registers with DIAND. When a new school is constructed, funding can be adapted to reflect facility changes according to the School Space Accommodation Standards.

Minor Capital

Minor capital funds to cover the costs of equipment purchase and replacement, set at \$75.00 per student for 1999/00, is allocated separately from the instructional funds.

Daily Transportation

Funds for Band school transportation are embedded in the Comprehensive Instructional Support Services budget, along with other education funds (DIAND, 1999a: E-13). Funding is provided for transporting all students in the K4 to grade three levels. Transportation funding is provided to those students in grades 4 to 12 who live more than 1.6 kilometres away from the school. The funding is also based on the distance a student lives from a public school. If a student lives 30 kilometres away from a Band school and ten kilometres from the public school, the transportation will be based on the shorter distance; that is, the

⁵ Since the School Space Accommodation Standards were established in 1987/88, there have been no increments in cost per square metre.



distance to the public school. Once the number of eligible students is determined, a calculation of the transportation budget can be made using the table in Appendix C. There have been no increments in transportation funding since 1994.

Technology Upgrade

Effective in the 1998/99 fiscal year, DIAND began supplying technology funds to Band operated schools in the amount of \$300 per FTE. These funds are slated for annual distribution for upgrading of equipment, software and other technology items until 2001/02 (DIAND, 1999a: E-1)⁶. Funds are included annually as “technology upgrade”, education budget allocation code 2142, in adjustment figures which are circulated to Bands in February of each year. The FTE amount for 99/00 was determined January 2000, based on the September 1999 nominal roll (DIAND, 1999a: E-1).

Capital

Funding for capital construction and renovation requirements are not part of the regular formula funding provided to every school. Funding is provided by application to the B.C. Indian Affairs regional office. To qualify for funding a community must meet criteria which place them on a priority list. The chart in Appendix C illustrates the point system used to determine accessibility to capital funding.

The B.C. Region of DIAND, Indian Affairs Funding Services Directorate has developed a comprehensive manual which describes procedures for project development, and provides necessary project design and technical requirements (adapted excerpt from Matthew, 2000).

New schools and program expansion

Bands initiate funding requests for new schools and expanded grade levels or adult programs in existing schools by notifying the Director of Funding Services, B.C. Region of DIAND, by December 31 in the year preceding the intended opening or expansion (i.e. December 31, 1999 for a new activity in September 2000). A facility intended for use as a school has to be approved through an inspector’s certification by August 15 of the opening year. Advanced funding can be acquired, in the amount of 50% of anticipated enrollment (DIAND, 1999a: Tab C-5).

1.3.3 Band level services

Band operated school nominal roll counts are included in the Comprehensive Instructional Support Services (\$70 in 1999/00) to Bands (ancillary funding in the amount of \$200 per student is granted for students identified as provincially funded and Independent School attendees but is not available to Band operated schools). As noted above, funds for most support services are included in the base unit. Only special needs (\$278/FTE in 1999/00) and evaluation (\$27/FTE in 1999/00 – see footnote 2) have an identified value attached.

⁶ There has been no indication that funding will continue beyond 2002, despite the central role that technology now plays in education.



Bands are allocated funds to provide Guidance and Counseling for students as well as to administer the Band education program. The funding is based on \$134 per student for all students in elementary and secondary programs. Band school staff are also eligible for Band Employee Benefits, currently 5.5% Private Pension Plan plus Canada Pension Plan levels, which are available for all staff (DIAND, 1999a: I-2)).

1.3.4 Regional services

Bands have the opportunity to network and develop communication links through the First Nations Schools Association (FNSA). Input into FNSA operations is possible through annual Regional Sessions held by the First Nations Education Steering Committee, the Annual General Meeting of FNSA, an annual conference, and through communication with any of the ten directors who make up the FNSA board. FNSA communicates directly with the schools through newsletters, faxes, a website and at the Annual General Meetings. The Association has produced many print documents and offers access to information and resources which support Band operated schools in such areas as: special needs; governance planning and implementation; program planning and practice; parental involvement strategies; school assessment; and others. FNSA has sponsored a Speakers' Series that has provided expertise to support classroom teachers, parents and school managers in several areas. The Association has established a toll free line for teachers and parents of special needs students, which offers access to education specialists and research in areas of concern. FNSA has coordinated a Special Needs Assessment process within the schools which has allowed for the assessment of over 300 students in the 1998/99 and 1999/2000 school years. Funding for this project is not core funding and therefore cannot be regarded as an ongoing source of monies accessible to all schools.

2 FUNDING FOR FIRST NATIONS WITH INDEPENDENT SCHOOL STATUS

About twenty Bands or school boards within Bands have registered for and secured Independent School status for their schools. To do so they must apply to the Inspector of Independent Schools as a registered society under the B.C. *Society's Act* or be granted permission by an Order in Council passed by the British Columbia government (Beeke, 2000).

2.1 Instructional funding

Instructional funding varies according to which status Band schools choose to adopt. Bands who choose to have their schools identified exclusively as Independent are eligible for the full provincial (local school district) block rate for on-reserve, status students from DIAND and provincial funding, as described below for other students. Those who choose this funding structure do not receive any additional instructional, transportation, operations and maintenance and minor capital funds from DIAND.

Alternately, Bands may opt to secure Independent School status and maintain funding through DIAND as Band operated schools, receiving funds for eligible status, on-reserve students through the Band operated schools funding formula. Students who qualify for provincial funds are those who are ineligible for funds from DIAND (off-reserve status and non-status). Group 1 Independent schools are granted 50% of the provincial block rate for the district in which the school is located for all full time and partially qualifying⁷ students. Group 2 schools receive 35% of the block rate for qualifying and partially qualifying students (MOE, 1990).

2.2 Support services

Bands who choose to be identified strictly as Independent Schools receive ancillary funds from DIAND for program support through local cultural curriculum development and aboriginal languages at a rate of \$200 per student. Their nominal roll totals are also included in Band Comprehensive Instructional Support Service funding (\$70 per student in the current year) which is based on the nominal roll for all students.

Schools with Independent status are eligible for the special needs grants for all provincially funded students for whom additional programs are being delivered and documentation can be produced which identifies the student in one of the following categories: High Intervention (physically handicapped), Moderate Intervention (moderate to severe intellectual disabilities, physical disabilities and autism) and Severe Behaviour, for whom programs are being delivered (MOE, 1990). Notably, grants are not available for English as a Second Language, Learning Assistance, Speech and Language Services, Learning Disabilities and Mild Intellectual Disabilities (MOE, 1990: M-1). Technology upgrade funds (described above) are available to Independent schools.

⁷ "Partially qualifying students" are those enrolled for less than 135 days from July 1 to May 15 of the school year (MOE, 1990).

2.3 Provincial services

External evaluations of Independent Schools and combined Independent and Band operated Schools, done every four years, are funded by the province. The Independent Schools evaluation process includes: the completion of the Evaluation Catalogue by the school staff; an on-site inspection by external evaluators; meetings with school staff and community members; submission of an external evaluators' report with recommendations and suggestions; follow up visits to the school; and a monitoring visit two years after the evaluation (MOE, 1999).

Bands exploring the Independent school or combination Independent and Band operated school options generally calculate the funding that would be available to them and choose the designation which is most cost effective. The choices can include: a) becoming an Independent School, receiving the local district block rate for status, on-reserve students and 50% (for a Group 1 school) of the district block rate for all other students, or b) remain Band operated to secure DIAND funding for status, on-reserve students and retain Independent school status to secure 50% of the district block rate for all other students. Whether or not a school will choose either of these approaches is dependent upon many factors, including provincial block rate, location of membership (on or off reserve), transportation needs, special needs requirements, need for graduation credential, and philosophical or political considerations with regard to relations with other governing bodies.



3 COST OF EDUCATING FIRST NATIONS LEARNERS IN THE PROVINCIAL SCHOOL SYSTEM

The federal government has provided funds for Band operated schools with the requirement that they hire staff certified by the B.C. College of Teachers and deliver education to the standard set by the provincial system. Accordingly, it can be argued that the system used to allocate funds to Aboriginal students in the provincial system would be a reasonable starting point from which to calculate the real costs of education.

3.1 Context in which calculations have been completed

For the purpose of this paper, the Ministry of Education's 1999/2000 Funding Allocation System was used to generate the costs of funding schools having 100% of the students identified as "on-reserve Aboriginal Full Time Equivalent" students. Provincial funding levels provide reasonable values from which to examine costs since they have been developed, from research, into educational funding structures and are regularly updated to reflect current costs. To illustrate the costs which would be associated with providing an education for students equivalent in resourcing to that received for public school systems, two sample schools have been developed. The sample schools include an elementary school with 35 students (the mean number of students in First Nations elementary schools in 1999/00 is 37.6; see Appendix D for details) and a small elementary/secondary school with an enrollment of 100 (the mean number of students in First Nations Elementary/Secondary schools in 1999/00 is 102; see Appendix D for details). The calculations have been structured as follows:

**THE FUNDING
COMPARISON IS
VALIDATED BY THE
FEDERAL REQUIREMENT
THAT BAND SCHOOLS
MEET PROVINCIAL
STAFFING AND
PROGRAM
STANDARDS.**

- ❖ First Nations schools are assumed to be eligible for funding at levels comparable to Provincial Funding Allocation formulas and other provincial funding;
- ❖ Funding levels used for the sample schools are those of school districts in which First Nations schools are significantly represented;
- ❖ The enrollment is assumed to be 100% status, on-reserve students;
- ❖ The numbers for students at various grade levels are equal to the per cent in that grade according to the 1999/2000 DIAND Band operated schools nominal roll;
- ❖ District level funding has not been included;
- ❖ Capital Planning expenditures have not been included;
- ❖ School size is based on the federal School Space Accommodation system;
- ❖ Growth and facility planning for schools are not included;



- ❖ Dispersion calculations are not included because these are used to calculate travel by central administration (MOE, 1999b);
- ❖ Educator Salary Adjustments and Remoteness Adjustments for the appropriate school districts are included since these are realistic elements from which to derive funding in any system;
- ❖ Neither system funds Aboriginal languages and, accordingly, no allocation is made for this important area. It is maintained as a budget line, however, and areas where it could be included in the Provincial Allocation system are noted in Appendix F (this includes possible funding based on the Programme Cadre levels of \$300 per FTE, since Aboriginal Language curricula and instruction are still in a Developmental phase and this is the only language area in the allocation system which identifies an FTE rate. It could also be equated with French immersion programs, where immersion exists in First Nations schools);
- ❖ Special needs student designations are based on averages and percentages derived from research undertaken to date in B.C. First Nations schools and published in the August 1999 document *None Left Behind* (see Appendix E for details); and
- ❖ DIAND funding for schools of equivalent size would total \$247,290.70 for the elementary school (FTE 35) and \$663,518.00 for the elementary/secondary (FTE 100). (See Appendix G for the Band operated school calculation sheets. Transportation, Operations and Maintenance and Minor Capital for the Band operated schools are calculated as described in Appendix C).

**PROVINCIAL
FUNDING
ALLOCATIONS
PROVIDE BASELINE
VALUES FROM
WHICH TO BUILD
QUALITY
PROGRAMS FOR
FIRST NATIONS
STUDENTS IN B.C.**

For the calculations below, school sizes (35 students for Elementary and 100 for Elementary/Secondary) represent a conservative average number of students on DIAND Band operated schools nominal roll for 1999/2000 (see Appendices D and E for the calculation details). In general, costs indicated are conservative, given the omission of several areas that do not readily apply (see Appendix F for detailed calculations of provincial funding levels for both sample schools).

3.2 Allocations for First Nations learners using the B.C. Funding Allocation System

The provincial schools are funded through block funding which is adjusted annually to reflect changes in enrollment, programs and economic indicators (MOE, 1999a).

The funding allocation system includes three areas:

- ❖ *General Operating Grant* (including *Common Core* and *Specific District Grants*);
- ❖ *Targeted Grants*; and



- ❖ **Developmental Grants.** Within each area, there are calculations made to establish levels of funding, based on a variety of indicators (e.g. remoteness index, educator salary index).

3.2.1 Provincial General Operating Grant

The General Operating Grant *Common Core* (1999b: 1) budget includes funding for Student, School and District for:

- Base Classroom Instruction
- Library Services
- Program Implementation
- Local Equipment Support
- Student Testing/Assessment
- Computer Support
- Counseling
- Instructional Support Services
- Health Services

The *Common Core* grant for a First Nations school using the B.C. Funding Allocation System would be as follows:

Elementary School (35 FTE):	\$156,669.00
Elementary/Secondary School (100 FTE):	\$383,667.12

District Specific Grants take into account differences in enrollment for specific programs, geographic factors and educator salaries within each district (MOE, 1999a). They include calculations for:

- Career Programs
- Program Cadre
- Transportation and Housing
- Educator Salary Adjustment
- Small Secondary Schools
- Operations and Maintenance Student Density
- English as a Second Language
- Growth and Facility Planning
- Geographic Adjustments
- Languages (Japanese, Mandarin)

The total *District (school) Specific* grants for a First Nations school using the B.C. Funding Allocation System would be as follows:

Elementary School (35 FTE):	\$ 72,619.14
Elementary/Secondary School (100 FTE):	\$461,627.31

3.2.2 Provincial Targeted Grants

These funds must be spent in designated areas and most include Educator Salary Adjustment and Remoteness Adjustment calculations. Targeted funds are for:

- Special Education Programs
- Aboriginal Education
- District and School-Based Administration
- Learning Resources
- Provincial Learning Network
- Provincial Collective Agreements



Targeted Grants for a First Nations school using the B.C. Funding Allocation System would be as follows:

Elementary School (35 FTE):	\$119,648.34
Elementary/Secondary School (100 FTE):	\$281,329.55

3.2.3 Provincial Developmental Grants

This includes specific funding for implementing initiatives which have pre-determined goals and timelines. It is possible for programs to be undertaken under this designation and later be included in regular operating funding. These grants are distributed at a set rate for districts, schools and numbers of students. The figures below reflect the costs for implementation funding.

Developmental Grants for a First Nations school using the B.C. Funding Allocation System would be as follows:

Elementary School (35 FTE):	\$1,411.65
Elementary/Secondary School (100 FTE):	\$2,529.00

3.2.4 Total funding for the Aboriginal students in the provincial system

The above figures indicate that total funding for a First Nations school using the B.C. Funding Allocation System would be as follows:

Elementary School (35 FTE):	\$ 350,348.10
Elementary/Secondary School (100 FTE):	\$1, 129,152.99

3.2.5 Ministry of Education funding available outside the funding allocation system

Public schools have access to funds for various purposes which are accessed through proposals or other mechanisms. These include funds for:

- Debt Servicing (Capital - Including Annual Capital Allowance)
- Provincial Resource Programs
- Employer's Association Grant
- Distance Education Schools
- Accreditation
- Special Purpose Grants
- Pay Equity
- Adult ESL
- Technology Grant

The minimal funds which would apply to First Nations from the above would be valued as follows:

Accreditation funds for the year of preparing the school improvement plan:

Elementary School (35 FTE):	\$6,600.00
Elementary/Secondary School (100 FTE):	\$8,900.00



*Technology Grants provided by DIAND to both school systems
(until the year 2001/02) at a rate of \$300/FTE:*

Elementary School (35 FTE):	\$10,500.00
Elementary/Secondary School (100 FTE):	\$30,000.00

The above funding is representative of allocations which are available to all public schools and are reasonable opening benchmarks for the purpose of establishing the costs of delivering quality education to Aboriginal learners. Funding for Aboriginal students in Band operated schools of the same size is detailed in Appendix G. A listing of all identified areas of provincial education funding, and the federal areas identified for Band operated school funding, is found in Appendix H.



4 COMPARISON OF EDUCATION BUDGETS FOR FIRST NATIONS LEARNERS

Below are tables which illustrate the comparative levels of funding for Aboriginal/First Nations learners in the provincial and the federally funded Band operated systems for an elementary school with an enrollment of 35 students and an elementary/secondary school with an enrollment of 100 students. The differences in funding levels are immediately apparent, as is the fact that DIAND funding does not designate values for specific functions but rather describes the unit funding as covering a broad range of services (as illustrated in Appendix H).



COMPARATIVE 99/00 FUNDING FOR AN ELEMENTARY SCHOOL WITH 35 STUDENTS			
B.C Financial Allocation		Band Operated School	
Ministry of Education		Funding Structure, DIAND	
	<i>Identified Funds</i>		<i>Identified Funds</i>
Common Core Unit Funding – per FTE & per school rate	\$156669.00	Unit Funding – per FTE (excludes \$278/FTE Special Needs funding)	\$152670.00
Aboriginal Language	\$0.00	Aboriginal Language	\$0.00
Salary Adjustment	\$6920.00	Salary Adjustment	\$0.00
Geographic Adjustment	\$501.23	Below in Adjustment	
Administration \$2426.75			
Plant Maintenance \$9622.15			
Custodial Services \$14112.21			
Mainten. of Sch. Grnds \$3713.09			
Equip. Repr & Main. \$1301.32			
Utilities \$9406.38			
Total Operations & Maintenance	\$40581.90	Operations & Maintenance	\$21135.33
Transportation	\$24616.00	Transportation	\$20750.00
Core Special Needs \$4088.15			
Learning Assistance \$11960.67			
Health Services \$74.60			\$0.00
Severe Behaviour \$6014.00			
Moderate Handicap. \$19483.78			
Identification & Plan. \$725.20			
Total Special Needs	\$42346.40	Special Needs	\$9730.00
Aboriginal Education	\$39400.13	Aboriginal Education	\$0.00
School-based Administration	\$36026.77	Administration	\$20000.00
Learning Resources	\$1875.04	Learning Resources	\$0.00
Developmental Grants	\$1411.65	Developmental Grants	\$0.00
(Growth and Facility Planning – not calculated)		Minor Capital	\$2526.00
Remoteness factored into calculations		Adjustment for Small School and Geographic Index	\$17876.00
		1.3% increase on Instructional Block	\$2603.43
Total Prov. Allocation	\$350,348.12	Total Band School Funding	\$247,290.76



COMPARATIVE 99/00 FUNDING FOR AN ELEMENTARY/SECONDARY SCHOOL WITH 100 STUDENTS			
B.C Financial Allocation Ministry of Education		Band operated School Funding Structure, DIAND	
	<i>Identified Funds</i>		<i>Identified Funds</i>
Total Common Core Unit Funding – per FTE & per school rate	\$383667.12	Unit Funding – per FTE (excludes includes \$278/FTE for Special Needs)	\$436200.00
Career Programs	\$15275.00	Career Programs	\$0.00
Aboriginal Language	\$0.00	Aboriginal Language	\$0.00
Salary Adjustment	\$21212.11	Salary Adjustment	\$0.00
Geographic Adjustment	\$3041.89	Geographic Adjustment - below	
Small Secondary Schools	\$243100.00	Small Secondary Schools	\$0.00
<i>Operations & Maintenance</i>			
Administration	\$4976.89		
Plant Maintenance	\$24956.67		
Custodial Services	\$38391.97		
Mainten. of Sch. Gnds	\$12724.03		
Equip. Repr & Main.	\$10680.13		
Utilities	\$34227.82		
Total Operations & Maintenance	\$125957.51	Operations & Maintenance	\$65284.69
Transportation	\$53040.80	Transportation*	\$60488.00
		*Transportation as per Chehalis Community School – FTE 100	
Core Special Needs	\$4057.27		
Learning Assistance	\$20699.00		
Health Services	\$3956.52		\$0.00
Severe Behaviour	\$6014.00		
Moderate Handicap.	\$58753.80		
Identification & Plan.	\$2072.00		
Total Special Needs	\$95552.55	Special Needs	\$27800.00
Aboriginal Education	\$112553.52	Aboriginal Education	\$0.00
School-based Administration	\$67322.05	Administration	\$20000.00
Learning Resources	\$5901.44		\$0.00
(Grth & Fac. Plan. – not calculated)		Minor Capital	\$7500.00
Developmental Grants	\$2529.00	Developmental Grants	\$0.00
Remoteness factored into calculations		Adjustment for Small School and Geographic Index	\$39440.00
		1.3% increase	\$6805.00
Total Prov. Allocation	\$1,129,152.99	Total Band School Funding	\$663,517.69

4.1 Funding for Band operated school versus provincially allocated schools

The above comparisons illustrate a great difference in funding allocations for First Nations learners from the two governments. Initially, the core funding from the federal government appears to be generous compared to the provincial core. However, when details are examined as to what each is expected to cover, it becomes apparent that inequities are present.

The provincial *Common Core* Grant funds⁸ are slated to fund:

Base Classroom Instruction	Local Equipment Support
Library Services	Health Services
Program Implementation	Counseling
Student Testing/Assessment	Computer Support
Instructional Support Services	

The federal Instructional block (further broken down in Appendix I) includes funds for:

Professional Salaries	Curriculum Development
Books and Supplies	School Administration
Special Education	Advice and Assistance
Paraprofessional Services	Second Official Language
Indian Education Information Service	
Aboriginal Languages/Cultural Curriculum/Cultural Education	
Development, production, piloting and evaluation of Aboriginal Language material	
English as a Second Language – Primary language not English	
Geographic Location of School (in school formula and calculated with Small School Factor)	

The funding provided within the core or block of each system is far from parallel. The federal block includes the provincial equivalent of Base Classroom Instruction, Library Services, Program Implementation, Testing/Assessment, Counseling and Computer Support. The federal block does not include health services and the provincial Local Equipment Support is best equated with the federal Minor Capital from funding outside the instructional block. Instructional Support Services identified in the provincial block parallel federal funding in the respect that they include some funds for school-based clerical support but are mainly intended for district level support (MOE, 1993). A comparison between the provincial and federal funding areas is attached as Appendix H.

The federal government has generated an itemized list of areas to be funded under the titles listed above. A complete listing of these inclusions is attached as Appendix I. This listing is matched with an approximate equivalent in the provincial funding structure in Appendix H. Although the lists cannot be accepted as absolutely parallel without much deeper research, they do demonstrate that many of the services the DIAND funding structure includes in the block are funded through *District Specific Grants*, *Targeted Grants*, *Developmental Grants* and other sources in the provincial system. As the above tables

⁸ Unless otherwise identified, all provincial funding information discussed below is extracted from the B.C. Funding Allocation System as shown in calculations of budgets in Appendix F.



illustrate, funding provided to Band operated schools by DIAND is much less than that available to the B.C. public schools.

The DIAND Instructional block share is intended to fund all areas assigned to the provincial *Common Core* except that of Health Services. In addition, the DIAND block is supposed to fund: all costs for Special Education; Aboriginal Language and Cultural curriculum development, delivery, and evaluation; cultural activities; Education Board; Advice and Assistance; and Indian Education Information Services, which includes assistance in the development of local control, policy development, program development and expansion, and evaluation of Departmental and other agencies' policies. All of the above functions are expected to be carried out with funds supplied in the Instructional block. The dilemma to be considered, is whether the federal instructional block is adequate to realistically fund the broad range of services it is described to be resourcing.

THE DIAND FUNDING BLOCK IS INTENDED TO COVER ALL AREAS FOR WHICH THE PROVINCE PROVIDES CORE, DISTRICT, TARGETED AND DEVELOPMENTAL GRANTS.

The provincial system funds all secondary career planning and preparation programs. Notably, Career and Personal Planning is a required course for graduation and there is no funding provided for it within the DIAND allocations except for cooperative education programs accessed by some schools on a proposal basis⁹. The *District Specific Grant* allocations also fund second languages, Programme Cadre and ESL, the geographic adjustment, a salary adjustment, and operations and maintenance.

Overall funding

The provincial funding allocation system supplies far higher levels of funding than DIAND provides. For each school the compared funding is as follows:

School	Provincial	Federal	Difference
Elementary - 35 FTE	\$350,348.10	\$247,290.76	\$103,057.34
Elementary/Secondary - 100 FTE	\$1,129,152.99	\$663,518.00	\$465,634.99

For the elementary school, the provincial formula would provide an additional \$103,057.34. Band operated school funding would have to be increased by more than 41% to match this funding. For the elementary/secondary school, provincial funding is \$465,634.99 greater, representing over 70% more funding than is currently provided to Band operated schools of the same size. A portion of this funding accommodates for economy of scale factors that will be discussed below in more detail.

