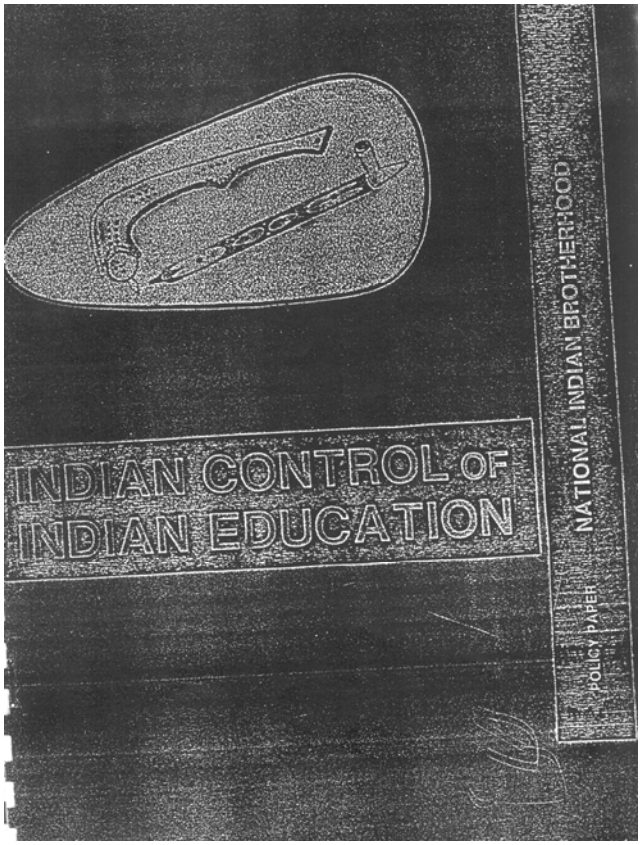
Conseil en Éducation des Premières Nations
First Nations Education Council

Takeover Study and Future Visions

Final Report
FNEC Special Project
September 2002

CONTENTS



"The time has come for a radical change in Indian education. Our aim is to make education relevant to the philosophy and needs of the Indian people. We want education to give our children a strong sense of identity, with confidence in their personal worth and ability. We believe in education:

...as a preparation for total living,

...as a means of free choice of where to live and work,

...as a means of enabling us to participate fully in our own social, economic, political and educational advancement.

We do not regard the educational process as an "either-or" operation. We must have the freedom to choose among many options and alternatives. Decisions on specific issues can be made only in the context of local control of education. We uphold the right of Indian Bands to make these specific decisions and to exercise their full responsibility in providing the best possible education for our children."

(NIB: Indian Control of Indian Education Policy Paper 1972, p.3-4)

SECTION ONE: INTRODUCTION

1.1 Preamble

To determine where the member First Nations of Quebec are today, thirty years after the National Indian Brotherhood policy declaration of Indian Control of Indian Education, the First Nations Education Council has undertaken a two-part project to look at the various aspects of the Takeover of Education in each of its member communities; and, secondly, to develop a future vision for First Nations Education. This report concludes the first part of the project that is to provide a general history of the story of takeover for the twenty-two member communities of the First Nations Education Council.

In 1984, the Indian Education Task Force did a comprehensive study of First Nations education in Quebec. This study, completed by Denis Gill and a Working Group from the communities, took a look at some of the issues in the Philosophy and Control of Education, Language and Culture, School Achievement and Educational Services, Parental Involvement in Education, Indian Education Personnel, and Outside Organizations Implicated in Education.

In addition to revisiting each of these areas, the present FNEC study will also look at the management structures that have been put in place to administer the educational programs, the issues of certification and jurisdiction, financial and human resourcing, and the types of strategies that First Nations have needed to employ to retain their own culture, identity and determination within the constraints of the larger educational picture.

The Policy of *Indian Control of Indian Education* is based on two very important principles, those of "local control", and "parental involvement". The present study of the takeover of education will look at the story of how this happened in each community, and where each community is today along the road to fully achieving these objectives.

1.2 Background of the First Nations Education Council

The First Nations Education Council is presently an association of twenty-two First Nations communities joined for mutual support, advancement and benefit in the field of First Nations Education. The Association was initiated in 1985, based on an overwhelming recommendation stemming from the final Report of the1983 Indian Education Study undertaken by the Indian Education Task Force Working Group.