Transportation funding

When compared, funding for transportation in the two systems does not vary substantially, with the larger federally funded school receiving \$7,447.20 more than the provincial school of equivalent size. Alternately, the elementary federal school receives \$3,866 less

⁹ In 1999/2000 Cooperative Education Programs were delivered in 15 schools through a proposal process (FNESC, 1999).

transportation funding than if it were based on the provincial funding allocation. These calculations are formula driven and accordingly subject to variations.

Operations and Maintenance

In terms of the Operations and Maintenance budgets, the provincial funds provided far outstrip those provided to federal schools of similar size. The elementary school with provincial funding receives \$19,446.57 more than its federal counterpart and the provincial elementary/secondary \$60,672.82 more than the federally funded school. This tremendous difference suggests that Band operated schools, with the same expenditure requirements for administration, custodial services, maintenance of school grounds, equipment repair and maintenance, and utilities are being drastically underfunded in this area.

4.2 School level support services for Band operated versus provincial schools

There is no core school level funding provided for Band operated schools. Funding within the provincial system recognizes that student and school level funding is needed to cover many program areas. Specifically, the areas of special needs, learning assistance, Aboriginal education, District and School-based Administration and Learning Resources are targeted and resources for them at the school level are calculated as follows:

- ❖ **Special Education** – per school for core funding (adjusted for Educator Salary and Remoteness indices) and by level of need for each identified student;
- ❖ **Learning Assistance** – (within Special Education), by student FTE and per school (adjusted for Educator Salary and Remoteness indices);
- ❖ **Aboriginal Education** – per identified student, adjusted for numbers of students e.g. first 15 elementary at a rate of \$1303 per student, next 200 at a rate of \$933 per student (adjusted for Educator Salary and Remoteness Indices);
- ❖ **District and School Based Administration** – school level includes a school and student FTE amount for Parent Advisory Council and school and student FTE rates for school based administration (adjusted for Educator Salary and Remoteness indices); and
- ❖ **Learning Resources** – school level funding is by school and student FTE and includes a section for funding levels of school growth by student numbers (both adjusted for Remoteness).

Each school is also eligible for Provincial Collective Agreement funds to accommodate increased staff requirements resulting from the Agreement. Notably, increases allowed for staff are from \$56,902 to \$60,000 per FTE teacher (MOE, 1999b). Finally, each school is eligible for a *Developmental Grant* for Implementation Training.



Special Education

As illustrated in the above funding comparison tables, the federal government does not fund any special programs or support services outside the instructional block. The funding difference is most stark in the area of special needs where federal funding amounts to \$278 per student. Recent research in First Nations schools illustrates that, region wide, \$1,405,290 was expended for Band school students' special needs in 1998/99. Based on the numbers of students identified in specific areas of special needs, the provincial allocation system would have funded these students in the amount of \$6,858,469 (Kavanagh, 1999). Provincial funding is 4.88 times greater than the DIAND rate which is reasonably comparable to the differences in the above sample school calculations, given that the above figure includes a district calculation and the sample schools do not have any district funds included (which would raise the provincial equivalent funds). Based on school level funding for the sample elementary school, special needs provincial funding is 4.35 times the DIAND rate (\$40,581.90 as compared to \$9730) and elementary/secondary funding 3.44 times (\$95,552.50 as compared to \$27,800) greater than the DIAND rate. These figures include a core special needs budget, learning assistance, health services, identification and planning, and funds for individually identified special needs students.

**SPECIAL EDUCATION
WILL HAVE TO BE
RESOURCED AT
488% OF THE
CURRENT RATE TO
MEET PROVINCIAL
STANDARDS.**

Aboriginal Education

Federal funding makes no mention of funds for Aboriginal Education as such. Yet, the provincial system adds these funds to their *Common Core* with the rationale that the Ministry of Education's goal of parity in academic performance has not been realized due to a complex set of circumstances that include socio-economic factors, lack of a strong home-school connection which supports school-based learning and cultural alienation (Sullivan, 1989). Surely many of these elements also exist in Band operated schools mandated to deliver public school programs. While these schools can strive to overcome cultural alienation and the many other areas which interfere with satisfactory performance, it is difficult for them to do so successfully when the funding to develop the necessary programs is not available.

4.3 Band and district level funding compared

There is no straightforward means of comparing second level services between federally and provincially funded schools; however, it is possible to look at areas of funding at district levels to glean some sense of the kinds of support which are recognized as necessary at the district level in the provincial system and examining how any absence of Band funding may influence the ability to deliver comparable services.

Currently, at the Band level, funding supports are as follows:

- ❖ Guidance and Counseling - \$134 per FTE
- ❖ Comprehensive Instructional Support Service - \$70 per FTE

(note – there is a further \$200 per student allotted to Bands for students on nominal roll but Band operated school students are not counted for this cultural curriculum and aboriginal language funding.)

- ❖ Boarding Allowance – for \$4350/year for eligible students
- ❖ Secondary Student Allowance – from \$100 - \$300/year for Grades 8 to 12

It is unlikely that the above funds generally support Band operated school programs. The Guidance and Counseling funds are used by most Bands to hire an Education Coordinator. This position is used to oversee the post secondary, public school and Band operated school programs. The breadth of responsibilities may result in limited service to Band schools.

Boarding and Secondary student allowances are managed by Bands and go directly to eligible students or programs to support them. They are not generally accessible to Band schools.

Areas for which the provincial system provides district level funding include:

District level funding from *District Specific* Funding:

- ❖ English as a Second Language (ESL) - in districts in which it applies
- ❖ Geographic Adjustment Travel
- ❖ Capital Planning
- ❖ Operations and Maintenance Planning – Administration and Custodial Services
- ❖ Transportation and Housing – Extra-curricular Secondary Transportation

District level funding from *Targeted* Grants:

- ❖ Core Special Needs
- ❖ District and School-based Administration (a trustee rate as well)
- ❖ Learning Resources – Regular Instruction
- ❖ Provincial Learning Network

District level funding from *Developmental* Grants:

- ❖ Implementation Training

While it must be recognized that the large provincial system has tremendous support service needs due to the size of its operations, it must also be recognized that Band schools do require supports for many facets of their operations. For example, while ESL is not generally needed for Band operated schools, the schools are constantly struggling for resources to support the development, implementation and evaluation of their Aboriginal language programs.

The provincial system includes district level funding for travel which factors in the geographic adjustment and capital planning. DIAND funding includes the geographic factor in the school funding formula. Capital planning is done through submissions by individual Bands. There is no structure beyond the individual Bands to ensure that ongoing facility upgrade and maintenance is undertaken as needed.

Provincially, administration and custodial services for operations and maintenance planning have district level, as well as school and FTE funding, attached. Whereas custodial services are likely best maintained locally by Bands, there could be an administration function beyond the school level which might well serve Band schools. Provincially, extra-curricular busing is funded through district core plus secondary FTE transportation costs. This is not a budget area that is included for Band schools.

From *Targeted* grants, districts are funded for core special needs, administration, learning resources for regular instruction and the provincial learning network. The need for realistic funding to support special education in First Nations schools has been well documented. As current research initiatives are demonstrating, having a coordinating body for overseeing the initial phases of assessment and programming support has proven to be a useful strategy for extending services to special needs students. Organization of First Nations schools to ensure that all schools share access to resources for regular instruction is an area worth exploring. Any organization of First Nations schools on a wider scale would require a reasonable level of administrative resourcing.

4.4 Third level or province-wide services to Band operated versus provincial schools.

The provincial education system, responsible for delivering service to over 613,000 students with a budget of 3.628 billion dollars, is supported by personnel in the areas of: Government Policy and Finance, Governance and Legislation; Educational Programs; Management Services; Educational Support Services; and Communications. Within these areas several branches oversee specific activities (MOE, 2000).

Band operated schools have access to a federal system charged mainly with the distribution of funds. The official contact for Band operated schools is their Funding Services Officer with whom they may discuss their funding queries. There is no educational support system in place since, following government policy, the federal government has devolved all programs to Band level administration. Provincially, First Nations have received regional education funding through political organizations such as the Union of B.C. Indian Chiefs, the First Nations Summit and, since 1992, through the First Nations Education Steering Committee. The latter is the only organization that has the mandate to focus continuously on education issues and has been instrumental in supporting the establishment of the First Nations Schools Association (FNSEA). As of 1998, federal funding in the amount of \$148,000 was made available to the First Nations Schools Association, responsive to a recognized need for a formal, ongoing and broadly based support system for the First Nations schools. Currently, the Association is guided by ten regionally appointed/elected directors who work to advance quality, culturally appropriate education through advocacy, research and communication.

The Association has played a valuable role as a clearinghouse for information of concern and interest to First Nations schools, while helping students overcome the isolation that they experience as institutions divided by space and opportunities to share information and garner mutual support for development. The role for a province-wide organization will be examined below in greater detail.



4.5 Education funding and economies of scale

The concept of “economies of scale” originated in the world of commerce and is based on the premise that lower unit costs can be realized when volume is high. Converted into educational terms, it is based on the assumption that larger units can use staff and resources in a more efficient manner. Historically, calculations for educational funding have generally been undertaken by large jurisdictions (provinces, states etc.) to serve populations in medium to large institutions. Consequently, the unit costs arising from these calculations factor in the efficiencies which are understood to be derived from having larger institutions. For example, schools with 500 or 600 students accumulate huge resources through unit (FTE) costs, and these resources can be spread amongst more students, with the maximization of time, space and support personnel. Small schools, alternately, accumulate fewer funds through their unit allotments, yet they too require an adequate level of resources to serve their students at the required standard.

FIRST NATIONS SCHOOLS ARE SMALL AND COMMUNITY BASED, AND THEREFORE, WELL POSITIONED TO REFLECT LOCAL PRIORITIES AND FOCUS ON SPECIFIC NEEDS.

Current research is revisiting the dictum that bigger is better, particularly in terms of the delivery of quality educational services. Educational research is focusing on the relative costs of streamlining students through large institutions and finding that smaller schools deliver better academic results for minority and low-income students, as well as raising levels of mutual respect, parental involvement and overall student and staff accountability (Theobald & Nachtigal, 1995; Cotton, 1995; Howley, 1996; Irmsher, 1997). The definition of small schools in the research, however, identified them as schools enrolling between 400 to 500 students. First Nations schools in B.C. are much smaller. The research cited could be best applied to them when considering the possibility that the affective results from smaller schools are perhaps realized even more profoundly by the very small First Nations schools.

More applicable to the First Nations situation in B.C. is the review of provincial funding completed in 1993. This research included discussions around the issue of economies of scale. It was noted that such economies are taken for granted even in the public system in areas where they cannot be validly applied. The research recommended the following after examining the issues surrounding economies of scale:

- 1) Economies of scale applied to special programs result in inadequate funding since such programs require higher levels of resourcing than regular programs. The technical distribution working group recommended incremental funding of supplementary costs by district and per student for special needs, career preparation, English as a Second Language and Aboriginal programs (MOE, 1993: 13).

DISREGARD FOR ECONOMIES OF SCALE FOR SPECIFIC PROGRAMS AND OUTDATED FUNDING LEVELS FOR FORMULA COMPONENTS CONTRIBUTE SIGNIFICANTLY TO UNDERFUNDING IN BAND OPERATED SCHOOLS.



- 2) Economies of scale applied to district level administration created an imbalance in funding that could be resolved by setting down a base allocation at the district level and a second allocation reflective of actual enrollment.
- 3) Library and school based administration were calculated to consider the higher costs that are required in small schools. The research illustrates that the assumption of economies of scale has the greatest impact on the smallest schools. This finding has significant implications for First Nations schools. The more equitable funding calculations, using a base amount plus a per student allocation, resulted in increases in personnel for all schools with between 10 and 25 students enrolled (MOE, 1993: 21).
- 4) Economies of scale negatively influenced the level of funding needed to ensure that there is instructional support for all grades in schools enrolling small numbers of secondary students. To overcome shortfalls for small secondary school funding, the technical group suggested raising minimum staffing levels for grades eight to ten and maintaining them for grades ten to eleven. Funding which provided increments based on smaller numbers of students per grade converted to staff increases for all secondary schools with an enrollment of 200 students or fewer (MOE, 1993: 24).

THE ASSUMPTION OF ECONOMIES OF SCALE HAS THE GREATEST IMPACT ON THE SMALLEST SCHOOLS.

Subsequent provincial funding has incorporated the above information and this is reflected in the allocations to the sample First Nations schools described above.

Band operated schools have been consistently faced with the challenges of diseconomies of scale¹⁰. With school sizes that range from fewer than 10 to a high of 300, they do not fare well when funded through formulas created for much larger institutions within systems that have well-established support and management structures already in place.

The national Band school formula was initially based on funding for the province of Ontario (DIAND, 1987). It is described as addressing the issue of diseconomies of scale in the area of operations and maintenance, the geographic factor and the small school factor. Funding levels were also set based on the assumption that the Guidance and Counseling function in place with the Bands would serve the schools. In practice, this is not necessarily the case. Similarly, Band school administration costs were reduced to reflect that "Band Support Funding ...covers some education related administrative expenses"(DIAND, 1987: 5) and benefits were funded at a level of 6.5% with the expectation that Band Support funding would pay any balance above this level (DIAND, 1987). Whereas the operations and maintenance budgets now reflect building size on the School Space Accommodations Standards, the geographic and small school indices and cost per square metre rate have not been updated since 1987/88. The result is budget levels that fail to supply adequate funding for the many functions that the school is required to undertake. There is an urgent need to address the economies of scale issue with regards to special programs, library resources, school-based administration, small secondary schools and secondary programs in Band operated schools. The federal government can begin to deal with drastic underfunding to

¹⁰ For the purpose of this paper "diseconomy of scale" refers to the financial disadvantages that accrue to small schools when they are funded as though the concept of "economies of scale" can be logically applied to them.



First Nations schools by addressing outdated funding levels for components within the instructional formula and taking into consideration economies of scale which result in under-resourcing for specific programs.

5 COST OF QUALITY EDUCATION FOR FIRST NATIONS LEARNERS IN B.C.

5.1 Cost of quality education in Band operated schools, taking into account economies of scale

The comparisons made above illustrate clearly that funding currently provided to Band operated schools is insufficient for the provision of quality services. The assumption that the DIAND instructional block supplies adequate funding is difficult to substantiate when compared with resources provided by the provincial school system for the equivalent functions and services.

5.1.1 Instructional costs

Firstly, DIAND claims to be covering a wide range of services with funds provided in the instructional block (see Appendix I). Many of these areas are funded separately in the provincial system which makes allowances for their high costs and the diseconomies of scale that can impede equitable program and service delivery; provincial funding recognizes that they need to be considered on a case by case basis. Secondly, DIAND adjustments which are made to the instructional block in the areas of small schools and geographic location have not been updated since 1987 in spite of rising costs over the last thirteen years in terms of all aspects of delivering services to small schools or acquiring supplies and services in geographically remote areas.

The DIAND block does not acknowledge the need for additional instructional funding to be tied to special programs such as Aboriginal language and the added costs associated with developing curricula relevant to First Nations learners. Funding received on a per school plus eligible student basis would help to overcome current deficits in the areas of program development and personnel availability. The funding supplied for special needs, as has been noted, does not approach responding to actual needs. In addition to funding by actual eligible student, provincial funding supplies core special education funding, learning assistance, and identification and planning funds in the area of special education. First Nations schools require reasonable funding to complete the necessary functions of supporting special needs students.

Band operated elementary/secondary schools suffer the greatest deficits with regard to the diseconomy of scale argument. By adopting the allocation system currently used by the province, DIAND could ensure that secondary students in Band schools are getting access to the appropriate level of service and that the historical failures suffered by First Nations youth are being addressed in realistic ways.

5.1.2 Support services costs

School based administration is another area where adequate funding needs to be addressed. DIAND requires that all school staff be B.C. College of Teachers certified and these credentials come at prices set within the provincial system. Band operated schools are



competing for teachers who have access to union wage scales, benefit plans and job security when working in the public school system. Whereas it is recognized that small schools will have reduced administrative functions, the requirement for professional personnel to oversee school operations means that administration costs will be high.

It is critical that professional management be in place and accounted for in the diseconomy of scale faced by most schools, in order to ensure quality program planning, delivery and evaluation.

Similarly, it would be advisable to take into account economy of scale factors in the provision of library services. Currently, there is no identified funding for books and librarian services in spite of the fact that access to a wide selection of suitable reading materials is critical for ensuring that students achieve academic success.

School transportation and operations and maintenance funding levels have not been adjusted since 1994 and 1988 respectively. Clearly, the costs associated with these areas have increased substantially in recent years. Operations and maintenance funds are based strictly on School Space Accommodation Standards and the cost of school ground maintenance is not even taken into consideration. Further, utilities costs are assumed to be covered within this area and these costs have risen dramatically in the last several years. As illustrated in the funding comparisons, provincial budgets are far more generous in these areas and this difference needs to be addressed. The total operations and maintenance for the compared elementary schools are \$40,581.90 from the provincial allocation versus \$21,135.33 from DIAND. The secondary comparisons distribute \$125,957.51 provincially compared to \$65,284.69 federally. Given that DIAND funding is intended to cover 100% of the operations and maintenance costs to Band operated schools, it is critical that the current funding levels be closely examined.

Recommendations for addressing funding shortfalls in First Nations schools include the following:

- 1) Place specific values on the items outlined in the DIAND Instructional block (Appendix I) with particular attention to personnel costs, First Nations language and curriculum costs, and school management costs;**
- 2) Update and refine the Operations and Maintenance formula and update the Transportation and Geographic indices to reflect current costs;**
- 3) Provide identified funds on a per student and per school basis for those areas which are influenced by economies of scale: special education, learning assistance, Aboriginal Education, administration, learning resources, and secondary schools; and**
- 4) Provide a budget area equivalent to the provincial "Educator Salary Adjustment" which recognizes realistic and annually increasing costs in this critical area.**



5.1.3 Second level and third level service options and associated costs

First Nations schools have largely emerged and developed as separate, isolated entities. They have evolved as the expression of communities fiercely attached to their autonomy who are striving to define and develop programs for their children which will somehow support the rebirth of their cultures while opening doors to the modern world.

One further angle from which to approach the issue of economies of scale is to consider how the schools might use the concept in their favour; by sharing resources for specific functions the schools can explore the possibilities of delivering enhanced services.

Historically, attempts by First Nations schools to work together have been thwarted by an absence of funding for such activities. Since 1992 the First Nations Education Steering Committee has been working in all aspects of education for B.C. First Nations, and since 1996 the First Nations Schools Association has worked to advance the capacity, credibility and resources of the schools. Research undertaken by FNESC and FNSA has identified areas in which it would be fruitful for the schools to work together. Specifically identified as beneficial has been coordination for the purposes of: curriculum and resource sharing and exchange; staff expertise exchange; sharing of best practices and policy manuals; sharing of evaluation strategies; and the sharing of culturally relevant curricula and assessment tools. Currently, centralized funding for the schools amounts to \$148,000 allotted to the First Nations Schools Association and managed as mandated by the Directors and the member schools through annual assemblies. There has been limited exploration to date about possible intermediate structures for the sharing of information and resources among smaller groups of schools and there is no funding provided for such activities. Options for working together, and possible funding structures for doing so, are described below.

5.1.3.1 Areas for funding through second and third level structures

At the outset, it is critical to recognize that any second and third level organization must be constituted to support the schools and not be granted any power or jurisdiction which would interfere with local autonomy. Such an organization can only be created at the will of the schools involved. Current work is being done by the First Nations Schools Association in the areas of:

- a) communication about programs, human and material resources, policies, professional development opportunities, regional sessions and conferences;
- b) research in several areas including standards, evaluation, governance, school calendar, parental involvement and policy;
- c) coordination of special needs project, special needs resource line;
- d) development of First Nations education website; and
- e) development of a strategy for completing school assessments.

Other possible functions for some level of centralized structure could include:

- ❖ sharing of professional expertise including consultants, assessors, evaluators, boards, administrators, and teachers;

- ❖ providing development support for: staff, management, administration, Aboriginal language and cultural programs, policies, curricula, assessment and school evaluators;
- ❖ overseeing capital and growth planning needs; and
- ❖ acting as a clearinghouse for sharing of resources.

5.1.3.2 Funding strategies for areas managed by a provincial body

One possible strategy would be to have the central FNSA continue to carry out its current functions and seek increased funds to allow it to expand its operations to complete other necessary duties. It must be noted that all of the above functions are identified as being funded by the DIAND instructional block or other funding available to Bands.

The current funding provided to FNSA is not, in reality, sufficient to respond to the needs that exist.

The Ministry of Education in B.C. is managed by a provincial body which operates out of Victoria. Included at the provincial level are five major functions, subdivided into departments and branches as indicated in brackets:

- 1) Government Policy and Finance and Governance and Legislation (Policy, Planning & Research, School Finance, and Capital Planning);
- 2) Educational Programs (Curriculum, Special Programs, Aboriginal Education, and Field Services);
- 3) Management Services (Financial Advice and Assistance, Human Resources, Information Services, and Information and Privacy);
- 4) Educational Support Services (Education Technology, Data Management & Student Certification, and Program Evaluation); and
- 5) Communication (MOE, 2000a).

While it is not suggested that First Nations require parallel departments to support the growth and development of First Nations schools, the above list does illustrate that public schools have a well developed structure to support them and underlines the fact that First Nations have a minimal structure, while being expected to create the same results within their systems. Though First Nations run schools enroll about 1% the student numbers of those in public school, they are responsible for carrying out all of the functions described above. The provincial First Nations educational organization has to be funded in a manner which takes these requirements into consideration.

Accordingly, it is recommended that First Nations be granted funds to carry out the functions of:

- 1) Government Policy and Finance and Governance and Legislation;**
- 2) Educational Programs;**
- 3) Management Services;**

- 4) Educational Support Services; and
- 5) Communication.

In 1999/2000 the central Ministry operated at a cost of over \$41 million, funded outside the allocation system, to support the expenditure of \$3.628 billion in elementary/secondary school operations (Aboriginal Education Branch, 2000). The third level organization in this large system is financed at about 1.1% of the costs of operation.

- ❖ For management of First Nations schools, an equivalent percentage would amount to \$389,439 (1.1% of the 1999/2000 Band operated schools budget of \$35,403,548), which is over twice that currently provided. Given economies of scale considerations and the **developmental** nature of the schools, it would be appropriate to enhance this amount for a provincial organization.
- ❖ If the calculation is considered as a rate based on provincial rate per school, the centralized system is funded in the amount of approximately \$23,400 per school (\$41 million divided by 1750 public schools). A comparable calculation for Band operated schools would yield (\$23,400 x 121) centralized funding in the amount of \$2,831,400. Naturally, it could be argued that provincial schools are much larger and such a comparison cannot be realistically made. Nonetheless, the need to consider economies of scale and **developmental** funding to ensure that an effective organization is established might be argued.

The provincial system also contributes funds to its education partners, in the following amounts:

- ❖ \$109,000 to the British Columbia Teachers' Federation;
- ❖ \$28,000 to the British Columbia Principals' and Vice Principals' Association;
- ❖ \$15,000 to the British Columbia Superintendents' Association;
- ❖ \$352,000 to the British Columbia Parents' Advisory Committee (Aboriginal Education Branch, 2000); and
- ❖ School trustees are funded from within the allocation system at a rate of \$10,000 per trustee (see Appendix F: 9).

In effect, there is centralized financial support for education professionals, at school and district levels, and for school managers, within two separate organizations. These are all areas in which no explicit funds are supplied to Band schools from DIAND. In fact, none of the above groups in First Nations schools have an organizational structure since no funding exists to promote even the most basic information sharing among professionals or management groups. At present, it would be most helpful if teachers, administrators and managers of First Nations schools had some capacity to communicate with their respective colleagues throughout the province, to establish priorities for First Nations education from their perspectives. A core budget managed at the provincial level would provide the

opportunity for the above groups to become established. While further research is necessary to establish appropriate comparable funding, the organization for funding in the provincial system provides some insight into the acceptable standard for resourcing groups charged with responsibilities within the education field.