This recommendation evolved from an urgent need to address educational issues within the communities that could not be done through the annual meetings with the community Liaison Officers organized and headed by the Department of Indian Affairs.

At its inception in 1985, the FNEC represented all of the First Nations of Quebec. However, with the James Bay Agreement, the Cree and Naskapi Nations departed, and later so did most of the Montagnais following the development of their own organization, IECAM. There now remain eight different nations, these being the Abenaki, Algonquin, Attikamek, Huron, Innu, Malecite, Micmac and Mohawk nations.

Presently, within the eight nations, the following twenty-two (22) communities participate as members in the First Nations Education Council: Barriere Lake, Eagle Village Kipawa, Gespeg, Gesgapegiag, Kahnawake, Kanesatake, Kitcisakik, Kitigan Zibi, Lac Simon, Long Point Winneway, Listuguj, Manawan, Mashteuiatsh, Opitciwan, Odanak, Pikogan, Timiskaming, Wemotaci, Wendake, Wolf Lake, Wôlinak, and Viger. Membership remains open to any First Nations community in Quebec.

These twenty-two First Nations communities differ with each other in language and culture, traditions, governance, politics, demography, growth and stability. They also vary in the nature of their participation within the organization, and in the language of communication with each other, which is either French or English. The communities also diverge in the history and nature of their educational organizations, and in the levels of development within. These differences continue to be accommodated by this organization due to its strong sense of common purpose, which is the betterment of First Nations Education to be achieved through true Indian Control of Indian Education.

1.3 Methodology

This study has been undertaken over a period of ten months in nineteen (19) of the twenty-two (22) communities. Prior to this, a literature review was undertaken of the pertinent documents listed as being on file, but whose availability, unfortunately, was limited with the regional office of the department of Indian Affairs.

A lengthy survey questionnaire was developed, based on an agreed-upon framework, and presented at the Special Assembly in September 2001 in Ottawa. The membership attending the Assembly ratified the project including the questionnaire with a modification of the intended dates to allow more time for completion. The nineteen (19) communities who agreed to participate in the survey

indicated their willingness to undertake the work by signing an agreement to this effect. Following the Assembly, a training session was provided regionally to those representatives who wished to have further experience with the questionnaire.
The final copies of the survey were then forwarded to the representatives of each of the communities to be completed by various respondents from the community. The communities completed the surveys over a period of about three months. Two communities decided to have the consultant visit them to conduct the survey.

Once received from the communities, all the responses from the surveys were recorded in a database that had been designed for this study, and a preliminary statistical report summarizing the raw data was presented to the communities for review at the General Assembly in Quebec in April 2002. At this time, the communities participated in a workshop on prioritizing the data from the surveys.

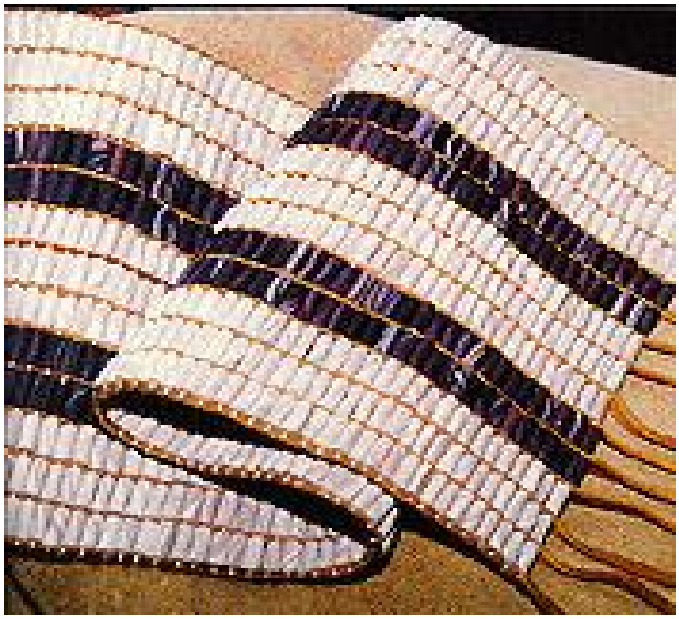
At the request of the communities, the results have been generalized, and any specific references or photos that have been used are done so only with the permission of the community concerned. This final report is a description of the general tendencies from the statistical data, accounts from documents received from INAC, and a summary of the eloquent commentaries, and stories of takeover articulated by the representatives of the communities surveyed.