5.1.3.3 Tribal regions structure

The development of structures to support First Nations schools could be based on tribal areas, geographic areas, or Aboriginal language groups. This approach would address the often noted concern that First Nations schools continue to feel a sense of isolation and lack of mutual support due to their inability to work closely with their nearest colleagues and communities. A geographically smaller unit could take greater advantage of economies of scale, allowing professional staff and school management personnel to meet at lower costs to share ideas, materials, strategies, and expertise.

The regions could be created following the boundaries chosen by First Nations schools themselves, when deciding how to divide their representative directors to the First Nations Schools Association. This would entail a division of the province into eight sectors as shown on the map in Appendix A, which roughly represent different language groups or neighbouring tribal groups. This arrangement would maximize the funding in the respect that having expertise and support locally will reduce costs for travel, and expertise can be exchanged rather than becoming an added budget expense.

This type of organization assumes that the FNESA would continue to function and provide the supports now in place and maintain the facility to house and distribute materials, resources and advice to enhance quality services throughout the province.

5.1.3.4 Ensuring funding across the full spectrum of educational needs

It is important to recognize that the above discussions may not be all inclusive. For example, the provincial allocations are supplemented by funding outside the block in nine areas (see section 3.2.5 above), many of which do not apply to First Nations. Those which may apply to First Nations include resources for Accreditation, Special Purpose Grants and Provincial (regional) Resource programs, which could be elements in a future broader based organizational structure. Similarly, although adult ESL is not of concern to First Nations, it is understood that adult special needs is an area that requires additional support. It should be recognized that First Nations may have unique needs which have not been addressed in the above discussions. For a review of a full range of educational areas which might have to be considered when securing funding, see *Integration of Services: From Concept to Reality* (Morgan & McGettigan, 1999).

5.2 Resourcing quality education in a treaty, self-government or land claims agreement

Quality education comes at a high cost. First Nations entering into a treaty, self-government or land claims agreement are obliged to research the full range and depth of both present and future educational needs in order to ensure that they can afford the



education needed by their communities in the future. The type of agreement negotiated will depend upon the kinds of education programming the First Nation expects to assume responsibility for within the treaty. First Nations who are concerned mainly with delivery of services to their children from the public system can choose various options. In *Building Strong Communities Through Education and Treaties*, (Williams, 1997), a range of options are presented which include creating agreements with provincial systems to ensure that the First Nation's interests will be represented in this system while securing sufficient federal funding for the support services needed in the community to support successful programs. For others, the treaty or agreement may include securing funding for operating institutions in the communities, assuming a high degree of jurisdiction and control.

NEGOTIATORS ARE COMPELLED TO JUSTIFY LEVELS OF FUNDING NEEDED BY FRAMING THEIR ARGUMENTS IN TERMS THAT GOVERNMENTS UNDERSTAND.

5.2.1 Jurisdictional and legal issues

Whereas the intention of treaty and self-government agreements is to extend control and jurisdiction to the farthest possible limits, legislative constraints can get in the way. As noted earlier, issues around jurisdiction over education are complex and there is currently no resolution which gives First Nations clear rights over the education of their children (Morgan, 1999). While in attendance in public institutions, First Nations students are subject to the laws of the province and First Nations negotiations can result in agreements for input and influence in this system to gain programs and policies which better serve the First Nations learner. Even when programs are delivered by First Nations it cannot be assumed that current education authorities have legal jurisdiction; the creation of binding agreements is one means of expanding this right. At present, treaties, self-government or land claims agreements provide an opportunity for First Nations to have their inherent right to jurisdiction over education recognized and fully protected by section 35 of the *Constitution Act, 1982*. (Morgan, 1998: 11) In order to gain clarity and be prepared to thoroughly document the kinds of resources that will ultimately be required to manage, deliver and maintain quality education programs, it is suggested that First Nations negotiate an agreement for interim measures to test the viability of future treaty arrangements. An interim step can be used to test the design and adequacy of resourcing levels while taking into account:

- ❖ whether an agreement recognizes the First Nation's inherent jurisdiction and, if not, whether this (is) of concern to the First Nations in the particular context; and
- ❖ whether the agreement is to be protected by section 35 of the *Constitution Act*, and, if not, whether such protection is appropriate for such an agreement (Morgan, 1998: 52).

To date, the James Bay and Northern Quebec Agreement, the Yukon First Nations Self-government Agreement, the Nisga'a Agreement, and the Mi'kmaq Education Agreement have incorporated clauses with regard to education. As described in *Building Strong Communities Through Treaties and Education*, modern agreements have earned First Nations the right to create school boards, enter into agreements for services with other levels of government, and make laws which allow them to certify Aboriginal language



teachers and enact education legislation so long as these laws allow “articulation between school systems and admission to provincial universities” (Williams, 1997: 35).

Self-government and treaty agreements are intended by the First Nations who sign them to chart a new course of independence, cultural revival, and a return to balance with the world at large. It is noted that one area which is important to attend to in any treaty or self-government agreement is to ensure that funding is sufficient to meet all present and future needs in all areas. This paper is limited to matters relating to education; however, it is recommended that education be considered as it relates to areas such as health, child welfare and childcare.

5.2.2 Resourcing requirements

First Nations in the treaty process must negotiate sufficient school funds to provide quality education into the future, providing the rich learning environment that is envisioned when this exciting and challenging process is undertaken. Points to consider include the following:

- ❖ The status quo for treaty education funding may have deficiencies; settlements reached by the James Bay Cree and Yukon First Nations have not included sufficient funds to achieve the First Nations educational goals (Williams, 1997).
- ❖ When the costs for funding First Nations students are viewed through the provincial budget allocation system, in recognition of the current requirement of First Nations schools to meet the standards of this system in the education they deliver, the requirements for additional funding becomes abundantly clear. The following chart outlines the **percentages of increase needed in DIAND Band school funding to match provincial funding** levels for 2 sample schools:

Area	35 FTE	100 FTE
Overall budget	41% increase	70% increase
Special Education	335% increase	244% increase
Oper. & Mainten.	92% increase	93% increase
Administration	180% increase	336% increase
Transportation	16% increase	

- ❖ DIAND Band operated school funding does not identify specific funding amounts for Aboriginal languages, Aboriginal education, career programs and secondary student programming.
- ❖ For the Nation entering into a treaty or other self-government agreement, there must also be consideration given to the longitudinal costs of instruction for a growing population, capital planning, transportation, school growth and ongoing operations and maintenance.

FIRST NATIONS ENTERING AGREEMENTS NEED TO BE AWARE THAT CURRENT FEDERAL FUNDING FOR SCHOOLS IS NOT SUFFICIENT TO SUPPORT THEM IN DELIVERING QUALITY EDUCATION.

The areas listed above and the funding levels identified offer a conservative estimate of current values and it must be noted that they will need to be adjusted to account for increases in cost of living and rising demand through population growth. Formulas could be developed to project budget requirements over time. A sample of a current formula can be found in the Mi'Kmaq agreement.

While it is understood that First Nations are negotiating access to resource revenue and increased economic opportunity, it is imperative that First Nations continue to access transfer payments from the federal government at a level that enables them to address current gaps or inadequacies in service delivery. Perhaps a period of time, such as a generation or twenty years, could be negotiated, during which the transfer payments would continue, with adjustments for cost of living increases. After a pre-determined period, First Nations could begin to assume responsibility for specific services. It is anticipated, however, that a minimum amount of transfer payments will remain in perpetuity, much like those for the provinces and territories.

5.2.3 Other considerations when entering a treaty, self-government or land claims agreement

It is critical that First Nations successfully secure sufficient resources for quality programs when entering into agreements which can result in an enormous expansion in the number, breadth and depth of responsibilities. Given the interconnections between education and many other social aspects, it is desirable that First Nations create plans which encompass a full range of services and set them into a framework which can actualize their community vision.

In order to gain a clear perspective as to the many overarching government acts, bills, regulations and policies which have to be considered when developing an agreement, First Nations can refer to the FNESC publication *Integration of Services: From Concept to Reality* (Morgan & McGettigan, 1999). This document clarifies the complex legal arena into which First Nations step when entering agreements that involve the educational/social areas. The document illustrates that a First Nation taking over responsibilities for education will inevitably have to consider no fewer than twenty pieces of existing government legislation, bills, regulations, and policies which ground and confirm the jurisdictions of other levels of government. When taken with child welfare, child care and health, the numbers soar. Fortunately, the resource document includes a listing of areas to explore when preparing for an agreement, giving some shape to the array of issues that have to be considered (Appendix J).

FIRST NATIONS FORMING AGREEMENTS FOR SELF-GOVERNANCE IN EDUCATION ARE FACED WITH EXAMINING THEIR STATUS IN RELATION TO MORE THAN 20 DOCUMENTS WITHIN VARIOUS DEPARTMENTS WHICH GIVE LEGISLATIVE POWERS TO OTHER LEVELS OF GOVERNMENT.

Morgan points out that the creation of an agreement provides First Nations with the opportunity to integrate the above services in unique and creative ways. Such an approach is consistent with the First Nations aspirations for holistic well being in their communities through education that embraces all aspects of every individual's growth (NIB, 1988a).



From this perspective, the negotiation for adequate resources can be built on a foundation which supports much more than quality education. Agreements developed around the traditionally appropriate model of planning by combining overlapping service areas can address requirements for effectiveness and efficiency while advancing the central objective of enhancing overall quality of life while securing the full range of resources necessary to achieve this outcome.



6 CONCLUDING STATEMENT

It is evident that any First Nation entering a treaty, self-government agreement or land claims agreement must be fully cognizant of the costs of quality education. The provincial system gives a basis from which to explore possible costs but First Nations taking on extensive responsibilities will have to factor in added costs for the management and development costs within their evolving systems.

What must be recognized is the fact that the provincial system, on which the calculations for this paper have been based and accordingly accepted as financially valid, continues to fail to deliver quality education to First Nations. This suggests that resources alone cannot create success for First Nations learners and that other solutions have to be pursued if success is to be achieved. For over a century, First Nations children in British Columbia have participated in education systems created for and operated under the authority of external governing systems. From the residential schools, through the federal schools and the eventual integration policies which brought First Nations learners into the provincial public system, Aboriginal children have struggled to fit into the programs and processes designed for the larger society. Even the advent of Band operated schools did not create the shift envisioned by many First Nations, since the schools are mandated to provide programs and curriculum which meet B.C. Ministry of Education standards.

In spite of these challenges, changes are evident which may give cause for hope. The current environment has prompted increased commitment to advancing the aspirations of First Nations who have been striving for the right to take full responsibility for the education of their children. Provincial legislation, court decisions at the highest levels, federal policy statements and the dogged message from First Nations people that they must be participants in their children's education are gradually opening doors that were previously closed.

First Nations have opportunities today that were unavailable to them even ten years ago. With legislative and judicial changes, they are entering an era when the possibility of true jurisdiction over education may be acquired. History has taught that this can best come to fruition in an arena where the resources are available to supply services that are equal to and better than those that are provided elsewhere. As always, First Nations people know and understand where their strengths and knowledge lie. As Cajete confirms, "(i)t is true that much has been lost in the wholesale assaults on Indian culture during the past 500 years. But, the cultural roots of Indian ways of life run deep. Even in communities where they seem to have totally disappeared, they merely lie dormant, waiting for the opportunity and the committed interest of Indian people to start sprouting again. Indigenous education is one of those dormant roots. The tree may seem lifeless, but the roots still live in the hearts of many Indian people" (Cajete, 1994:191).

As Cajete suggests, the possibilities for First Nations who still have limited jurisdiction over their educational lives have not yet been fully tapped; in the last two decades First Nations institutions have been thwarted by a struggle to survive in an environment with too few



resources to initiate innovations, share knowledge and build on successes in any coherent manner.

Currently, stakeholders and governments are affirming and re-affirming their commitment to support First Nations autonomy over the educational lives of their children. What is abundantly clear is that sufficient resources must be made available if quality education, created, developed and delivered on First Nations terms, is to become a reality.



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FACT SHEET - COST OF QUALITY EDUCATION FOR FIRST NATIONS LEARNERS

Rationale for use of provincial allocation values:

1. First Nations Band Operated schools are required to deliver programs which meet provincial standards, employing staff who are provincially accredited.
2. The provincial allocations are based on research and reflect generally current costs in several areas; the provincial allocation system places value on a broad range of educational costs.
3. First Nations students attending Band operated schools have the right to the same standard of education delivered within the provincial system and there are clear costs associated with delivering quality programs.

Funding comparison:

The comparison of funding supplied through the provincial allocation system to the average size Band operated school in British Columbia reveals, to reach parity with provincial funding, Band operated school budgets would require:

- ❖ increases ranging from 41% to 70% in overall budgets
- ❖ an increase of 488%, region-wide, for special needs funding
- ❖ an increase of at least 92% for operations and maintenance
- ❖ increases of 180% to 336% in administration

Recommended changes:

The federal government can begin to overcome the funding disparities while addressing the issue of economies of scale in First Nations schools by:

- 1) Assigning specific values to the items outlined in the DIAND Instructional block (Appendix I) with particular attention to personnel costs, First Nations language and curriculum costs, and school management costs;
- 2) Updating and refining the Operations and Maintenance formula and updating the Transportation and Geographic indices to reflect current costs;
- 3) Providing identified funds on a per student and per school basis in the areas influenced by economies of scale: special education, learning assistance, Aboriginal Education, administration, learning resources and secondary schools; and
- 4) Providing a budget area equivalent to the provincial "Educator Salary Adjustment" which recognizes realistic and annually increasing costs of school personnel.

Funding of second and third level services:

The federal government can address the reality that Band operated schools are in a developmental phase and need effective second and third level support to build on quality education and take advantage of the economies of scale by working together. This can be achieved by providing regional funding to carry out the functions of:

- 1) Government Policy and Finance and Governance and Legislation
- 2) Educational Programs
- 3) Management Services
- 4) Educational Support Services
- 5) Communication

Such funding can be calculated as:

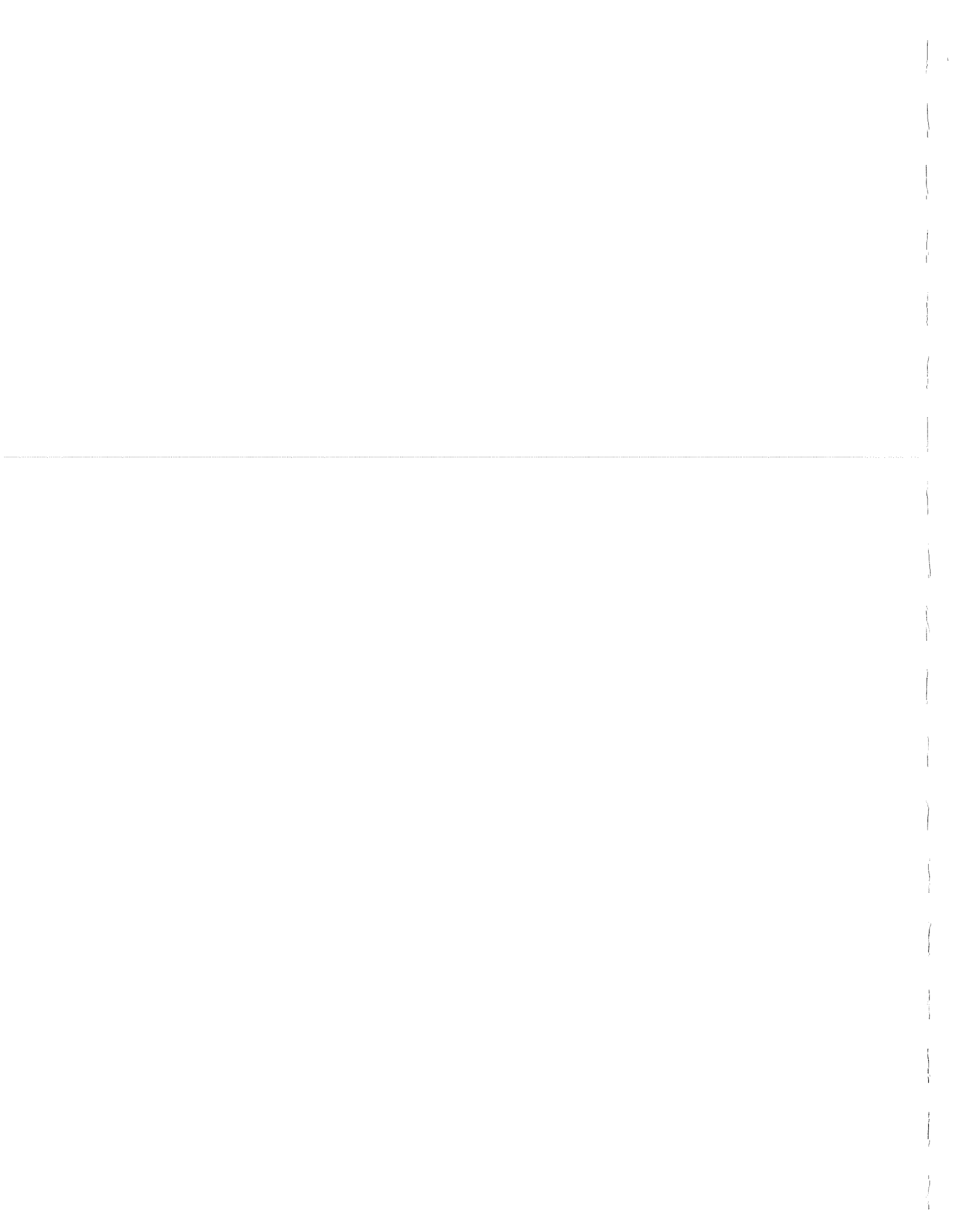
- ❖ a percentage of total Band operated school costs to the region, which is \$35,403,548 for 1999/2000 (1.1% would be \$389,439)
- ❖ using the provincial equivalent of approximately \$23,400 per school ($\$23,400 \times 121$) for total centralized funding in the amount of \$2,831,400 (see Section 5.1.3.2 for details)



Appendix A

Map of First Nations Schools in British Columbia

Source: supplied courtesy of the First Nations Schools Association



Appendix C

Calculations for Operations and Maintenance, Transportation and Capital in First Nations Schools *Adapted Excerpts from Matthew, 2000*

Operation and Maintenance

Building operation and maintenance is funded according to a formula that considers school size, space entitlement and geographic factors. Adult students are not considered when calculating space entitlement.

The major components to the calculation of Operation and Maintenance funds are:

The **gross funding requirement (GFR)** is that amount required to operate and maintain a facility to generally accepted standards. The **net funding requirement (NFR)** is the GFR less the amount the operator or administrator received as a result of user fees or other income. Band schools net funding is equivalent to 100% of gross funding.

Operation & Maintenance Costs are determined in the following manner:

O & M Costs (GFR) = Base Unit Cost x City Centre Index x Zone (remoteness) x Asset Count. In B.C. the following table illustrates how O & M costs are calculated:

Asset subclass	CC Centre	City	Units	Unit Cost	City Centre Index	Zone 1	Zone 2	Zone 3	Zone 4
School	Vancouver		sq. metres	48.42	.96	1.0	1.34	1.66	1.89
School	Victoria		sq. metres	48.42	.97	1.0	1.34	1.66	1.89
School	Kamloops		sq. metres	48.42	1.20	1.0	1.34	1.66	1.89
School	Pr. George		sq. metres	48.42	1.26	1.0	1.34	1.66	1.89
School	Pr. Rupert		sq. metres	48.42	1.36	1.0	1.34	1.66	1.89
School	Whitehorse		sq. metres	48.42	1.59	1.0	1.34	1.66	1.89
School	Ft. St. John		sq. metres	48.42	.99	1.0	1.34	1.66	1.89

City Centre Indices:

For seven geographic areas identified a major population centre where various economic indices for O&M can be readily defined. A City Centre is assigned to each First Nation based on the proximity of the First Nation's most populated site to the City Centre that best reflects the economic activities of the site.

Remoteness Zones:

A **Service Centre** is the nearest community to which a First Nation can gain access to supplier, equipment and material services, to a pool of skilled or semi-skilled labour, and to financial institutions, provincial and federal services.

Zone 1: located within 50 km of the nearest service centre with year round road access.

Zone 2: located between 50 and 350 km from the nearest service centre with year round access road.

Zone 3: located over 350 km from the nearest service centre with year round road access.

Zone 4: no year round road access to a service centre.

Generally, O & M costs include those major cost components required to operate and maintain a facility, i.e. labour, fuel, electricity, equipment and material.

The O & M **Unit Costs** represent that cost required to operate and maintain facilities in Vancouver. **City centre** and **remoteness** indices allow a user to estimate average facility O & M costs in a particular location. In order to apply this methodology to a specific facility it is necessary to make further adjustments considering the life of the facility, its physical condition, the type of construction and the accessibility to the site.

They must be supplemented by specialized professional assessment of the many varying local or site-specific factors and their impact on the project cost.

It is the responsibility of asset managers/officers to identify project anomalies and variations from normal conditions and to make the necessary cost adjustments.

All estimates must be dated, as a cost estimate has a limited life, particularly in a period of changing inflation rates and fluctuating market conditions.

Daily transportation

Funds for band school transportation are embedded in the Comprehensive Instructional Support Services budget, along with funding other education funds (DIAND, 1999a: E-13). Funding is provided for transporting all students in the K4 to grade three levels. Transportation funding is provided to those students in grades 4 to 12 who live more than 1.6 kilometres away from the school. The funding is also based on the distance a student lives from a public school. If a student lives 30 kilometres away from a band school and ten kilometres from the public school, the transportation will be based on the shorter distance, that is, to the public school. Once the number of eligible students is determined a calculation of the transportation budget can be made using the following table.