1.4 Definitions

The following are a listing of acronyms or definitions of terms as they apply to this Report:

AFN	Assembly of First Nations;
AFNQL	Assembly of First Nations of Quebec and Labrador;
DIAND	Department of Indian Affairs and Northern Development;
Education	An inherent, aboriginal and treaty right of all First Nations to a holistic, lifelong process of learning that includes but is not limited to formal schooling;
FNEC	First Nations Education Council;
INAC	Indian and Northern Affairs Canada;

Jurisdiction	The inherent right of each sovereign First Nation to exercise its authority, develop its policies and laws, and control financial and other resources for its citizens; Jurisdiction confers exclusivity regarding rights, authority and the power to enact and enforce laws within limits or boundaries;
Jurisdiction in Education	The right of First Nations to define education, to make and pass policies and laws on education, to exercise control over the financial and other educational resources and the legal authority to enforce those rights;
Legitimacy	Having either a basis in law, or authenticity through proven comparison or association;
MEQ	Ministry of Education of Québec;
NIB	National Indian Brotherhood.



TIMELINE: FIRST NATIONS EDUCATION

Pre-contact Millenniums	**Traditional First Nations Education**
1600	- Missionary Schools run by the Churches;
1750	- 1750-1850, Colonial Schools with some First Nations control through statutes legislated by pre-confederation governments;
1800	- *War of 1812 ended military usefulness of First Nations, priority for education reverted to the needs of the colonies;* - *Bagot Commission of 1842 proposed assimilation of Indian children in schools, particularly away from families;* - 1849, first industrial residential schools opened in Ontario; - 1867 Confederation, fifty "Indian Schools" came under federal responsibility; policy for segregated schooling; - 1892 Order-in-Council governed the operations of residential schools; - 1894 Hayter Reed, Superintendent Indian Affairs, enforced policy of compulsory schooling without parental consent;
1900	- 1900, government and churches operated 61 residential schools with over 3,000 students; - 1920, compulsory schooling regulations incorporated into the Indian Act; - 1936, over 8,000 First Nations children were enrolled in residential schools; - 1946-1948 First Nations leadership made demands to the Special Joint Committee of Senate and House of Commons hearings on Indian Act from for removal of segregated schooling;
1950	- 1949, Indian Affairs started making Joint School Agreements with the provincial governments; - 1956, Federal schools started implementing provincial curricula;
1967	- 1967 Hawthorne Report recommended integration in provincial schools as a means of assimilation; - 1969 Federal White Paper recommended provincial control of First Nations' education;

- 1963-1971 First Nations parents become involved politically through School Committees;

1970

- 1971 Fifth Report of Standing Committee on Indian Affairs blasted government for policies on Indian education;
- 1972 National Indian Brotherhood policy of Indian Control of Indian Education; 1973 Minister of Indian Affairs officially accepts policy of Indian Control;
- 1972 Treasurery Board accepts authority to transfer administration of Indian education programs to local control provided no extra costs;
- 1976 O.E.C.D, Paris, attacked Canadian government for lack of appropriate models for Indian education;
- 1978 Verna Kirkness Evaluation Report on Manitoba Federal and Provincial Schools blasts government for inappropriate paternalistic implementation of Indian Control;

1980

- 1978, some Quebec communities moved towards local control in reaction to Bill 101 implications for First Nations schools;
- 1981 Regional Office implemented its own ideas of Indian Control without consultation with First Nations;
- 1983, education representatives of Quebec undertook their own study of the situation of First Nations education;
- 1985 First Nations Education Council was implemented;
- 1985 Minister of Indian Affairs instituted Working Group to look at different "management options" for Indian Education through changes in legislation;
- 1987 – 1990 Policies of devolution of services to local control by communities vigorously pursued by Regional Office;
- 1988 Assembly of First Nations published "*Tradition and Education, Towards A Vision of Our Future".*

1990

- 1991 MacPherson Report on Tradition and Education tabled;
- 1991 Assembly of First Nations incorporates the principles of the AFN Study into the mandate of the Chiefs Committee on Education;
- 1994 Draft United Nations Declaration on the Rights of Indigenous Peoples reaffirmed the right to establish and control own education system;
- 1996 Report of the Royal Commission on Aboriginal Peoples calls for First Nations to regulate all aspects of their own education.