Indian and Northern Affairs Transportation Formula

Bus Size in Number of Passengers	1995/96 Daily Rate	# of School Days	Total Cost
20	102.42	19	\$19,869.50
24	106.96	194	20,750.30
36	132.45	194	25,695.60
48	135.42	194	26,271.80
54	135.54	194	26,272.70
60	139.54	194	27,070.30
72	143.94	194	27,924.40

Capital

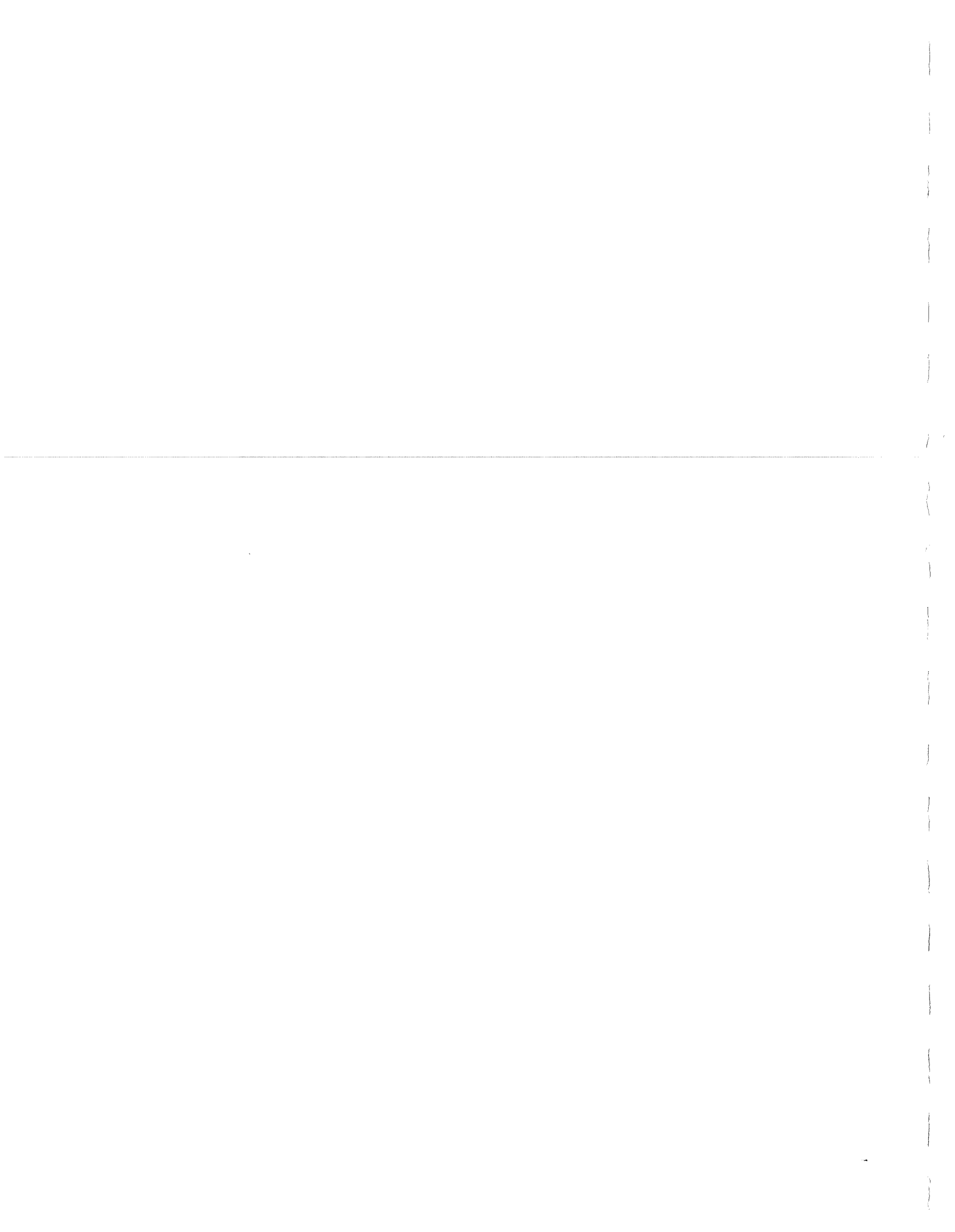
Funding for capital construction and renovation requirements are not part of the regular formula funding provided to every school. Funding is provided by application to the B.C. Indian Affairs regional office. To qualify for funding a community must meet criteria which place them on a priority list. The following chart shows the priorities/factors as well as their weighted "points":

CATEGORY	FACTORS	POINTS
I	Health and Safety Factors	200
II	Overcrowding / Overloading	110
111	Curriculum Opportunities/Requirements	70
1V	Transfer from Provincial Schools	30

The Indian Affairs Funding Services Directorate has developed a comprehensive manual which describes procedures for project development as well as provides necessary project design and technical requirements (*excerpt from Matthew, 2000*).

New schools and program expansion

Bands initiate funding requests for new schools and expanded grade levels or adult programs in existing schools by notifying the Director of Funding Services by December 31 in the year preceding the intended opening or expansion (i.e. December 31, 2000 for a new activity in September 2001). A facility intended for use as a school has to be approved through an inspector's certification, by August 15. Advanced funding can be acquired, in the amount of 50% of anticipated enrollment (DIAND, 1999a: Tab C-5).

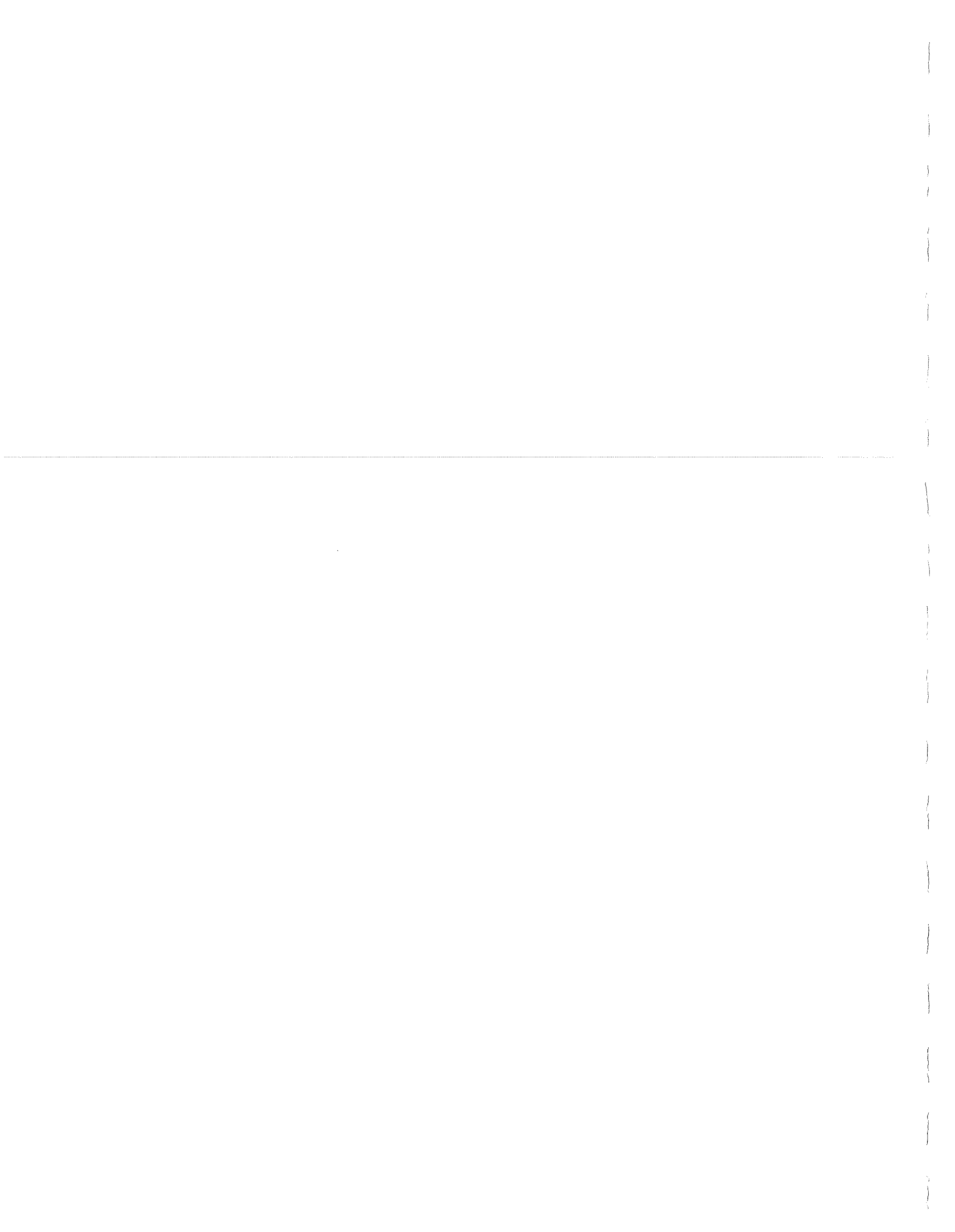




Appendix D

First Nations Students in British Columbia 1999/2000
by School for all First Nations and by Grade for Band Operated
Schools on Department of Indian and Northern Affairs
Nominal Roll 1999/2000

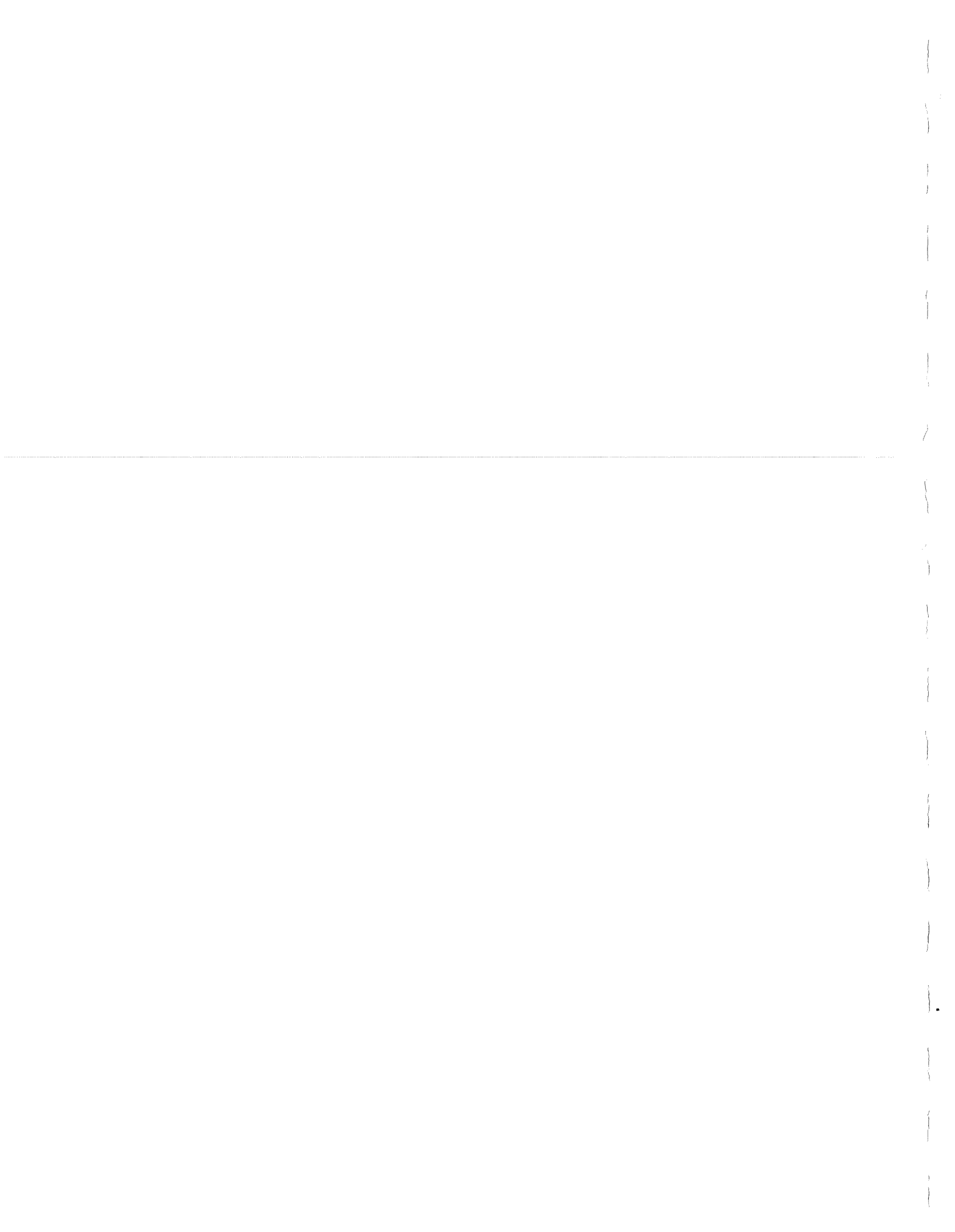
Source: DIAND, 1999 and FNESC 2000



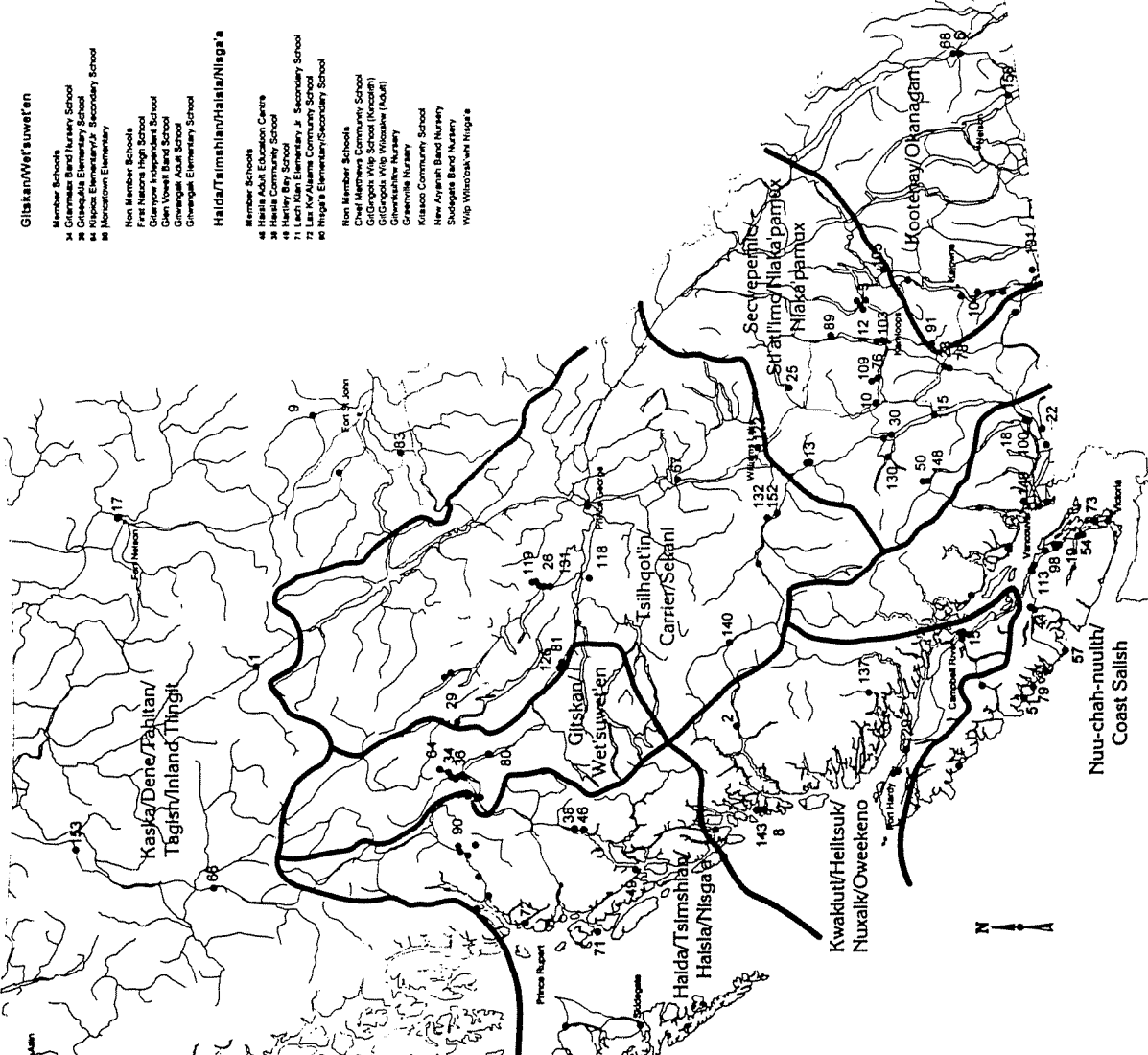
Appendix D

First Nations Students in British Columbia 1999/2000 by School for all First Nations and by Grade for Band Operated Schools on Department of Indian and Northern Affairs Nominal Roll

Schools, by grade levels, in First Nations communities in 1999/2000						
Nursery 32	N/K 8	K4- Gr.8 30	Ele/Sec 37	Sec/SS 23	Total Schools 130	
16	10	14	80	30		
13	16	42	48	33		
2	30	18	107	64		
14	36	13	182	1		
20	96	40	183	25		
3	1	72	30	41		
12	4.5	23	61	42		
10	2	15	32	56		
9		23	82	38		
9		42	93	13		
12		35	91	13		
5		25	114	39		
14		25	25	36		
3		99	94	22		
19		21	300	61		
2		26	102	12		
23		45	94	11		
5		24	33	55		
17		31	40	45		
7		38	209	51		
4		15	28	14		
6		15	132	54		
4		5	62	60		
4		21	120			
5		6	230			
3		17	47			
18		95	83			
4		16	87			
5		153	62			
5		116	44.5			
1.5			31			
0.5			26			
			80			
			270			
			180			
			161			
			143			
275	195.5	1130	3786.5	816	6203 Total Stud.	
8.59375	24.375	37.66	101.58	35.47	Ave. # St. by School type	
32	8	30	37	23	# of schools by type	



Map Numbers and Membership in the First Nations Schools Association 1999-2000



- Kaska/Dene/Tahltan/Tagish/Inland Thlingit**
- 11 Member Schools
 - 11 Chetah Community School
 - 22 Chilkoot Landing Preschool
 - 44 Haisla Elementary School
 - 55 Haisla Elementary School
 - 66 Haisla Elementary School
 - 77 Haisla Elementary School
 - 88 Haisla Elementary School
 - 99 Haisla Elementary School
 - 100 Haisla Elementary School
 - 101 Haisla Elementary School
 - 102 Haisla Elementary School
 - 103 Haisla Elementary School
 - 104 Haisla Elementary School
 - 105 Haisla Elementary School
 - 106 Haisla Elementary School
 - 107 Haisla Elementary School
 - 108 Haisla Elementary School
 - 109 Haisla Elementary School
 - 110 Haisla Elementary School
 - 111 Haisla Elementary School
 - 112 Haisla Elementary School
 - 113 Haisla Elementary School
 - 114 Haisla Elementary School
 - 115 Haisla Elementary School
 - 116 Haisla Elementary School
 - 117 Haisla Elementary School
 - 118 Haisla Elementary School
 - 119 Haisla Elementary School
 - 120 Haisla Elementary School


- Gitksan/Wet'suwet'en**
- Member Schools
 - 11 Member Schools
 - 22 Member Schools
 - 33 Member Schools
 - 44 Member Schools
 - 55 Member Schools
 - 66 Member Schools
 - 77 Member Schools
 - 88 Member Schools
 - 99 Member Schools
 - 100 Member Schools
 - 101 Member Schools
 - 102 Member Schools
 - 103 Member Schools
 - 104 Member Schools
 - 105 Member Schools
 - 106 Member Schools
 - 107 Member Schools
 - 108 Member Schools
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 - 112 Member Schools
 - 113 Member Schools
 - 114 Member Schools
 - 115 Member Schools
 - 116 Member Schools
 - 117 Member Schools
 - 118 Member Schools
 - 119 Member Schools
 - 120 Member Schools

- Haida/Taimshaiw/Haisla/Nisga'a**
- Member Schools
 - 11 Member Schools
 - 22 Member Schools
 - 33 Member Schools
 - 44 Member Schools
 - 55 Member Schools
 - 66 Member Schools
 - 77 Member Schools
 - 88 Member Schools
 - 99 Member Schools
 - 100 Member Schools
 - 101 Member Schools
 - 102 Member Schools
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 - 120 Member Schools

- Kwakwaka'wakw/Nuxalk/Oweekeno**
- Member Schools
 - 11 Member Schools
 - 22 Member Schools
 - 33 Member Schools
 - 44 Member Schools
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 - 77 Member Schools
 - 88 Member Schools
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 - 120 Member Schools

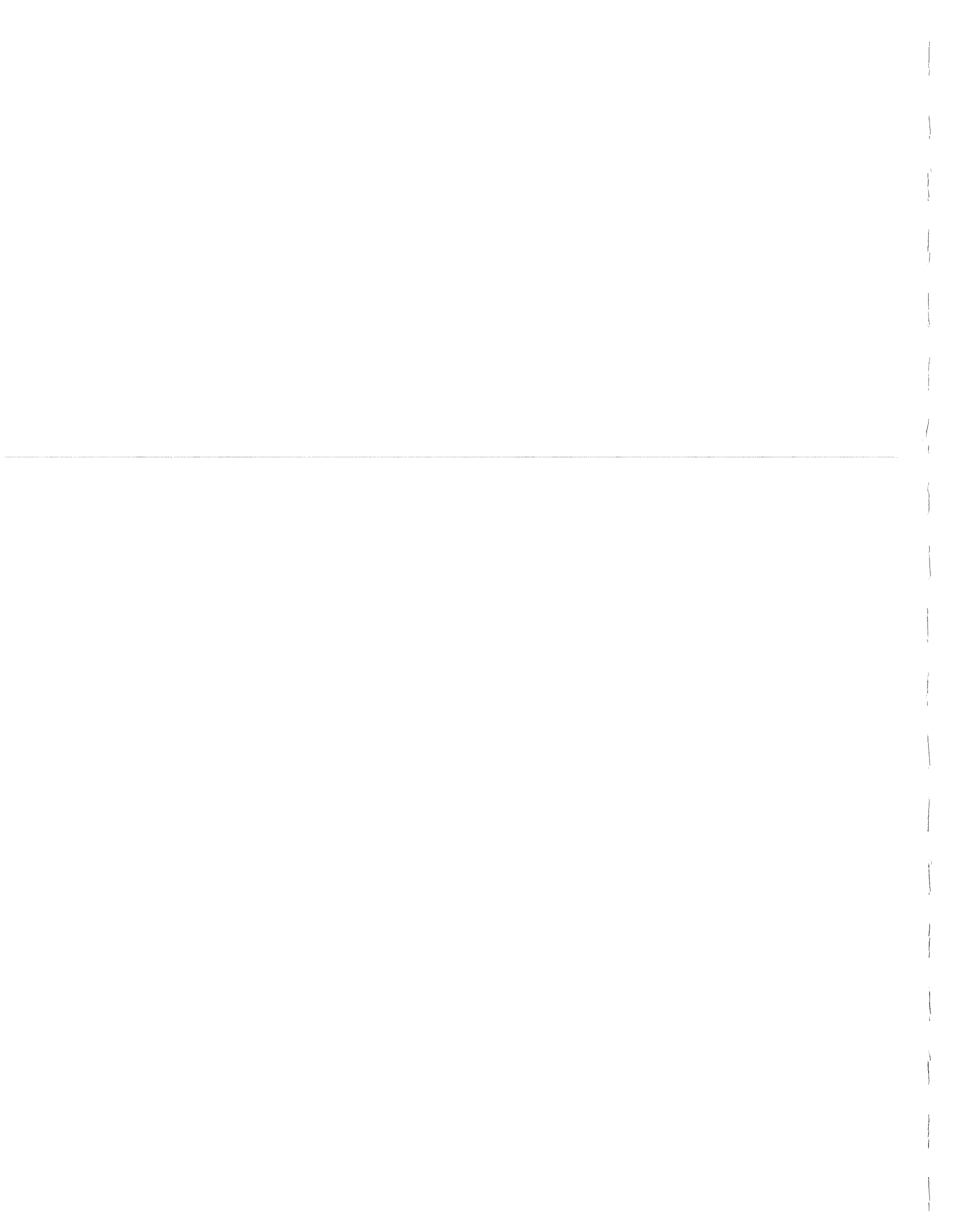
- Secwepemc/Sit'at'imc/Nlaka'pamux**
- Member Schools
 - 11 Member Schools
 - 22 Member Schools
 - 33 Member Schools
 - 44 Member Schools
 - 55 Member Schools
 - 66 Member Schools
 - 77 Member Schools
 - 88 Member Schools
 - 99 Member Schools
 - 100 Member Schools
 - 101 Member Schools
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 - 118 Member Schools
 - 119 Member Schools
 - 120 Member Schools

- Nuu-chah-nulth/Coast Salish**
- Member Schools
 - 11 Member Schools
 - 22 Member Schools
 - 33 Member Schools
 - 44 Member Schools
 - 55 Member Schools
 - 66 Member Schools
 - 77 Member Schools
 - 88 Member Schools
 - 99 Member Schools
 - 100 Member Schools
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 - 114 Member Schools
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 - 116 Member Schools
 - 117 Member Schools
 - 118 Member Schools
 - 119 Member Schools
 - 120 Member Schools



First Nations Schools Association 1999-2000

- Member (with number)
- Non-member
- School Region Boundary
- Road
- Rivers and lakes
- Scale 1:6,000,000