SECTION TWO: FOREWARD

The 1972 National Indian Brotherhood declaration of *Indian Control of Indian Education*, which was accepted in 1973 by then Minister of Indian Affairs, Jean Chrétien, had been preceded by years of paternalistic policy setting by both the Church and State.

Before contact with non-aboriginal societies, First Nations children were educated in traditional ways to fill their roles within their societies. Their parents, elders and extended family taught the children. In fact, the whole community educated every child, since every adult was considered to have some responsibility in this regard. Children were taught to master tasks through observation, repetition and practice. They were groomed for adulthood through a series of rituals, social exercises, and rites of passage. Discipline was not physical, but disobedient or lazy children were shunned, ignored or spoken to privately. By puberty, every child spoke his language, knew the history of his people, was well versed in the traditions, values and beliefs of his people, and had developed many useful skills in hunting, harvesting or craftsmanship.

"Indian" education began in the early 1600's with the slow integration of Indian children into missionary schools for the religious intention of assimilation into Christianity. Later, the early colonial schools of 1750-1850, run by the Churches, saw Indian children eventually educated alongside the colonial children, and their educational policies, mostly decided in Europe, were established according to what was best for the growing colonies. At this time, the methodologies used to educate the Indian children came from Europe, aboriginal languages were maintained, and some of the funding practices allowed for a degree of local control by First Nations, as did several statutes that were enacted by pre-Confederation governments.[1]

With time, and after the War of 1812, the government decisions regarding Indian education became more related to the development of the colonies, than to the vastly changing needs of the Indian children. The Bagot Commission of 1842 specifically proposed the use of schools as a tool for assimilation, and particularly by removing children from their families, and creating residential schools away from the communities. By 1849, the first two "industrial residential" schools had been developed in Ontario.

After Confederation in 1867, the Canadian Government pushed for segregated schooling based on their belief that the social climate of the growing immigrant

[1] Archives: Government of Canada, Indian Education Paper 1982

populations was harmful to the best interests of the "Indians". Confederation established federal responsibility for legislation concerning "Indians" and the lands reserved for Indians. The British North America Act made obsolete the previous pre-Confederation statutes regarding Indian education, and the fifty or so "Indian" schools that existed at the time, came under the responsibility of the federal government.[2]

In 1892, an Order-in-Council was passed conveying regulations governing the operation of residential and industrial schools, and which continued to govern the financing of Indian residential schools until 1958. The buildings came under the joint responsibility of the government and the churches. Funds were appropriated from parliament to cover the costs of the books and educational supplies, and per capita grants to the churches to manage the schools.

Hayter Reed, Deputy Superintendent-General of the Department of Indian Affairs increased the powers of the federal administrators over First Nations education in 1894 by enforcing compulsory school attendance for First Nations children without their consent or the consent of their parents, and by pushing industrial or boarding schools as a means of their education. By 1900, the government and the churches were operating sixty-one (61) residential schools for a total enrolment of over three thousand students (3,257). [3]

In 1920, compulsory schooling regulations were incorporated into the *Indian Act*:

> *"The year of compulsory enfranchisement, 1920, was also the year for strengthening compulsory school attendance to ensure that all Amerindian children between the ages of seven and fifteen attended school. Ten years later, departmental powers in this regard were again reinforced; by this time Amerindian children could be committed to boarding schools and kept there until the age of eighteen on the authority of the Indian Agent, a measure far in excess of anything applied to whites."*
> *(Dickason 1992, p.335)*

The increasing enrolments caused the construction of more classrooms on the reserves. By 1936, there were more than 8,000 children in residential schools.[4] The large majority of First Nations students were educated in residential schools on reserve lands from pre-Confederation to about 1950.

[2] Archives: Government of Canada, Indian Education Paper 1982
[3] Ibid
[4] Annual Report of the Department of Indian Affairs, 1936

During the years of 1946-1948, a Special Joint Committee of the Senate and the House of Commons held hearings on the Indian Act with First Nation groups across the country. Throughout, the aboriginal leadership and groups demanded an end to the policy and practice of segregated education.

In line with this integration movement, starting in 1949, the Department of Indian Affairs decided to make formal Joint School Agreements with School Boards and Departments of Education for the education of Indian children along with non-Indian children. By 1979, the Department had entered into close to seven hundred such agreements for the education of nearly fifty thousand (50,000) Indian students in provincial schools, a number that accounts for nearly two-thirds of the First Nations student population at the time.[5] First Nations community leaders and parents were, at best, relegated to the role of advisors on their children's education.

In the years from 1956 to 1970, provincial curricula were introduced into Federal schools, and the levels of service were improved to facilitate a transfer to Provincial schools according to the Indian Affairs policies of provincial assimilation. The latter is demonstrated in the following excerpts from a letter by the Director of Educational Services, Ottawa, November 10, 1967:

> *"The primary role of the educational directorate is to assist Indian people toward educational integration and emancipation as rapidly as possible…*
>
> *Our professional reputation depends upon how rapidly and how well we develop a system of integrated education rather than on how well we patch up our own systems."*[6]

This policy of integration as a means of assimilation was also stated in the Hawthorne Report of 1967. This report was an in-depth analysis of the political, economic and educational problems of First Nations. It was recommended that First Nations students should be integrated with the rest of the school population, and that a decentralized federal system would create efficiency. The report considered that provincial systems were able to offer better programs and a wider range of educational opportunities, and that the economic and social assimilation of First Nations could be brought about by this means.

The Federal White Paper followed the Hawthorne Report in 1969. This policy proposed, among other things, the elimination of constitutional and legislative bases of "discrimination" against Indians, and that educational services should be provided by the provincial agencies. The reaction of First Nations leaders across the

[5] Archives: Government of Canada, Indian Education Paper 1982
[6] Cited in: Verna Kirkness, Evaluation Report 1978.

country was explosive, and the discussion of jurisdictional matters served to mobilize First Nations leadership and First Nations educational organizations across the country.

Between 1963 and 1970, school committees started to also bring the voices of aboriginal parents into the forum, and strong criticism of these "Indian Education" policies began to be raised across the country. Finally in 1971, the Fifth Report of the Standing Committee on Indian Affairs rightfully pointed out that Indian and Inuit education had been the victim of the *"day-to-day, year-to-year improvisation attitude of successive governments which regarded Indian education as a passing thing, soon to be handed over to the provinces…".* The Report stressed the need for a First Nation accord before any transfer of students to provincial systems, special training for teachers, greater cultural relevance in curriculum, pre-school education, greater powers for School Committees, and the phasing out of residential schools for younger children.

The National Indian Brotherhood Policy Statement of *Indian Control of Indian Education* in 1972 was a joint statement based on common issues derived from statements prepared by the Education Directors of the many provincial and territorial First Nation organizations at the time, and put together by the NIB Education Committee. Although the federal government, through Indian Affairs Minister Jean Chretien, indicated its acceptance of the principles involved as the basis for future development in Indian education, it did not, unfortunately, change the legal context within which educational services are offered to First Nations. Since Confederation provincial authorities have constantly revised their legislation to ensure the judicious development of their educational systems; First Nations education has not been supported by any meaningful parallel development within the federal jurisdiction. An issue that still continues to disconcert First Nations today.

The NIB Indian Control policy highlights among other things, the need for local control and parental responsibility (1972, p.27):

> *"Indian parents must have FULL RESPONSIBILITY AND CONTROL OF EDUCATION. The Federal Government must adjust its policy and practices to make possible the full participation and partnership of Indian people in all decisions and activities connected with the education of Indian children. This requires determined and enlightened action on the part of the Federal government and immediate reform, especially in the following areas of concern: responsibility, programs, teachers, facilities."*

In accordance with the Minister's acceptance of the policy of Indian Control, Under-Secretary D.B. Dewar of the Treasury Board wrote to H. B. Robinson, Deputy Minister of Indian Affairs, on March 22, 1972 confirming the transfer of funds for the administration of post-school by First Nations with the stipulation that there be no extra costs involved. The transfer would be for the administration of adult education, professional development, and upgrading. Later, on November 27, 1972 a similar letter by the same author confirmed the transfer of funds for the takeover of teaching programs by First Nations at no extra costs, and which would include: school supplies, student services liaison, and student allowances, etc.