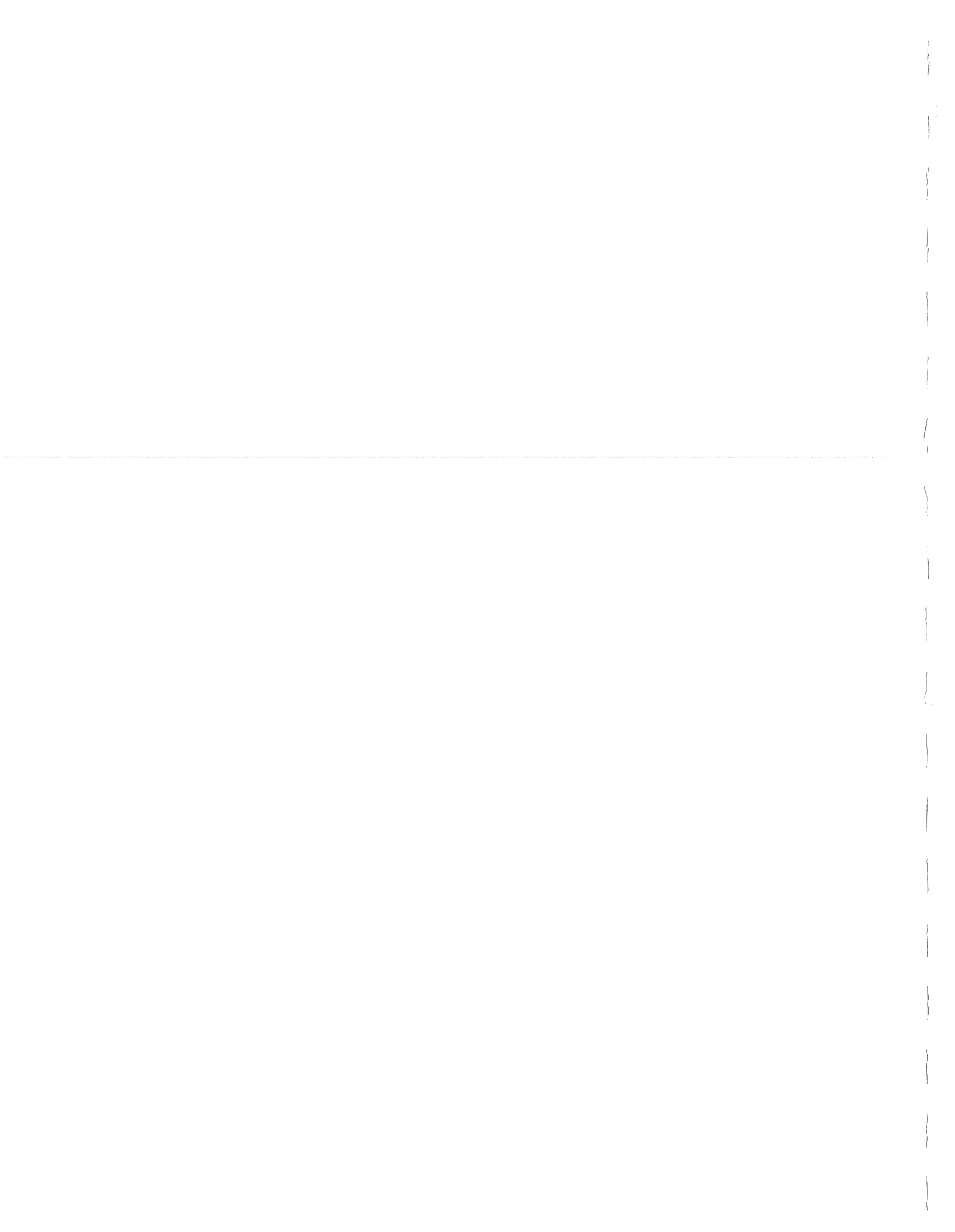




Appendix B

Calculations of Instructional Block Funding and Adult Funding Levels
for First Nations Schools

*Source: adapted excerpt from N. Matthew, First Nations
Education Finance (2000), First Nations Education
Steering Committee*



Appendix B

Band School Funding Block Details and Adult Secondary Funding

Source: Adapted Excerpts from Matthew, 2000

The funding for instruction in 1999/00 is calculated from a **base rate** of \$4,640 per full time student registered on the Band operated school's nominal roll.

The **base rate** is adjusted according to a **geographic factor** and a **small school factor**. The rates established by the formula are multiplied by the number of **units**, or students. This allocation is then supplemented by an **administrative allocation**. The number of students attending the band operated school must be registered on the **nominal roll**.

Factors identified to bands in the allocation manual as being included in the funding calculation include:

- enrollment
- remoteness
- small school size
- administration
- low cost special education
- school evaluation

The Band School Instructional Funding reflects enrollment by school calendar year and is calculated for the fiscal year (April 1 to March 31) according to the following formula:

For the fiscal year 1999/2000 the unit price, or FTE rate, was set at \$4640 by DIAND. The calculations for the fiscal year are separated into (a) for the calculations based on the number of students in April to June of 1999 (based on September 1998 nominal roll, representing 3/10 of Total funding (Box 10a), and (b) for the calculations based on the number of students from September 1999 to March 2000 (based on September 1998 nominal roll), representing 7/10 Total funding (Box 10b). For 1999/2000 1.3% was added to the total funding. Together, these figures comprised the budget for the 1999/2000 fiscal year. In April 2000, adjustments were made to the 1999/2000 allocation to reflect September 1999 nominal roll counts for .7 of the budget (September 1999 to March 2000).

In the 2000/2001 fiscal year, initial funding will be based on the September 1999 nominal roll. In January 2001, budgets will be adjusted so that .7 of the budget will reflect actual nominal roll for September 2000 to March 2001 (DIAND, 2000).

In 2000/2001 the unit rate will be increased by 2.5% but this will result in an actual increase of 1.9% since the block is being reduced by the \$27 formerly dedicated for school evaluations (DIAND, 2000). That is: $(\$4640 - \$27) \times 1.025 = \$4728$

Band Operated Schools Funding Calculation Sheet

Box 1	<u>Calculation Units</u> UNITS = Full Time Equivalency (FTE): total number of full time students	1 student K full-time to 12 equals 1 FTE (K4= 0.5 FTE)
Box 2	<u>Calculate unit funds</u> Total students is multiplied by Unit\$	FTE Units x Unit \$ (\$4640)
Box 3	<u>Geographic Factor Calculation</u> [by Band - <i>Education Services Handbook</i>] range from .08 (e.g. Sooke) to 1.65 (eg. Ft. Ware)] divided by 2	Geo. Index divided by 2 = Geo. Factor
Box 4:	<u>Small Schools Factor</u> [Units (FTE) divided by no. of grades with at least one student]	= average no. of students per grade
Box 5:	<u>Adjustment Factor Calculation:</u> Geographic factor multiplied by Small Schools factor	Box 3 multiplied by Box 4
Box 6:	<u>Funding Correction Calculation</u> (Box 5) multiplied by Box 2 (FTE Units x Unit\$)	Box 5 multiplied by Box 2 (funding correction)
Box 7:	<u>Administrative Allocation</u> \$20,000 for administration, for most schools	when FTE is more than 10
Not shown	Special Education - no longer factored into calculation - \$278 is allocated within the FTE block for low cost Special Needs	Prev. \$160/FTE and \$16,700 /High Cost
Box 9:	<u>Total Funding</u> [FTE Units x Unit\$ (Box 2)] + Adjustment + Administration	Box 2 + Box 6 + Box 7
Box 10:	<u>Total Budget Calculation</u> Nominal Rolls for April to June (3/10) and September to March (7/10) are combined	Box 9 totals divided by 3/10 and 7/10 and added together
1999/00	For 1999/00 1.3% is added for volume increase	Added to Total Budget Calculation

Source: DIAND, (1999). *Education Services Handbook*. B.C. Region, DIAND.

Many First Nations Schools have secondary programs which include adult learners (over 19 years old) or school aged (under 19 years old) graduates who have returned to school to complete certain courses. The funding for these adult learners and school aged graduates is calculated differently from the regular secondary students, or non-graduates. The term "graduate" means having graduated with a B.C. regular or Adult Dogwood certificate.

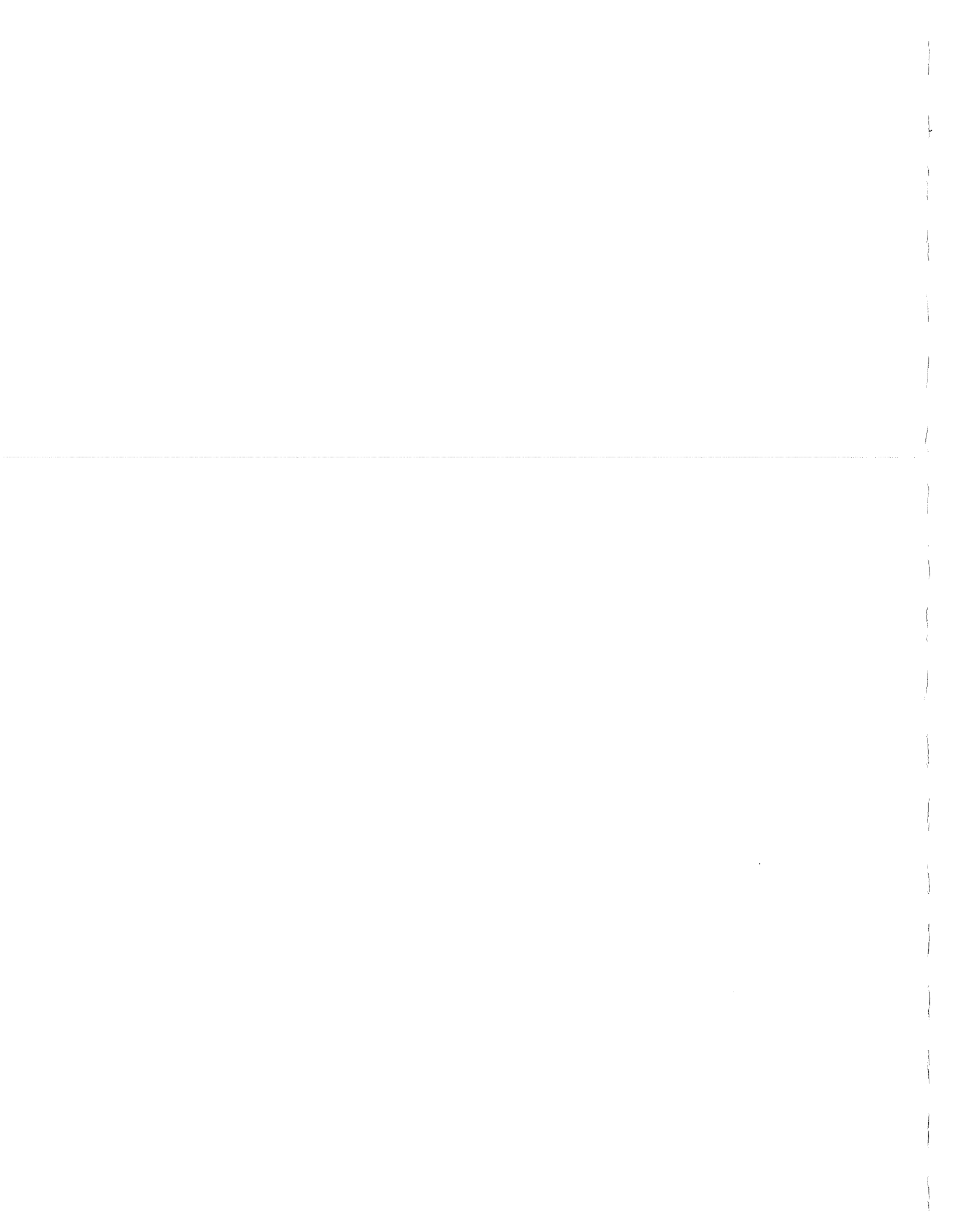
The following table shows how the Full-time Equivalents are calculated for secondary programs*:

SECONDARY GRADES (GRADE 8 - 12)

	School Aged Non-Graduate (under 19 - no Dogwood)	School Aged Graduate (under 19 with Dogwood) or Adult Non-Graduate (over 19 - no Dogwood)
Number of Courses	Funded as FTE	Funded as FTE
1	0.625	0.125
2	0.750	0.250
3	0.875	0.375
4	1.000	0.500
5	1.000	0.625
6	1.000	0.750
7	1.000	0.875
8	1.000	1.000

** Information provided by Sali Gray, B.C. DIAND Resource Planning and Allocation Section*

The table shows that a school aged non-graduate, or regular secondary learner must take at least four courses in order to be counted as 1 FTE. In comparison, a student who have graduated with a Dogwood certificate or an adult student who has not graduated must take 8 courses before being counted as 1 FTE.

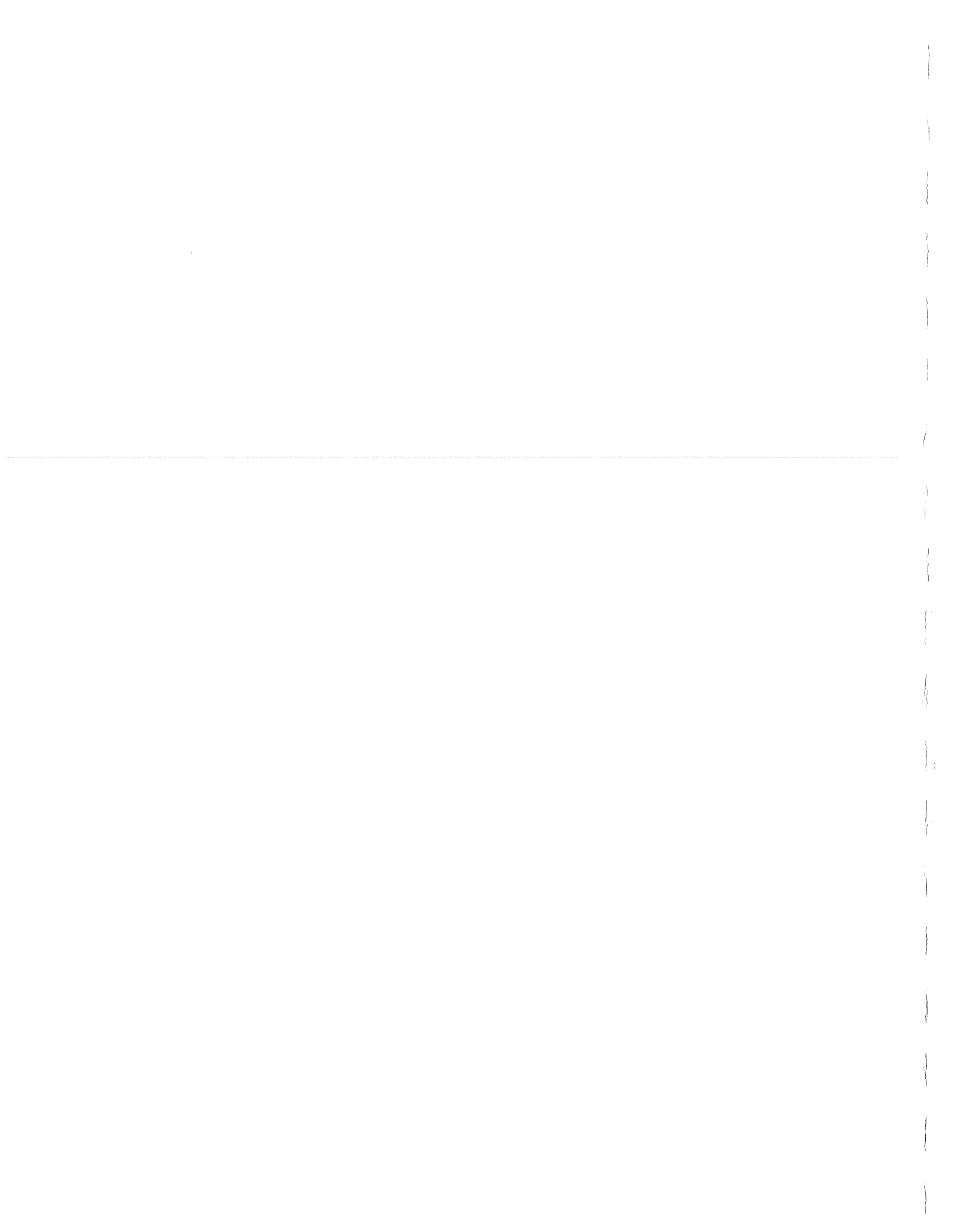




Appendix C

Calculations for Operations and Maintenance, Transportation and
Capital in First Nations Schools

*Source: adapted excerpt from N. Matthew, First Nations Education
Finance (2000), First Nations Education Steering Committee*





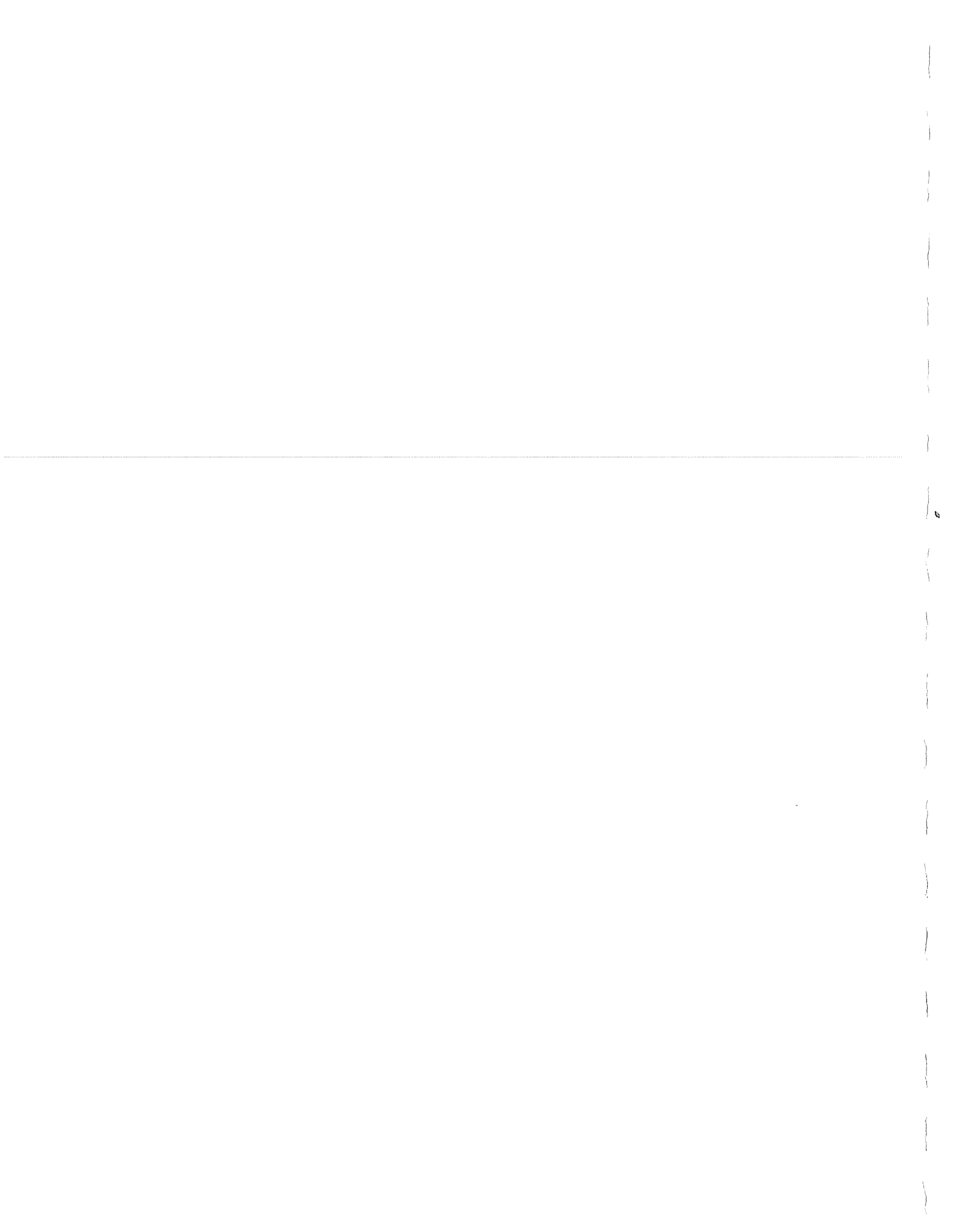
Appendix E

Breakdown of Students in Band Operated Schools by Grades

Source: DIAND Nominal Roll, 1999/2000

Breakdown of Type and Number of First Nations Special Needs
Students for Sample Schools

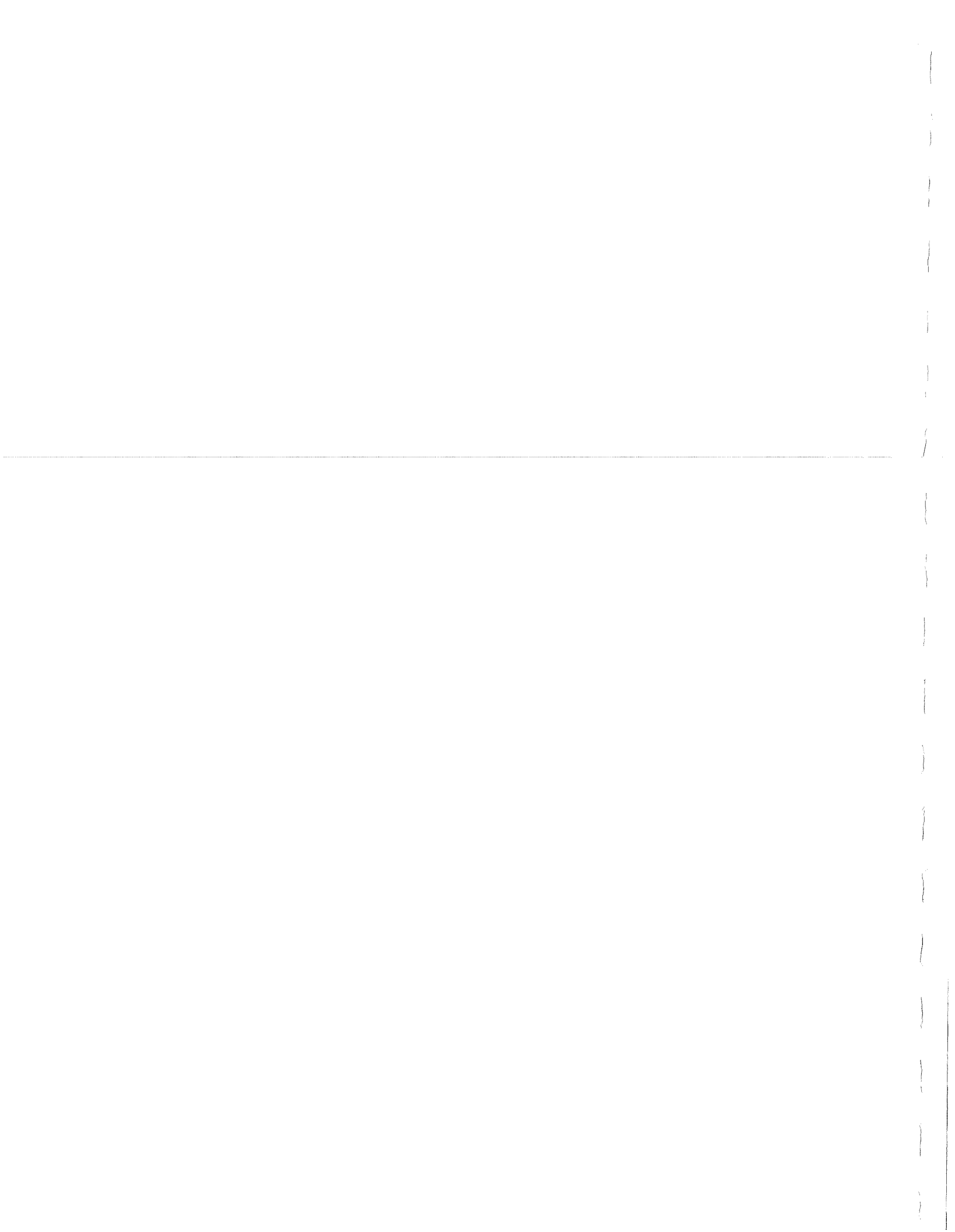
Source: B. Kavanagh, None Left Behind (1999)