In 1978, Verna Kirkness was commissioned by the Program Evaluation Branch to do a Study of Indian Education in Manitoba. In her report, "*Evaluation Report: Education of Indians in Federal and Provincial Schools in Manitoba*", she referred to a study done by the Organization for Economic Cooperation and Development, Paris, 1976, which attacked the federal government of Canada for drawing upon provincial models of education rather than seeking to draw upon new models that might be more appropriate. Ms. Kirkness also criticized the government for omitting the two main ingredients of Indian Control of Indian Education those of "local control", and "parental responsibility".

The Department of Indian Affairs, restricted by its view of the perspective of itself as the "Great White Father", could not identify with the complete meaning of the NIB statement on Indian Control, nor could it let go of its hold on First Nations education. Consequently, the Department set about to develop policy based on its own interpretation of "shared participation", and to define Indian Control for itself. Not only did it proceed to tell the communities how it should be done, but to also determine what resources should be needed, and to describe the limitations of accessibility for the communities. Nonetheless, on its own side, it chose to increase its own bureaucracy to provide for "Indian Control".

This is shown in correspondence, dated March 23, 1981 from the Regional Director General at that time, R.M. Connelly. This Memoranda was written to all the education personnel at the regional office, the directors of the federal schools, the Regional Management Committee, and copied to the different bands and tribal councils throughout the region: (free translation)

> *"And this is where the new role of the Department takes shape: which is to guide rather than act, to influence rather than decide. It is the action of having something done rather than doing It …Concerned with a wish to bring an increasing support to the Indian communities, the regional office has put in place a new structure of its educational human resources, a structure aimed at answering more efficiently the needs and aspirations of Quebec's*

Indian communities. Within the education program, we have created, A SECTION OF PEDAGOGICAL SERVICES AND NATIVE EDUCATION DEVELOPMENT… The division of pedagogical services will be solely responsible for all educational development; and keeping in mind a vision of service and support, the division will also coordinate the activities and interventions of the Department with the Bands. Within the Department, it will assume a "leadership role" in the planning, development and implementation of Indian educational systems for and by Indians."

Unfortunately, one of the crucial elements missing was an agreed-upon Implementation Plan for Indian Control of Indian Education. At the same time as they were increasing their own staff, as mentioned above, the regional office in conjunction with the national office was deciding on how much money takeover should cost based on the government's perception of First Nations needs and priorities. Something that is usually totally inconsistent with the realities of the communities.

Several examples in correspondences to this effect can be cited, however the following is taken from a letter dated December 15, 1982 to Mr. Ghislain Lemay, then Director of Education, from J.R. Blouin, who was Regional Indian Education Development Officer regarding "starting costs" for educational takeover: (free translation)

"Thus, we will be receiving requests from different Bands wishing to take over their education system. To answer these requests, we would like to provide ourselves with a mechanism that is just, fair, through which the Bands would be assured of a start-off contribution aimed at assisting them with the take over process. This mechanism could include four (4) main criteria allowing the delivery of funds to Bands who must deal with students transferring from Provincial to Band schools:

1. *For kindergarten students and elementary level students: **for the first year only**. $150.00 x number of students (over and above the $85.00 normally granted).*
2. *For high school students: **for the first year only**. $200.00 x number of students (over and above the $85.00 normally granted).*
3. *For basic books, reference, or consultation: **for the first year** only. $100.00 x number of students.*
4. *For training of resource-persons: **for the first year only**. $10,000.00*

The first three criteria are based on a costs analysis that takes into consideration a transfer from the provincial school to a Band school, concerning books, learning material, workshops, mandatory references, teaching methods, etc.

The fourth criteria could offer some type of training to one or two future Band employees before holding an administrative position. This training could be extended on a 4 to 5 months period.

It is obvious that the approval of the file for the start-up contribution would bring guidelines and a fair mechanism to serve as a basis for the transfer from provincial schools to Band schools."

In the mid-eighties, senior INAC civil servants such as John S. Rayner, and Ann Jamieson, were meeting with Regional Educational Directors in preparation with Deputy Minister Bruce Rawson for meetings with the Minister to gather "innovative" ideas on the future of what they now termed "native" education. "Native" education was thought to be

a more politically correct term to enable the inclusion of both Métis and Inuit. In 1985-1986 the provision of elementary and secondary services for "native" education required $571,882,000 and 1825 person-years.[7]

This working group were discussing different management options for Native education, which, according to the wishes of the Minister were being narrowed to the idea of introducing new legislation to effect whatever change of structure might eventually be decided upon:

> "*Status quo structure is not an option, and neither local control nor improved education will be delivered through what we have now, or any system that relies on tinkering with current structures" (Memoranda to the Deputy Minister from John S. Rayner, 1985)*

While these discussions were going on, and the Indian Education Working Group was reviewing various models of organizations such as the Canadian International Development Agency to determine what structures and provisions would be favourable to native education, the department was pushing devolution as quickly as possible:

> "*While this working group is active, of course, we are continuing the process of devolving educational management as quickly as effectively possible, both in terms of transfers from the current Education Directorate, as well as in the context of the Block Funding initiative." (Memorandum from Deputy Minister Bruce Rawson to the Minister of Indian Affairs, 1985)*

Around the same time, in 1984, the Assembly of First Nations was mandated to conduct a study on First Nations education. The voluminous AFN study, "*Tradition and Education: Towards a Vision of Our Future – A Declaration of First Nations Jurisdiction over Education", was* published in 1988. Among the numerous and detailed recommendations of the Report, were the following:

> *"An alternative and fundamentally unique superstructure for First Nations jurisdiction over education and federal and financial support must be created. It will need to be flexible and accommodate much diversity as various First Nations authorities develop a range of distinctive models and approaches to education" (v.1, 63).*

[7] Archives: Report of the Working Group on Indian Education, 1985.

> *"A national First Nations education council or new federal entity should be created by Parliament or by an amendment to the Indian Act with power to fund, supervise and maintain an education framework for First Nations education. It would assist all First Nations in the exercise of their jurisdiction in education and First Nations would be free to opt in or out" (v. 2, 148).*

Devolution became the buzzword of the late 80's and early 90's with the Ministry of Indian Affairs determinedly withdrawing from the education program in view of developing a new structure. In fact, the Education Program Management guidelines (Chapter 4) were removed from the Department's Operations and Programs Manual. The floors of the Indian Affairs offices in Quebec became littered with the scorecards of how well the regional office was doing in this regard.

There is a large file of correspondence from administrators such as André Leclerc, Donald Daoust, Anicet Gagné, etc. to Stephen Peach, then Regional Coordinator for Educational Takeover, indicating listings of communities, and the number of educational services predicted to be taken-over. These predictions were duly reported to the National Office by Claude Chamberland, Director of Education or by Mr Frank Vieni, Regional Director General, as shown:

Mr. J. S. Rayner (Free Translation)
Assistant Deputy Minister
Indian and Northern Affairs Canada
OTTAWA, (Ontario)
K1A 0H4

SUBJECT: 1998-89 general management plan

At the time we tabled our l988-89 general management plan, we had included the plan for the transfer of education of Manouane Band and this, in spite of the fact that the Band resolutions had not been received at our offices.
Unfortunately, we have just received the decision of Manouane Band Council not to take over the teaching services on the reserve in 1988-89.
Therefore we are forced to annul this plan of transfer and adjust the schedule of reduction of human resources accordingly, of which you will find a copy attached.
Hoping that all is to your satisfaction,
The Regional Director General,
Frank Vieni
c.c. MM. Yvon Savard
Jean-Yves Lepage
ClaudeChamberland
Encl.