Appendix E

Student Enrolment by Grades and Special Needs in Sample Schools

DIAND Band Operated School Nominal Roll for 1999/2000													
DIAND Band Operated Nominal Roll 99/00						K - 12 Sample School			K - 7 Sample School				
K4	688	0.2	15		%	99/00	98/99	Sp.Nds	K-7	%	99/00	98/99	Sp. Nds.
K5	451	0.1	10	451	0.13	13	9		451	0.18	6	4	
Gr 1	334	0.1	7	334	0.09	9	10		334	0.13	4	5	
Gr 2	356	0.1	8	356	0.1	10	8		356	0.14	5	4	
Gr 3	302	0.1	6	302	0.08	8	8		302	0.12	4	4	
Gr 4	310	0.1	6	310	0.08	8	7		310	0.12	4	4	
Gr 5	252	0.1	5	252	0.07	7	7		252	0.1	4	4	
Gr 6	278	0.1	6	278	0.07	7	6		278	0.11	4	4	
Gr 7	238	0.1	5	238	0.06	6	7		238	0.1	4		
Gr 8	248	0.1	5	248	0.07	7	6						
Gr 9	217	0	4	217	0.06	6	8						
Gr 10	305	0.1	6	305	0.08	8	5						
Gr 11	211	0	4	211	0.05	5	6						
Gr 12	243	0.1	5	243	0.06	6							
SS	401	0.1	8										
Total	4834	1*	100*	3745	1*	100 FTE			2521	1*	35*	FTE	
* numbers are rounded to the nearest whole number													
4834 = DIAND Band operated schools for 1999/2000													
Special Needs Students in Sample Schools													
						21.20%			21.20%				
						equal to			equal to				
Special Needs students in each school equal to 21.2%						21 Sp. Nds			7 Sp.Nds				
source: <i>None Left Behind</i> p. 31						students			students				
						identified			identified				
Area of Special Need#						14.50% to 100%			by area				
Learning Disability (Severe)						7.3	51	11	3				
Behaviour Disorder (Moderate)						3.3	23	5	2				
Intellectual Disability (Mild)						1	7	2	1				
Behaviour Disorder (Severe)						0.7	5	1	1				
Hearing Impaired						0.5	4	1					
Intellectual Disability (Moderate/Severe/Profound)						0.4	3	1					
Gifted						0.4	3						
Visually Impaired						0.3	2						
Physical Dis/Chronic Health						0.3	2						
Total				14.5		100		21*	7*				
#source: <i>None Left Behind</i> p. 13													
* numbers are rounded to the nearest whole number													

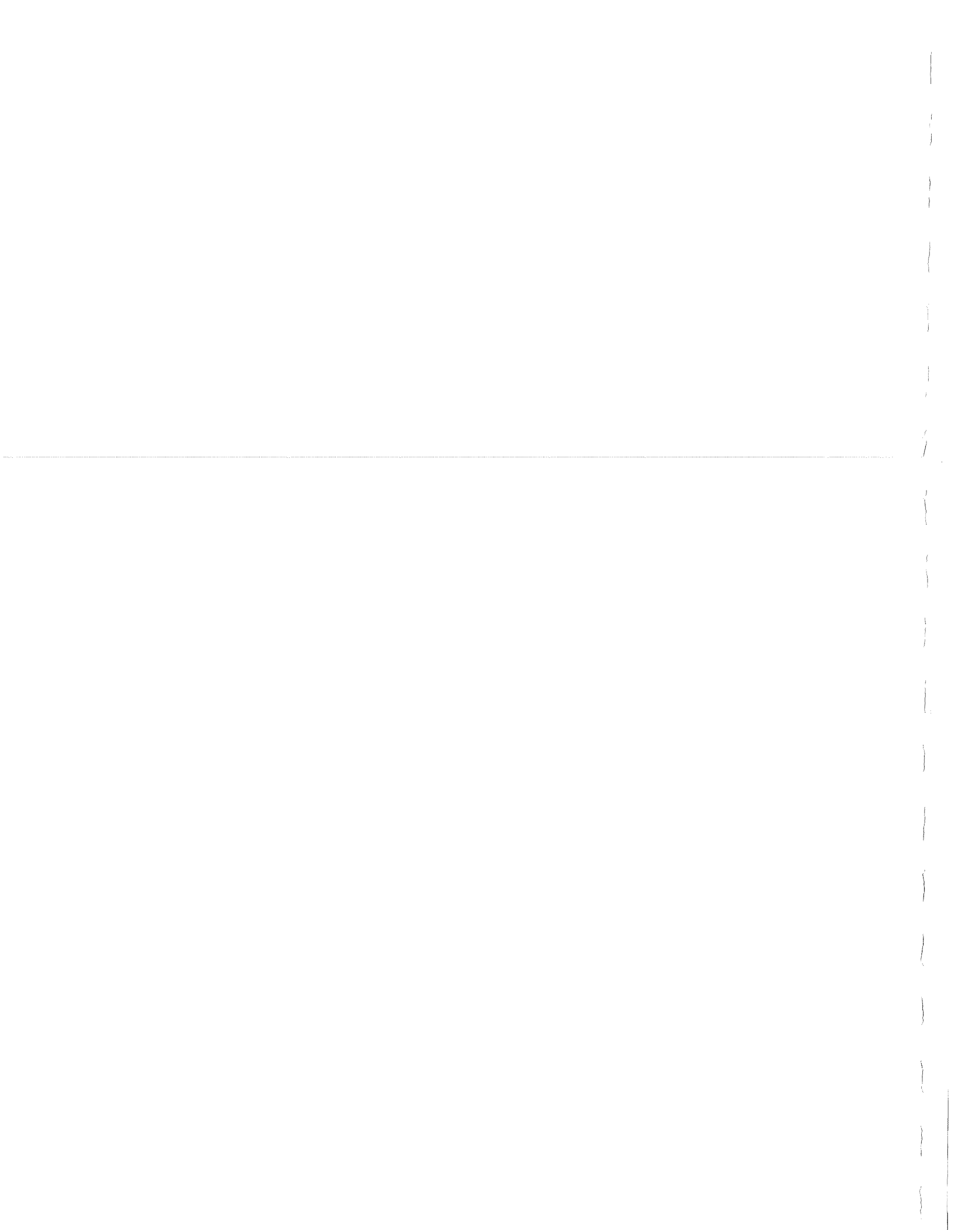




Appendix F

Financial Allocations Spreadsheets for Two Sample Schools using
British Columbia Ministry of Education Budget Allocation Manual

Source: www.bced.gov.bc.ca/allocations
and funding@mail.educ.gov.bc.ca



Appendix F(a)

Provincial Financial Allocations for a First Nations Elementary School located in District #85

First Nations Elementary School Located in District # 85 Vancouver Island North with 35 students (mean for 1999/2000) K-7					
Common Core Funding	99/00	Rate	FTE/Unit	Line totals	SubTotal
Students					
Primary (K-3)		3313	19	62947	
Early Intermediate (4-7)		2907	16	46512	
Late Intermediate (8-10)		3277			
Graduate		3277			
Adult (19+yrs)		4000			
Distribute Electronic Learning		3500			
School					
Elementary FTE School		47210		47210	
Secondary FTE School		102451			
District		73,525			
Total Common Core Grant					156669
District Specific Funding					
Career Planning					
Career Planning: Grade 10 \$30/FTE					
Work Experience Course Completions (Gr. 11 & 12)					
Career Preparation					
for each funded Grade 11 in Career Preparation		585			
for each funded Grade 12 in Career Preparation		1355			
COOP					
for each funded student in CO OP programs (yr only)		1355			
Apprenticeship Programs					
for each funded student in Apprenticeship programs		22715			
Career Program Schools					
for each School Facility Type 0 with 5 FTE Gr.11 or 5 FTE Gr.		8730			
Total Career Programs Grant					0
ESL					
for each district with ESL		10000			
Funded 1 year		1230			
Funding 2-5 years (limited to 5 yrs)		1060			
Total ESL					0
Programme Cadre (possible line for Aboriginal language)					
for each programme cadre FTE		300			0

Appendix F(a)

Provincial Financial Allocations for a First Nations Elementary School located in District #85

Languages Fr. Immersion (possible line for Aboriginal Lang. Immersion)			
For each FTE Growth in:			
Primary Immersion(K-3)	113	0	0
Early Intermediate Immersion (4-7)	113	0	0
Late Intermediate Immersion (8-10)	451		
Graduate Immersion (11-12)	564		
Japanese, Mandarin (possible line for Aboriginal Language) <i>Growth from previous Sept.</i>			
For each FTE Growth in:			
(Japanese and Mandarin) possible line for Aboriginal Language	113	0	0
Total Language			
Educator Salary Adjustment (= Common Core Grant + ESL + Career Programs + Programme Cadre + Small Secondary School *68.205%*Educator Salary Index)			6920
Geographic Adjustments			
Travel		2182	
each school district plus: 12.803% * 2 * (KMs to YVR + KMs to Nearest Regional Center) * District FTE/ (24 * (1 + Dispersion) * \$0.36)			
Remoteness (CCG + ESL + Career Programs + Programme Cadre + Small Secondary School) *9.120% the Remoteness Index			501.2305
remoteness index: Table 3			
Dispersion (CCG + ESL + Career Programs + Programme Cadre + Small Secondary School) *2.380 % the Dispersion Index			0
dispersion index: Table 4			
Total Geographic Adjustments			
Small Secondary Schools			
Grade 8	If FTE enrolment in G Grade 8 FTE * 2597		
	If FTE enrolment in G 13,985 - (200*Grade 8 FTE)		
Grade 9	If FTE enrolment in G Grade 9 FTE * 2597		
	If FTE enrolment in G 13,985 - (200*Grade 9 FTE)		
Grade 10	If FTE enrolment in G Grade 10 FTE * 5394		
	If FTE enrolment in G 27,970 - (200*Grade 10 FTE)		
			501.2305

Appendix F(a)

Provincial Financial Allocations for a First Nations Elementary School located in District #85

Grade 11	If FTE enrolment in G Grade 11 FTE * 16445 If FTE enrolment in G 83,290 - (200*Grade 10 FTE)			
Grade 12	If FTE enrolment in G Grade 12 FTE * 21945 If FTE enrolment in G 111,890 - (200*Grade 10 FTE)	0		
Total Small Secondary School				
Growth and Facility Planning				
	Computers			
	For each FTE of Growth	71		
	Enrolment Growth	700		
	Where growth is the increase in the total number of FTE greater than 600 FTE from Sept 1996 to Sept 1998			
	Facility Planning			
	For each new replacement school or school which has been approved for a major (>1.5M) addition, renovatoin, or replacement in the previous year's capital plan			
	For each Elementary FTE total current capacity (multiplied by funding ratio)	104		
	For each Secondary FTE total current capacity (multiplied by funding ratio)	152		
	Funding Ra = 100% for every new school = 75% if change in capacity is 50% or greater = 50% if change in capacity is less than 50%			
	Capital Planning			
	for each SD	5643		
	<i>Note: The previous year's Capital Budget net of Annual Capital Allowance is based on the initial spring approvals and not adjusted by previous year's actual and budget expenditures</i>			
Total Growth and Facility Planning				
		0		
Operations and Maintenance Planning				
5.41 Administration				
	For each district		10,000	

Appendix F(a)

Provincial Financial Allocations for a First Nations Elementary School located in District #85

		Ht Un.xm2 \$/KWHr	2837.781 4801.367
Table 8	For Heating For each sq. metre x Heating Unit(86.15) : For each sq. m (0.042) x ea. Degree Day of heating	38767.5 0.0732 18.9 3470.5	
	5.56 B Water, Sewage, Garbage, and Recycling		
5.57	FTE (with a minimum threshold for Garbage and Recycling of \$4.00 per pupil) multiplied by student FTE Enrollment	6.4 35	224 9406.378
	Facility Leases/Portable Moves Leases Where approved by SF & CP Portable Moves Where approved by SF & CP		8482
7.7	Student Density Adjustment Table 9		40581.9
	Total Operations and Maintenance Transportation & Housing Busing- Regular Bus Service including 7.41 Transportation & Housing Administration		
7.70 A	School District and Contract Busing Daily Km times 190 school days* cost per kilometre	Km/day Ave\$/Km total	70 1.8 23940
	Contract Transportation (not Km based) and Trans. Assistance \$0.20/Km plus \$0.30/additional child/one way to max. of \$10/day		
	Special Programs Transportation For each Special Program Transportation FTE= students in Mild Intellectual Disabilities, Severe Behaviour Moderate Behaviour Disorders, Severe Handicapped, and Dependent Handicapped Programs		169 4 676
	Extra Curricular Transportation District For every 5 Gr. 8-10 FTE students-one trip to Vancouver For every 20 Gr. 11-12 FTE students-one return trip to Vancouver funded at \$0.36/Km.		
	Dormitory and Boarding Allowance		

Appendix F(a)

Provincial Financial Allocations for a First Nations Elementary School located in District #85

Maximum of \$350/mo./student				24616
Total Transportation				72619.14
Total School (District) Specific Funding				229288.135
Total Common Core Funding plus School (District) Specific Funding				
Special Education				
Special Education Programs				
Educator Salary Index				
Multiply the calculated funding by 53.800% times the Educator's Salary Index				
<i>Remoteness Index</i>				
Multiply the calculated funding by 5.620% times the Remoteness Index				
Table 1				
Table 3				
Total Core Special Needs				
For each amalgamated "pair" of districts:				
SD 6 (Rocky Mountain) if funded at 295,220				
(not adjusted for Educator Salaries or Remoteness)				
Learning Assistance				
For each FTE student				
For each FTE school				
Educators Salary Index (x 53.800%)				
Remoteness Index (x5.620%)				
Total Learning Assistance				
For each FTE student:				
Remoteness Index (x5.620%)				
Total Special Health Services				
Severe Behavior				
				280,000
				3943
				3943
				0.06476
				137.37759
				7.77360873
				4088.1512
				0
				4088.1512
				70,000
				132
				35
				6916
				6916
				0.06476
				401.924392
				0.03508
				22.7431779
				11960.6676
				39.45
				35
				74.45
				0.14677788
				74.5967779

Appendix F(a)

Provincial Financial Allocations for a First Nations Elementary School located in District #85

Total Severe Behaviour	For each Severe Behavioral school age FTE: (not adjusted for Remoteness or Educator Salary)		6014	1	6014
					6014
Moderate Handicapped (High Incidence/Low Cost)					
For each Moderately Handicapped school age FTE:					
Educators Salary Index (x 53.800%)		0.06476	3132	6	18792
Remoteness Index (x5.620%)		0.03508			654.729817
Plus, for Job Training					37.0483528
For each school age FTE student with Mild Intellectual Disabilities and in Job Training					
			744		
<i>Moderate Handicapped FTE=all school age FTE enrolment in Mild Intellectual Disability programs plus, for other Moderate Handicapped programs (Severely Learning Disabled, Moderate Behaviour Disorders, and Rehabilitation). FTE enrolment in those programs up to a maximum of 4% of the districts total school age FTE enrolment</i>					
Total Moderate Handicapped					19483.778
Severe Handicapped (Low Incidence/High Cost)					
For each Severe Handicapped FTE:					
Plus, for Job Training			12,460	0	0
For each FTE student with Moderate to Severe/Profound Intellectual Disabilities and in Job Training					
			744		
Total Severe Handicapped					
Dependent Handicapped					
For each Dependent Handicapped FTE			39,910		
Total Dependent Handicapped					
Gifted					
For each Gifted school age FTE:					
(Gifted FTE= school age FTE enrolment in this program up to a maximum of 2% of the district's total school age FTE enrolment			341		
Total Gifted					
Hospital/Homebound					
For each FTE student:					
In Districts where Hospital Programs are provided through Provincial Resource Programs, the Base Funding for Hospital/Homebound will be District FTE * 6.00			12.01		
Total Hospital/Homebound					
Identification Planning					
For each FTE student					
Adjusted for Dispersion at 25%			20.72	35	725.2

Appendix F(a)

Provincial Financial Allocations for a First Nations Elementary School located in District #85

Total Identification Planning				725.2	
Total Special Needs Funding				42346.394	
Aboriginal Education					
Educator Salary Adjustment					
Table 1	Multiply the calculated funding by 46.300% times the Educator Salary Index				
Remoteness Adjustment					
Table 3	Multiply the calculated funding by 3.700% times the Remoteness Index				
Aboriginal Education (Elementary)					
	For each of the first 15 Elementary Aboriginal Education FTE:		1303	15	19545
	For each of the next 200 Elementary Aboriginal Education FTE:		933	20	18660
	For each of the remaining Elementary Aboriginal Education FTE:		755		
	Educator Salary Adjustment x 46.300%				1145.5341
	Remoteness Adjustment x 3.700%				49.588562
Aboriginal Education (Secondary)					
	For each of the first 14 Elementary Aboriginal Education FTE:		1461		0
	For each of the next 200 Elementary Aboriginal Education FTE:		1135		0
	For each of the remaining Elementary Aboriginal Education FTE:		955		
	Educator Salary Adjustment x 46.300%				0.06476
	Remoteness Adjustment x 3.700%				0.03508
Total Aboriginal Education Funding					
	Where FTE= school age headcount (0.5 FTE for half-day kindergarten) students if Native ancestry and in Aboriginal Education Programs				39400.123
District and School based Administration					
District Administration					
	For each trustee		10,000		
	For each district (Adjusted for Dispersion at 40%, Remoteness at 5%, & Distance to Van. at 0.001%)		250,000		
Parent Advisory Council					
	For each FTE student:		0.17	35	5.95
	For each FTE school:		118	1	118

Appendix F(a)

Provincial Financial Allocations for a First Nations Elementary School located in District #85

School Based Administration							
Elementary							
For each elementary FTE school:		23895	1	23895			
For each elementary FTE school student:		312	35	10920			
(Total funding is adjusted for Administration Salary Index at 58.4% and Remoteness at 5%)							
Administration Salary Index times 58.4%		0.0505		1026.764			
Remoteness Index times 5%		0.03508		61.06551			
Secondary							
For each secondary FTE school:		69895		0			
For each secondary FTE school student:		200		0			
(Total funding is adjusted for Administration Salary Index at 58.4% and Remoteness at 5%)							
Administration Salary Index Adjustment at 58.4%				0			
Remoteness Adjustments at 5%				0			
Total School Based Administration							36026.779
Learning Resources							
These funds are divided into:							
a targeted grant for recommended Learning Resources							
funds for Authorized Resources (Credit Allocation Plan)							
funds for Video Acquisition Rights							
funds for other Resources							
(All cost factors are adjusted for Remoteness)							
Regular Instruction							
For each district		12,700					
For each Elementary School (Facility Type '0')		760	1	760			
For each Secondary School (Facility Type '0')		1780		0			
For each Primary FTE		25.7	19	488.3			
For each Early Intermediate FTE		25.7	16	411.2			
For each Late Intermediate FTE		59		0			
For each Graduate FTE		59		0			
Remoteness Adjustment		0.03508		58.21526			
Growth							
For each Primary (K-3) FTE of Growth		76	2	152			
For each Early Intermediate (4-7) FTE of Growth		76		0			
For each Late Intermediate (8-10) FTE		178		0			
For each Graduate (11-12) FTE		178		0			
(Where Growth is the increase in the number of FTE students)							

Table 3

Appendix F(a)

Provincial Financial Allocations for a First Nations Elementary School located in District #85

	Remoteness Adjustm:	0.03508	5.33216
from the previous September)			
New Schools			
For each new Elementary School (Facility Type '0')	25000		
For each new Secondary School (Facility Type '0')	58750		
Total Learning Resources			1875.04742
Provincial Learning Network			
Maximum District Contribution per student	6		
Provincial Collective Agreement			
Table 15 Primary			
Table 16 Non-Enrolling/ESL			
TOTAL TARGETED GRANTS			119648.343
DEVELOPMENTAL GRANTS			
Implementation Training			
For each SD	5336		
For each FTE School	810		1
For each FTE student	17.19		35
Total Development Grants			1411.65
TOTAL GENERAL OPERATING GRANT (COMMON CORE & SPECIFIC (SCHOOL)			229288.14
TOTAL TARGETED GRANTS			119648.34
TOTAL DEVELOPMENTAL GRANTS			1411.65
TOTAL FUNDING AS PER ALLOCATIONS BUDGET			350348.13

Appendix F(b)

Provincial Financial Allocation for a First Nations Elementary/Secondary School Located in District #27

First Nations Elementary/Secondary School Located in District # 27 Cariboo Chilcotin with enrolment of 100 students (mean 99/00) K-12		99/00	Rate	FTE/Unit	Line totals	SubTotal
Common Core Funding						
Students						
	Primary (K-3)	3313	40	132520		
	Early Intermediate (4-7)	2907	28	81396		
	Late Intermediate (8-10)	3277	21	68817		
	Graduate	3277	11	36047		
	Adult (19+yrs)	4000				
	Distribute Electronic Learning	3500				
School						
	Elementary FTE School (68 students)	47210	0.68	32102.8		
	Secondary FTE School (32 students)	102451	0.32	32784.32		
District						
		73,525				
Total Common Core Grant						383667.12
District Specific Funding						
Career Planning						
	Career Planning: Grade 10 \$30/FTE	30	8	240		
	Career Planning: Grade 11 & 12/FTE	85	5	485		
	Work Experience Course Completions (Gr.11 & 12)					
Career Preparation						
	for each funded Grade 11 in Career Preparation	585	3	1755		
	for each funded Grade 12 in Career Preparation	1355	3	4065		
COOP						
	for each funded student in CO OP programs (yr only)	1355				
Apprenticeship Programs						
	for each funded student in Apprenticeship programs	22715				
Career Program Schools						
	for each School Facility Type 0 with 5 FTE Gr.11 or 5 FTE Gr. 12	8730		8730		
Total Career Programs Grant						15275
ESL						
	for each district with ESL	10000				
	Funded 1 year	1230				
	Funding 2-5 years (limited to 5 yrs)	1060				
Total ESL						0
Programme Cadre -(possible line for Aboriginal Language)						
	for each programme cadre FTE	300				
Languages						
	Fr. Immersion (possible line for Aboriginal Lang. Immersion)					
	For each FTE Growth in:					

Appendix F(b)

Provincial Financial Allocation for a First Nations Elementary/Secondary School Located in District #27

Primary Immersion(K-3)	113	0	0
Early Intermediate Immersion (4-7)	113	0	0
Late Intermediate Immersion (8-10)	451		
Graduate Immersion (11-12)	564		
Japanese, Mandarin (possible line for Aboriginal Language) <i>Growth from previous Sept.</i> For each FTE Growth in: (Japanese and Mandarin) Aboriginal Language	113	0	0
Total Language			0
Educator Salary Adjustment (= Common Core Grant + ESL + Career Programs + Programme Cadre + Small Secondary School *68.205%*Educator Salary Ind	0.04844	21212.1099	
Geographic Adjustments			
Travel each school district plus: 12.803% * 2 * (KMs to YVR + KMs to Nearest Regional Center) * District FTE/ (24 * (1 + Dispersion) * \$0.36)		2182	
Remoteness <i>distance: Table 2 & 4</i> (CCG + ESL + Career Programs + Programme Cadre + Small Secondary School) *9.120% the Remoteness Index (0.05195)			3041.89284
Dispersion <i>remoteness index: Table 3</i> (CCG + ESL + Career Programs + Programme Cadre + Small Secondary School) *2.380 % the Dispersion Index			0
Total Geographic Adjustments			3041.89284
Small Secondary Schools		FTE	
Grade 8 If FTE Gr. 8 is less than 5 Grade 8 FTE * 2597 If Gr. 8 FTE is => 5 and < 69 13,985 - (200*Grade 8 FTE)	2597	7	12585
Grade 9 If FTE enrolment in Grade 9 is less than 5 =Gr. 9 FTE*2597 If FTE enrolment in Grade 9 is => 5 and < 69 13,985 - (200*Grade 9 FTE)		6	12785
Grade 10 If FTE enrolment in Grade 10 is less than 5 Grade 10 FTE * 5394 If FTE enrolment in Grade 10 is => 5 and < 139 \$27,970-(\$200*Gr.10 FTE)		8	26370
Grade 11 If FTE enrolment in Grade 11 is less than 5 Gr. 11 FTE * 16445 If FTE enrolment in Grade 11 is >= 5 and < 239 \$83,920-(\$350*Gr. 11 FTE)		5	82170

Appendix F(b)

Provincial Financial Allocation for a First Nations Elementary/Secondary School Located in District #27

Grade 12	If FTE enrolment in Grade 12 is less than 5 Gr. 12 FTE * 21945	6	109190
	If FTE enrolment in Grade 12 is >= 5 and < 248		
	111,890 - (\$450*Grade 12 FTE)		
Total Small Secondary School			243100
Growth and Facility Planning			
Computers	For each FTE of Growth	71	
Enrolment Growth	Where growth is the increase in the total number of FTE greater than 600 FTE from Sept 1996 to Sept 1998	700	
Facility Planning	For each new replacement school or school which has been approved for a major (>1.5M) addition, renovatoin, or replacement in the previous year's capital plan		
	For each Elementary FTE total current capacity (multiplied by funding ratio)	104	
	For each Secondary FTE total current capacity (multiplied by funding ratio)	152	
	Fuding Ra = 100% for every new school = 75% if change in capacity is 50% or greater = 50% if change in capacity is less than 50%		
Capital Planning	for each SD		5643
	<i>Note: The previous year's Capital Budget net of Annual Capital Allowance is based on the initial spring approvals and not adjusted by previous years' actual and budget expenditures</i>		
Total Growth and Facility Planning			
Operations and Maintenance Planning			
5.41 Administration			
	For each district	10,000	
	For each m^2	2.6	3614
	For each FTE school	1200	1200
	For each FTE student	1.5	150
	(Total Funding is adjusted for Remoteness at 5% and Dispers. at	0.05195	12.89399
Total Administration			4976.89399
5.50 Plant Maintenance			

Appendix F(b)

Provincial Financial Allocation for a First Nations Elementary/Secondary School Located in District #27

	For each m ²	14.53	1390	20196.7
	For each elementary FTE school (68 students)	3000	0.68	2040
	For each secondary FTE school (32 students)	7500	0.32	2400.00
	<i>(Total Funding is adjusted for Remoteness at 25% and Dispersion at 50%)</i>	0.05195		
	Total Plant Maintenance			319.969141
5.51	Custodial Services			24956.6691
	For each SD	4500		
	For each m ² (portable adjusted by a factor of 1.5)	25.75	1390	35792.5
	For each FTE school	2500		2500
	<i>(Total Funding is adjusted for Remoteness at 5%)</i>	0.05195		
	Total Custodial Services			99.4647688
5.52	Maintenance of School Grounds			38391.9648
	For each elementary FTE school (68 students)	500	0.68	340
	For each secondary FTE school (32 students)	2400	0.32	768
	For each FTE student	48.58	100	4858
	Total Maintenance before Adjustment			5966
	<i>Remoteness & Dispersion at 25%, Irrigation at 9%, & Winter at 25%</i>			792.031245
	Total Maintenance of School Grounds			12724.0312
5.54	Equipment Repair and Maintenance			
	For each elementary FTE school(68 students)	1000	0.68	680
	For each secondary FTE school (32 students)	4000	0.32	1280
	For each elementary FTE school student	16.7	68	1135.6
	For each secondary FTE school student	68	32	2176
	Total before Adjustment			5271.6
	<i>(Total Funding is adjusted for Remoteness at 50% and Dispersion at 20%)</i>	0.05195		136.92981
	Total Equipment Repair and Maintenance			10680.1298
5.56	Utilities			
5.56 A	Energy			
	For Electrical	EIUn x m2	\$/KWHr	
	For ea. m ² of Ele. Space (52.4 Ele. Units)x 68%FTE	49528.48	0.0655	3244.11544
	For ea. m ² of Sec. Sch. (60.7 EIUn) x 32%FTE	26999.36	0.0655	1768.45808
	For each sq. m (0.42 Un): ea. Degree Day of cooling	58.38	20.7	1208.466
	For Heating	HtUn x m2		
	For each square metre x (86.15 Hting Un.):	119748.5	0.0655	7843.52675
	For ea. sq. m.(0.042. Units) for ea. Degree Day of thin	58.38	5105.6	19523.2528
5.56 B	Water, Sewage, Garbage, and Recycling			
	FTE (with a minimum threshold for Garbage and Recycling of \$4.00 per pupil)			

Table 6&7

Appendix F(b)

Provincial Financial Allocation for a First Nations Elementary/Secondary School Located in District #27

Table 8	multiplied by student FTE Enrolment	6.4	100	640
5.57	Total Utilities			34227,8191
	Facility Leases/Portable Moves			
	Leases			
	Where approved by SF & CP			
	Portable Moves		8482	
	Where approved by SF & CP			
	Student Density Adjustment			
	Table 9			
7.7	Total Operations and Maintenance			125957,508
	Transportation & Housing			
	Busing- Regular Bus Service including 7.41 Transportation & Housing Administration			
	School District and Contract Busing			
	Daily Km (150) *190 school days* (Ave. prov.) cost per km	Km/Dx190	\$/Km	51300
		28500	1.8	
	Contract Transportation (not Km based) and Trans. Assistance			
	\$0.20/Km plus \$0.30/additional child/one way to max. of \$10/day			
	Special Programs Transportation			
	For each Special Program Transportation FTE=			
	students in Mild Intellectual Disabilities, Severe Behaviour			
	Moderate Behaviour Disorders, Severe Handicapped,			
	and Dependent Handicapped Programs	169	8	1352
	Extra Curricular Transportation			
	District			
	For every 5 Gr. 8-10 FTE students-one trip to Vancouver	\$2,262		
	For every 20 Gr. 11-12 FTE students-one return trip to			
	Vancouver funded at \$0.36/Km.	540	1	388.8
	Dormitory and Boarding Allowance			
	Maximum of \$350/mo./student			
	Total Transportation			53040.8
	Total School (District) Specific Funding			461627,311
	Total Common Core Funding plus School (District) Specific Funding			845294,431
	TARGETED GRANTS AND DEVELOPMENTAL GRANTS FOR FIRST NATIONS SCHOOL IN SCHOOL DIST. #27			
	Special Education			
	Special Education Programs: Educator Salary Adj. And Remoteness Adj. are applied to all funds unless otherwise noted			

Appendix F(b)

Provincial Financial Allocation for a First Nations Elementary/Secondary School Located in District #27

Table 1	Educator Salary Index (For Sch. Dist. #27 is 0.04844) Multiply the calculated funding by 53.800% times the Educator's Salary Index					
Table 3	Remoteness Index (for Sch. Dist. #27 is 0.05195) Multiply the calculated funding by 5.620% times the Remoteness Index					
	Core Special Education Services For each SD	280000				
	For each FTE school	3943				3943
	Educators Salary Index (x53.800%)		0.04844			102.757419
	Remoteness Index (x5.620%)		0.05195			11.5119434
	Total Funding for Core Special Needs					4057.26936
	Total Funding is adjusted for Dispersion at 10%					
Total Core	Special Needs					4057.26936
	For each amalgamated "pair" of districts: SD 6 (Rocky Mountain) if funded at 295,220 (not adjusted for Educator Salaries or Remoteness)	70000				
	Learning Assistance					
	For each FTE student	132				13200
	For each FTE school	6916				6916
	Educators Salary Index (x 53.800%)		0.04844			524.237444
	Remoteness Index (x5.620%)		0.05195			58.7304724
Total Learning	Assistance					20698.9679
	Special Health Services for each FTE student:	39.45				3945
	Remoteness Index (x5.620%)		0.05195			11.5177826
Total Special	Health Services					3956.51778
	Severe Behavior					
	For each Severe Behavioral school age FTE: (not adjusted for Remoteness or Educator Salary)	6014				6014
Total Severe	Behaviour					6014
	Moderate Handicapped (High Incidence/Low Cost)					
	For each Moderately Handicapped school age FTE:	3132				56376
	Educators Salary Index (x 53.800%)		0.04844			1469.19915
	Remoteness Index (x5.620%)		0.05195			164.594806
	Plus, for Job Training					
	For each school age FTE student with Mild Intellectual Disabilities and in Job Training	744				744
	Moderate Handicapped FTE=all school age FTE enrolment in Mild Intellectual Disability programs plus, for other Moderate Handicapped programs (Severely Learning Disabled, Moderate Behaviour Disorders, and Rehabilitation), FTE enrolment in those programs up to a maximum of 4% of the districts total school age FTE enrolment					

Appendix F(b)

Provincial Financial Allocation for a First Nations Elementary/Secondary School Located in District #27

Total Moderate Handicapped				58753.794
Severe Handicapped (Low Incidence/High Cost)				
For each Severe Handicapped FTE:				
Plus, for Job Training	12460			0
For each FTE student with Moderate to Severe/Profound Intellectual Disabilities and in Job Training	744			0
Total Severe Handicapped				0
Dependent Handicapped				0
For each Dependent Handicapped FTE	39910			0
Total Dependent Handicapped				0
Gifted				
For each Gifted school age FTE:	341			
(Gifted FTE= school age FTE enrolment in this program up to a maximum of 2% of the district's total school age FTE enrolment				
Total Gifted				0
Hospital/Homebound				
For each FTE student:	12.01			
In Districts where Hospital Programs are provided through Provincial Resource Programs, the Base Funding for Hospital/Homebound will be District FTE * 6.00				
Total Hospital/Homebound				0
Identification Planning				
For each FTE student	20.72		100	2072
Adjusted for Dispersion at 25%				
Total Identification Planning				2072
Total Special Needs Funding				95552.549
Aboriginal Education				
Educator Salary Adj. And Remoteness Adj. are applied to all funds unless otherwise noted				
Table 1				
Multiply the calculated funding by 46.300% times the Educator Salary Index (Sch. Dist. #27 this is .04844)				
Remoteness Adjustment (Sch. Dist. #27 this is 0.05195)				
Table 3				
Multiply the calculated funding by 3.700% times the Remoteness Index				
Aboriginal Education (Elementary)				
For each of the first 15 Elementary Aboriginal Education FTE:		1303		15
For each of the next 200 Elementary Aboriginal Education FTE:		933		53
For each of the remaining Elementary Aboriginal Education FTE:		755		
Educator Salary Adjustment x 46.300%				1547.378114
Remoteness Adjustment x 3.700%	0.04844			132.6168171
	0.05195			
Aboriginal Education (Secondary)				

Appendix F(b)

Provincial Financial Allocation for a First Nations Elementary/Secondary School Located in District #27

For each of the first 14 Secondary Aboriginal Education FTE:	1461	14	20454
For each of the next 200 Secondary Aboriginal Education FTE:	1135	18	20430
For each of the remaining Secondary Aboriginal Education FTE:	955		
Educator Salary Adjustment x 46.300%			916.9349045
Remoteness Adjustment x 3.700%			78.5851806
Total Aboriginal Education Funding			112553.515
Where FTE= school age headcount (0.5 FTE for half-day kindergarten) students if Native ancestry and in Aboriginal Education Programs\			
District and School based Administration			
District Administration			
For each trustee	10000		
For each district	250000		
(Adjusted for Dispersion at 40%, Remoteness at 5%, & Distance to Van. at 0.001%)			
Parent Advisory Council			
For each FTE student:	0.17	100	17
For each FTE school:	118	1	118
School Based Administration			
Elementary			
For each elementary FTE school (68 students):	23895	0.68	16248.6
For each elementary FTE school student:	312	68	21216
(Total funding is adjusted for Administration Salary Index at 58.4% and Remoteness at 5%)			
Administration Salary Index Adjustment times 58.4%		0.02027	443.4939461
Remoteness Adjustments at 5%		0.05195	97.3142985
Secondary			
For each secondary FTE school (32 students):	69895	0.32	22366.4
For each secondary FTE school student:	200	32	6400
(Total funding is adjusted for Administration Salary Index at 58.4% and Remoteness at 5%)			
Administration Salary Index times 58.4%		0.02027	340.527438
Remoteness Adjustments times 5%		0.05195	74.720724
Total School Based Administration			67322.056
Learning Resources			
These funds are divided into:			
a targeted grant for recommended Learning Resources			
funds for Authorized Resources (Credit Allocation Plan)			
funds for Video Acquisition Rights			
funds for other Resources			

Appendix F(b)

Provincial Financial Allocation for a First Nations Elementary/Secondary School Located in District #27

Table 2	(All cost factors are adjusted for Remoteness)						
	Regular Instruction						
	For each district	12700					
	For each Elementary School (Facility Type '0') 68 students	760		0.68		516.8	
	For each Secondary School (Facility Type '0') 32 students	1780		0.32		569.6	
	For each Primary FTE	25.7		40		1028	
	For each Early Intermediate FTE	25.7		28		719.6	
	For each Late Intermediate FTE	59		21		1239	
	For each Graduate FTE	59		11		649	
	Remoteness Adjustment					245.3079	
	Growth						
	For each Primary (K-3) FTE of Growth	76		5		380	
	For each Early Intermediate (4-7) FTE of Growth	76		2		152	
	For each Late Intermediate (8-10) FTE	178		2		356	
	For each Graduate (11-12) FTE	178		0		0	
	(Where Growth is the increase in the number of FTE students from the previous September)						
	New Schools					46.1316	
	For each new Elementary School (Facility Type '0')	25000					
	For each new Secondary School (Facility Type '0')	58750					
	Total Learning Resources					5901.4395	
	Provincial Learning Network						
	Maximum District Contribution per student						
	Provincial Collective Agreement						
Table 15	Primary						
Table 16	Non-Enrolling/ESL						
	TOTAL TARGETED GRANTS					281329.56	
	DEVELOPMENTAL GRANTS						
	Implementation Training						
	For each SD	5336					
	For each FTE School	810		1		810	
	For each FTE student	17.19		100		1719	
	Total Development Grants					2529	

Appendix F(b)

Provincial Financial Allocation for a First Nations Elementary/Secondary School Located in District #27

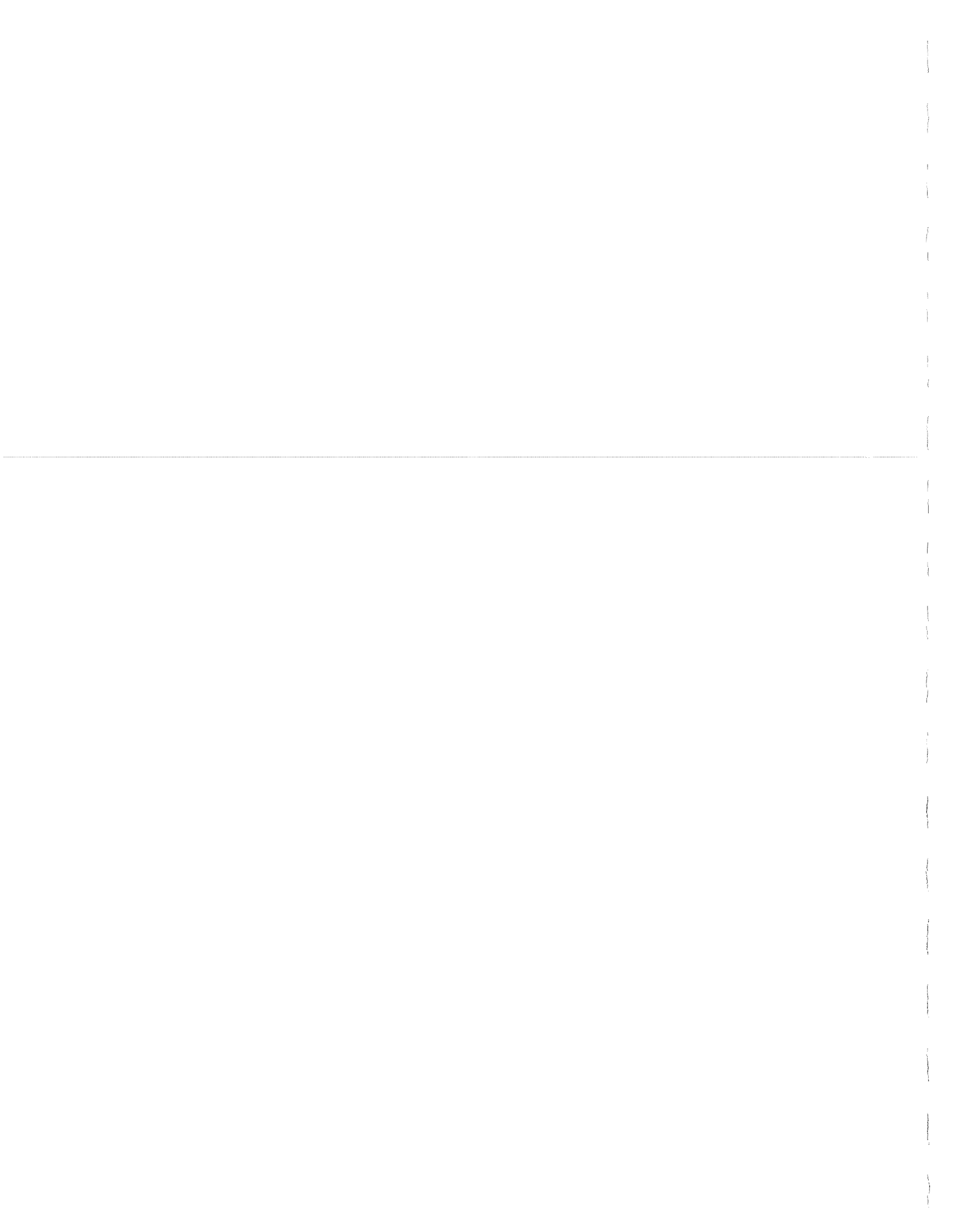
TOTAL GENERAL OPERATING GRANT (COMMON CORE & SPECIFIC (SCHOOL))		845294.4307
TOTAL TARGETED GRANTS		281329.56
TOTAL DEVELOPMENTAL GRANTS		2529
TOTAL FUNDING AS PER ALLOCATIONS BUDGET		1129152.997



Appendix G

Federal Band Operated School Funding Calculations for
Sample Schools

*Source: 1999-2000 Education Programs and Services Handbook.
(1999). Department of Indian and Northern Affairs Canada*



Appendix G

Federal Band Operated School Funding Calculations for Sample Schools

Band School Funding Formula 1999/2000

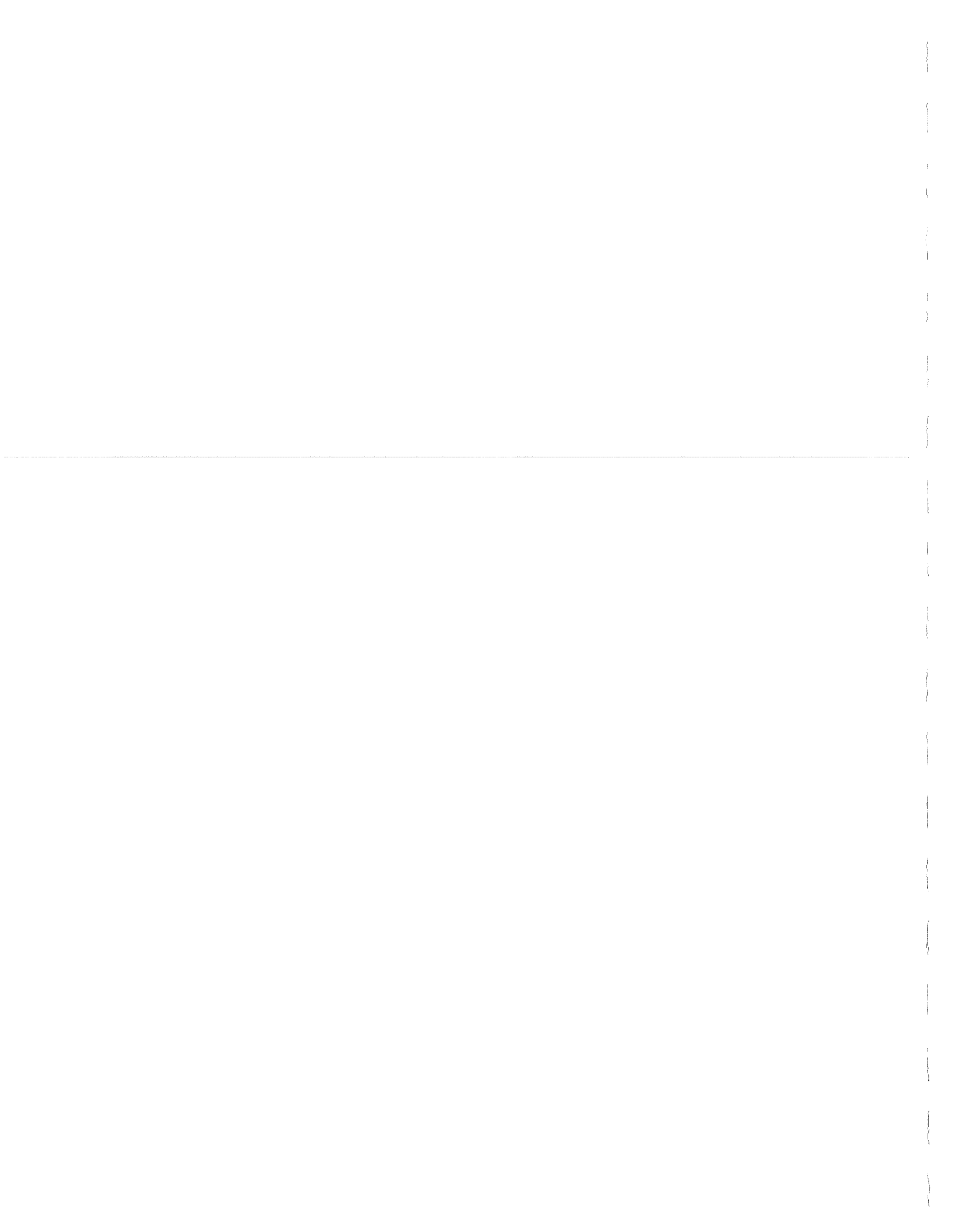
Apr.1 99-Mar. 31 00

Calculated throughout at 3/10 September 1998 FTE and 7/10 September 1999 FTE

Calculations below based on FTE for one school year

Ele./Sec. School in School District No. 27		
Box 1 FTE	total FTE	100
Unit \$	current unit cost	4640
Box 2	Unit x \$/FTE	464000
Box 3 Geo	Geo. Index/2	0.06
Box 4 Sm Sch	Ave. st/grade	0.025
Box 5 Adj	Box 4 +Box 5	0.085
Box 6 Correction	Box 2 x Box 5	39440
Box 7 Admin.		20000
Box 8 Sp. Ed.		0
Bx 9=Bx2+6+7+8		523440
1.3% increase		6804.72
Total Instructional block		530244.72

Elementary School in Dist. No. 85		
Box 1 FTE	total FTE	35
Unit \$	FTE unit	4640
Box 2	No. St. x\$/FTE	162400
Box 3 Geo	Geo. Index/2	0.06
Box 4 Sm Sch	Ave. st/grade	0.05
Box 5 Adj	Box 4 +Box 5	0.11
Box 6 Correction	Box 2 x Box 5	17864
Box 7 Admin.		20000
Box 8 Sp. Ed.		0
Bx 9=Bx2+6+7+8		200264
1.3% increase		2603.432
Total Instructional Block		202867.432





Appendix H

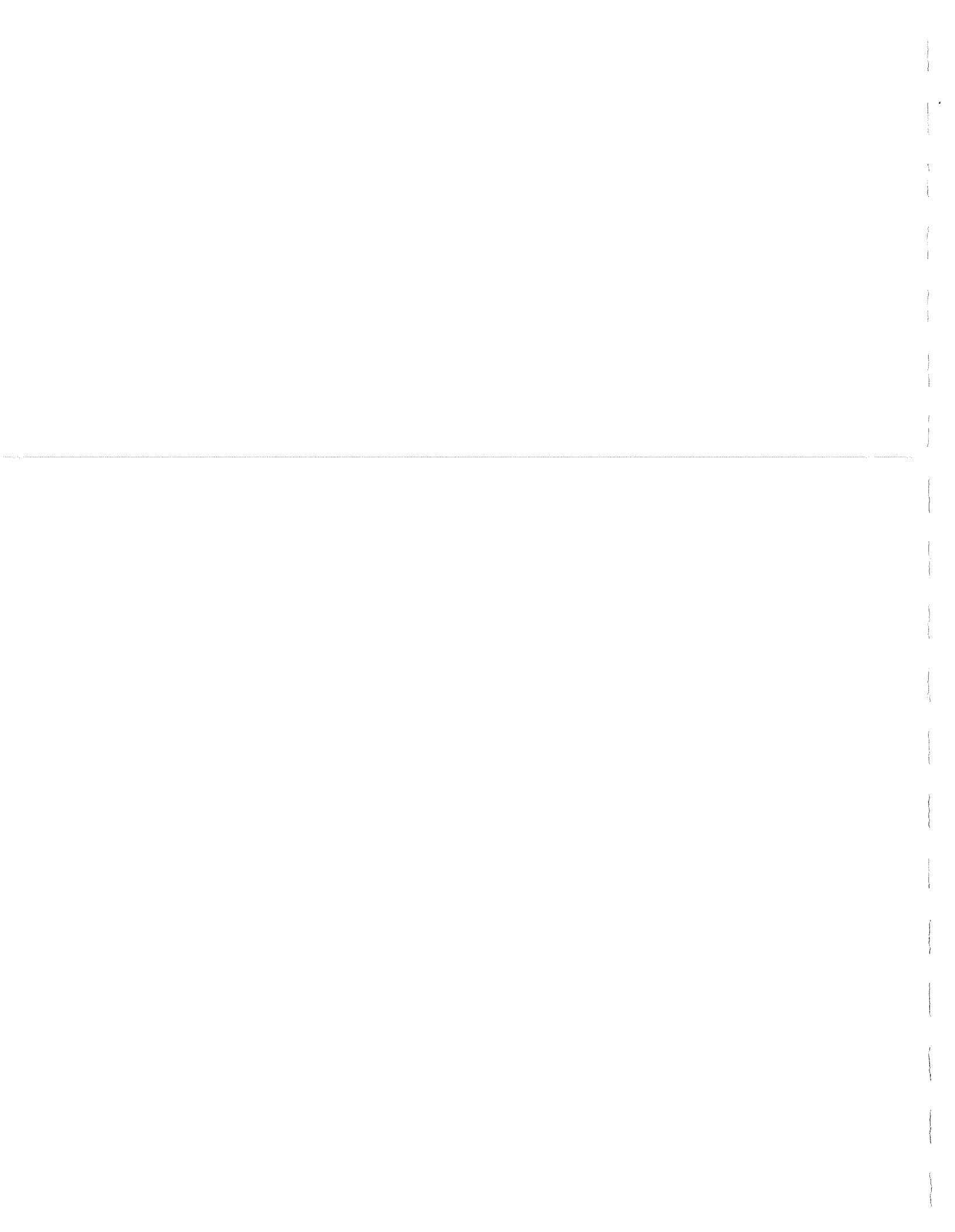
Comparison of Funding Areas for Provincial and Band
Operated Schools

Sources: www.bced.gov.bc.ca/allocations

and

*Unpublished DIAND Funding Formula for Band Operated Schools”
(1996). Department of Indian Affairs and Northern Development.*

B.C. Region.



Appendix H

Comparison of Federal Band Operated School and B.C. Public School Allocations

B.C. Public School Funding Allocation	MOE FTE Rate	DIAND FTE Rate	Band Operated Federal Instructional Funds
Common Core Grant \$3313-\$3277/FTE + (\$47210/Ele. School. or \$73525/Second. School)	See Column 1	\$4640 in 1999/2000	Instructional Block
Base Classroom Instruction	In block	In block	Instruction salary
Library Services	In block	In block	Books and Supplies
Counseling Program	In block	\$134	(in Band Level Funds below)
Computer Support	In block		
Implementation	In block		
Instructional Support Services	In block	In block	Paraprofessional Services
Testing/Assessment	In block	In block	Testing/Assessment
Health Services	In block	In block	Special Clothing & Equip. allowance
Local Equipment Support	In block	\$75	(in Other School Funds below)
Professional Development	In block	In block	Professional Development
District Specific Grant			
Career Programs (\$30-85 FTE for Secondary students)	See Column 1	No Equiv.	
English as a Second Language	District level	In Block	English as a Second Language
Languages (Japanese, Mandarin)	Growth FTE	No Equiv.	
Program Cadre	\$300/FTE	In block	Second Official Language
Educator Salary Adjustment	formula	No Equiv.	
Geographic Adjustments	formula	+to block	Geographic Location
Small Secondary Schools (\$2597/Gr. 8 FTE - \$21945/Gr. 12 FTE)	See Column 1	+to block	Small School Factor
Growth and Facility Planning	6 calculation	No Equiv.	
Operations and Maintenance	9 areas	formula	(in Other School Funds below)
Student Density	formula	N/A	
Transportation and Housing	6 calculation	formula	(in Other School Funds below)
Dormitory + Boarding Allowance	Max. FTE \$350/mo		(in Band Level funds)
Targeted Grants			
Special Education Programs	Core + FTE formulae	\$278 in block	Special Education
Aboriginal Education -FTE+ 2 adjust	formula	In block	Cultural Education
District and School- based Administration – 4 areas (Trustee, Pac/School/FTE)	Formula – Dist/Sch/ FTE	In block + to block	Education Boards School Administration
Learning Resources	formula + Prov. level	In block	Curriculum Development
Provincial Learning Network	By FTE to District	N/A	
Provincial Collective Agreements– by Primary and Non-enrolling ESL	formulae	N/A	
Developmental Grants	Prog. Imple.	In block	
Dev. Grants funded on Student, School and District levels	See Column 1	In block	Indian Education Information Services
Other Ministry of Education funds			
Accreditation \$6600/ Elem. school & \$8900/Secondary school	See left	\$27 In block*	Evaluation * funding taken out of block in 2000/2001
Provincial Resource Programs – MoE funds outside allocation system	See column 1	In block	Advice and Assistance

			Other School Funds
(in District Specific Grants)	6 areas	formula	Operation and Maintenance
(in District Specific Grants) - includes Sp. Ed. & Extra-curric.	See Column 1	formula	Transportation
Technology Grant	\$300	\$300	Technology
Special Purpose Grants (99/00 only for Dist. Adversely affected by changes to funding) – MoE funding outside allocations system	Career Prog.	\$0.00	
(like Local Equipment Support in Core)	In Block	\$75	Minor Capital
(like Growth and Facility Planning in District Specific Grants)	6 areas	By application	Capital
Adult ESL – MoE funding outside allocations system	Special Purpose Grant	No Equiv.	
Distance Education School – MoE funding outside allocations system	See Column 1	N/A	
Pay Equity – MoE funding outside allocations system	See Column 1	N/A	
Employer's Association Grants – MoE funding outside allocations system	See Column 1	N/A	
			Band Level Services
	In Block	\$134	Guidance & Counseling
	In Block	\$70	Comprehensive Student Support Service
In District Specific Grants	\$350/month	\$4350/yr	Boarding Allowance
	N/A	See right	Student Allowance (Gr. 8-10 = \$100/ yr, Gr. 11=\$200/yr. & Gr.12 = \$300 per year.)
			Regional Level Services
	Dist. & Prov. level		(FNSA as defined by DIAND)

Source: MoE, (1999) Budget Allocations Manual,
www.bced.gov.bc.ca/allocations

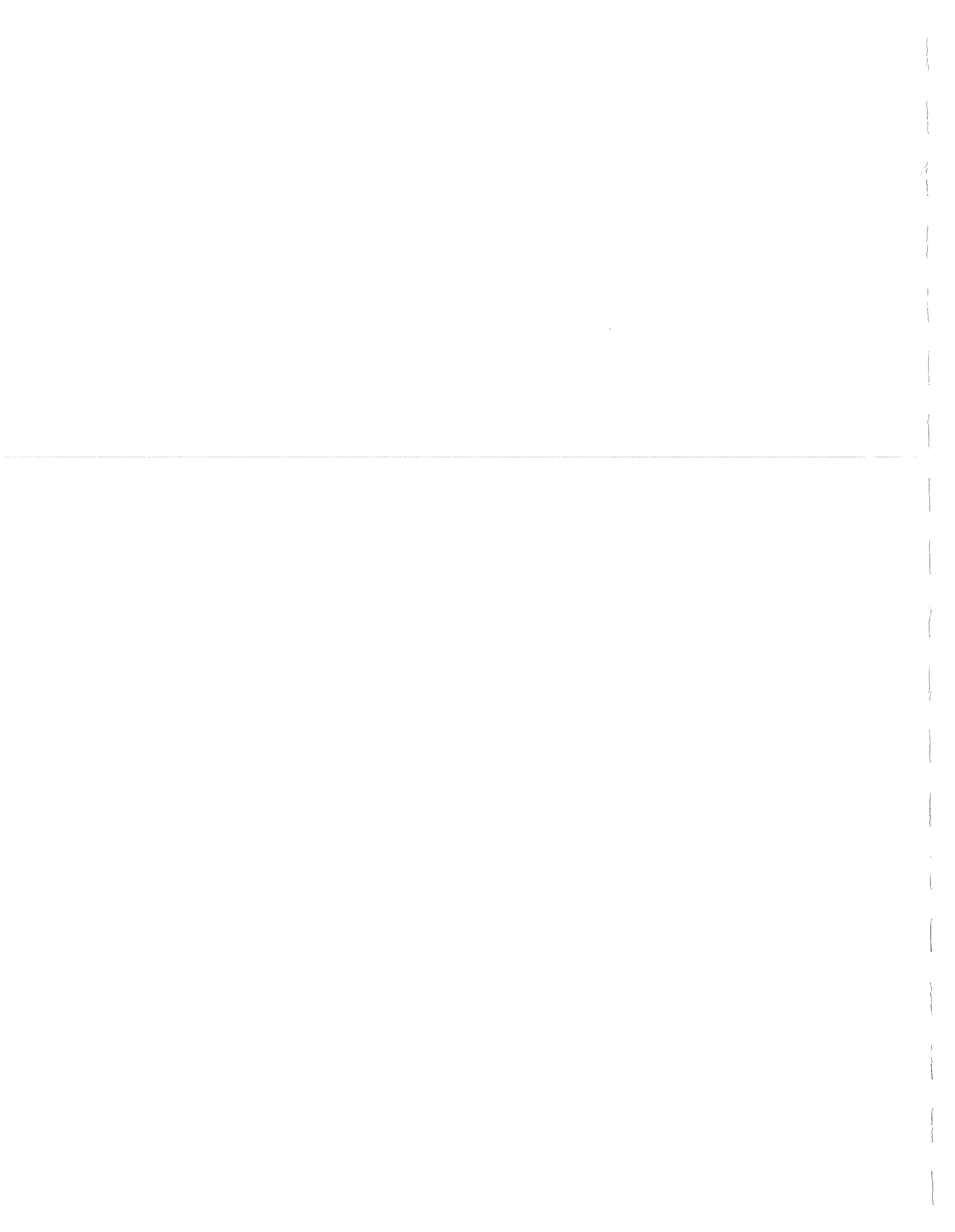
Source: DIAND (1996). B.C. Region



Appendix I

Itemized List of Inclusions in Funding for Band Operated Schools

*Source: Unpublished DIAND Funding Formula for Band Operated Schools (1996). Department of Indian and Northern Affairs
Canada, B.C. Region*



Appendix I

Funding Within the Federal Instructional Block

Professional Salaries

- Teacher Salary
- Administrative Salaries
- Specialists
- Paraprofessional Services
- Professional Development
- Aboriginal Language Coordinators

Special Education

- Program Modification
- Program Adaptation
- Remediation
- Student Supplies
- Instructional Materials
- Diagnostic Testing and Evaluation
- Remediation or Supplementation on a basis other than full time
- Guidance and Counseling as a modification or addition to the service available to other students in the school

Aboriginal Languages/Cultural Curriculum/Cultural Education

- Development, production, piloting and evaluation of Aboriginal Language material
- Development, production, piloting, and evaluation of native studies materials
- Cultural activities
- Committees in school
- Aboriginal Language Instructors

Books and Supplies – all materials for student use

Special Clothing and Equipment Allowance

Education Board

- Program management for service oriented purposes

School Administration (added separately within the instructional block)

- School secretary
- Travel costs
- Relocation of teachers, consultants, counselors, administrative support staff
- Cost of administrative supplies i.e. stamps, school telephone, rental of equipment

Advice and Assistance

- Professional direction monitoring
- Evaluation functions to a school
- Classroom consultants
- Program Supervisors

Curriculum Development

- Development/Adaptation of curriculum materials for the classroom in English, French, Aboriginal Language
- Development, production, piloting and evaluation of curriculum materials

Paraprofessional Services

- Cultural, Linguistic, Psychological support to students in the school
- Paraprofessional Staff

Second Official Language

- English as a Second Language – Primary language not English
- Costs of extra texts
- Classroom Assistance
- Specialized teacher training

Indian Education Information Service

- Assistance in promotion of local control
- Develop and expand educational policies
- Develop and expand programs
- Evaluate policies of Departmental and other agencies

Coordination, Advice and Assistance regarding devolution – to plan and organize the operation of education programs in advance of and immediately following devolution

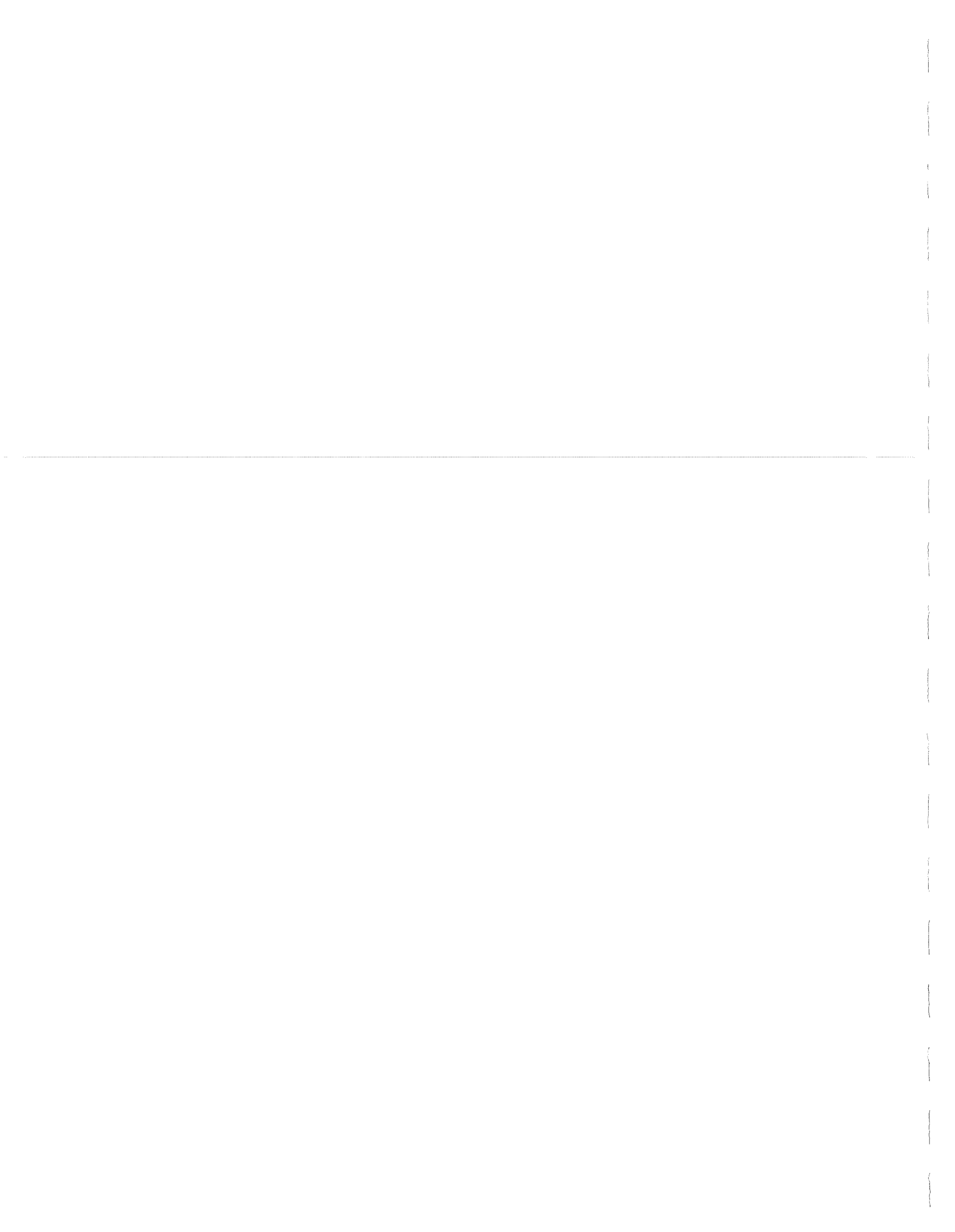
Geographic Location of School (in school formula)

Small School Factor (in school formula)



Appendix J

Excerpt from N. Morgan and D. McGettigan (1999) *Integration of Services: From Concept to Reality* "Appendix A".



Appendix J

POTENTIAL SCOPE OF JURISDICTION

(excerpt from Morgan & McGettigan, 1998 *Integration of Services: from Concept to Reality*, North Vancouver, First Nations Education Steering Committee)

Issues common to all four areas

1. Governing bodies to oversee/direct service delivery agencies (i.e. boards, councils, tribunals, committees, etc.)
 - voting, election and appointment process of representatives to sit on governing body
 - qualification requirements of representatives
 - power to establish service delivery agencies and establish service delivery programs
 - appointment and duties of administrators, inspectors and trustees
 - term of office
 - remuneration
 - authority, purpose, powers and duties
 - pension, resignation, removal, replacement and suspension of representatives
 - death or retirement of representatives
 - protection of representatives
 - power to make orders and regulations
 - ability to contract with persons or government
 - duty to contract with and hire service providers; set standards to be followed by service providers; and authority to terminate service providers
 - reimbursement for travel expenses, lodging and meals incurred when on official business
 - annual and other meetings
 - role of Elders, youth
2. Ability to form corporations and other legal entities and to provide protection from liability and immunity
3. Financial administration/funding:
 - operating budgets
 - funding mechanisms
 - distribution of funding and property
 - maintenance and inspection of books, records and accounts
 - annual grants, budgets and reports (for operating and capital expenditures)
 - adjustments to annual grants in the event of unforeseen emergency situations
 - taxation
 - auditor and auditor reports
 - financial transfer arrangements
 - term of loan payments
 - exemption from property taxes, taxes and fees
 - borrowing powers
 - power to invest
 - funding for renovation and replacement of existing facilities

4. General administration:

- personnel policies
- staffing requirements
- Aboriginal hiring preferences
- criminal records checks of those individuals working with children and other persons in the facility
- duties of employers and employees with respect to criminal records checks
- benefits for employees
- confidentiality
- personnel relations/labour relations
- issuance, suspension, cancellation, expiration and display of licenses and permits
- standards to be maintained by licensee or permit holder

5. Guardian or trustee role:

- appointment of a guardian or trustee
- power, duties and functions of a guardian or trustee as executor, administrator, attorney and guardian of financial or legal affairs of people under the age of majority
- duties of the trustee when dealing with property, sale of land, estate money, maintenance, education and trust money of infants
- establish Trustee Trust Fund account and operating account
- remuneration of guardian or trustee
- establish investment advisory committee
- investments
- reports
- production of accounts, records, assets, reports and audits

6. Intergovernmental relations:

- relations with Canada, the province, local and regional governments and other First Nations
- passage, administration and publication of laws and bylaws
- power to adopt laws of another jurisdiction as its own
- application of Federal and Provincial laws
- mechanism to deal with conflict and inconsistency between Federal, Provincial and First Nations laws
- power to delegate to another government

7. Dispute resolution:

- mechanism for dispute resolution (mediation/arbitration)
- establishment of review and appeal boards to appeal decisions made by governing bodies or service providers
- process for addressing allegations of discrimination or violations of human rights
- establishment of inquiry commission to conduct inquiries into and report on the state and management of any governing body and conduct of any person in the service of that governing body
- procedures for bringing disputes before the Courts

8. Conflict of interest/interference:
 - conflict of interest
 - avoidance of undue political interference
9. Income assistance/support:
 - establishment of advisory council
 - employment programs
 - consequences of not searching for or accepting employment or participating in programs
 - disclosure of information, verification, reconsideration, appeals, overpayments, repayments, assignments and agreements
 - allowances, benefits, grants and subsidies
 - benefits exempt from garnishment, attachment, execution and seizure
10. Program development, review and evaluation
11. Standards and inspection:
 - establishment of standards
 - regular inspection and maintenance programs for facilities with respect to public health, safety and environment consistent with existing standards
12. Access to information/privacy
13. Offence, punishment and enforcement

Education

21. Pre-school to grade 12 education:
 - establishing schools
 - curriculum standards
 - determine and establish curriculum
 - examination standards
 - special education programs and curriculum
22. Post-secondary education:
 - admission standards and policies
 - tuition and fee schedules
 - degree, diploma and certificate requirements
 - power to grant degrees, diplomas or certificates
 - scholarships
 - selection committee
 - convocation
 - establish faculties
 - curriculum standards
 - examination standards
 - determine and establish curriculum
 - adult education programs

- special education programs

23. Private Schools:

- establish private schools
- establish private school teacher certification committee
- classification of private school
- admission standards and policies
- tuition and fee schedules
- curriculum standards
- examination standards
- determine and establish curriculum
- special education programs

24. Teachers and instructors:

- composition of teaching staff
- qualifications and certifications
- qualifications committee
- language teachers
- terms and conditions of employment
- salaries
- collective agreements
- general teacher education and language teacher education programs
- membership to College of Teachers or other certifying body
- admission and certification of members of College of Teachers or other certifying body
- discipline committee and inquiry
- evaluation of teachers and instructors
- suspension pending hearing, failure to attend hearing, effect of suspension, reinstatement
- employer and employee bargaining agent
- bargaining unit
- accreditation

25. Mechanism to ensure the preservation of Aboriginal children's cultural identity and language

- language authority
- cultural centres

26. Education services for non-members on reserve

27. Education services for members living off-reserve

28. Home Schooled children

29. Miscellaneous

- establish external evaluation committees
- access to education resource material
- duties of students
- parents' entitlements and responsibilities
- language of instruction

- establish board of examiners
- authority to lend money to boards to finance capital expenditures of school boards
- authority over school property
- agreements with other school boards or band councils
- student counseling
- cross cultural teacher/administrator orientation
- institution organizational structure and accountability
- evaluation of administrators and other employees
- support services such as: health/dental, social work services and specialized needs
- school dropout prevention
- student-teacher ratio
- discipline of students
- school attendance
- drug policies
- maintenance of student records
- determination of the school year and school calendar
- select courses, textbooks and materials appropriate for the Aboriginal community and arrange for their experimental use, evaluation and approval
- develop courses, textbooks and materials designed to preserve and transmit the language and culture of the Aboriginal community
- establish courses and training programs to qualify Aboriginal persons as teachers
- establish courses and training programs for non-Aboriginal persons who will teach in Aboriginal schools
- allowances to students
- room and board allowances for students
- maintenance of foster homes for students
- living, tuition and transportation allowances
- operation of physical education and sports programs
- transportation of students and teachers to and from school
- maintenance of hostels and residences for students attending schools outside their community
- process to ensure teaching of Aboriginal culture, heritage and language is paramount within the curriculum