Affaires indiennes et du Nord — Indian and Northern Affairs

Directeur général, Région du Québec, Affaires indiennes et inuit — Director General, Quebec Region, Indian and Inuit Affairs

Le 1er février 1988

E-4100-5
E-4100-10

Monsieur J. S. Rayner
Sous-Ministre Adjoint
Services aux Indiens
Affaires indiennes et du Nord
OTTAWA (Ontario)
K1A 0H4

OBJET: Plan général de gestion 1988-89

Lors de la présentation de notre plan général de gestion 1988-89, nous avions inclus le plan de transfert de l'éducation de la bande de Manouane et ce, bien que les résolutions de bandes n'aient été reçues à nos bureaux.

Malheureusement, nous venons de recevoir la décision du conseil de bande de Manouane de ne pas prendre en charge les services d'enseignement sur la réserve en 1988-89.

Nous nous voyons donc dans l'obligation d'annuler ce plan de transfert et d'ajuster le tableau de réduction des effectifs dont vous trouverez une copie ci-jointe

Espérant le tout à votre satisfaction.

Le Directeur
général régional,

Frank Vieni

c.c. MM. Yvon Savard
Jean-Yves Lepage
Claude Chamberland

p.j.

So overly zealous were the departmental administrators in their ambitions for complete devolution that in 1987, there was an over-prediction made of the number of person-years to be returned to Ottawa, which led to a mandatory workforce reduction of 26 civil servants in Québec.

In 1988, the Regional Office also started to dismantle the pedagogical team that it had put in place, and to send those person-years back to Ottawa. One of the tribal councils wrote to ask to have their proportionate share of the salary dollars from the pedagogical team transferred to them to be used for teacher training, curriculum development, and school committees. The file letter is found to be covered with initials and notes from different INAC administrators stipulating all the reasons why this should not be done, and where they perceived they could suggest that similar funds are already given to various entities for that purpose.

The First Nation communities were in turn both “wooed and whipped” into takeover following various policies from John Rayner’s office as Assistant Deputy Minister. The communities who had not taken over by 1987 were offered pre-takeover front-end formula funding in a memorandum dated February 23, 1987. This guaranteed an amount of $40,000 up front, and usually averaged around $50,000 per community with the various per capita amounts. However, it was not given retroactively to those who had already taken over, as stated in correspondence to one community that requested retroactive front-end funding to be used for their education authority. In a reply from Clermont Samson, INAC Regional Office, 1993, the community was told to find the funding within their existing education budgets.

Then later came the “big push”, a policy came from Rayner’s office that in view of the fact that devolution was almost complete, and if takeover was not undertaken

within two years, the Region would have no choice but to make arrangements with a local school board to administer the education program for the bands who had not taken over. Many felt obligated to do so. This policy was later overturned, and the communities were permitted to define their own time frames. Nonetheless, the workshops still continued demonstrating how many devolution dollars a community could win if it took over its federal school.

The federal government's orientations and objectives in education still remain different from those of First Nations, and still lack an understanding of Indian Control of Indian Education. The funding agreements signed by First Nations include comparability clauses with the province, requirements for provincial certified teachers, and certificates of program competence. There is an assumption that because the Constitution identifies education as a provincial jurisdiction, First Nations education is constrained to meet the requirements of the provincial governments in the area of education. This assumption is not valid. In a breakthrough analysis in 1991 in *The MacPherson Report on Tradition and Education: A Vision of Our Future*, Justice James MacPherson pronounced:

> *"In sum, then, it would be very be very difficult, in constitutional terms, for a provincial government to legislate separately and comprehensively in the field of Indian education… In constitutional terms, in the field of Indian education the federal government has an open field." (P.28)*
>
> *"Provincial governments…would run into serious constitutional obstacles if they tried to deal more directly with the subject of Indian education." (P.43)*

In 1991, with failing discussions on an education agenda with the Minister, the Assembly of First Nations passed a motion to incorporate the following basic principles into the mandate of the Chiefs Committee on Education:

Education is an Inherent Aboriginal and Treaty right.

- *Education is the vehicle for transmitting our language, social, cultural and traditional values to our children. It is our right, as First Nations, to decide what our children will learn, as we have for many generations in the past, before the arrival of the Europeans on our shore. It is critical in the exercise of First Nations government that we, as First Nations, assert our jurisdiction over our education systems.*
- *The government has a fiduciary responsibility to provide adequate funding based on need.*
- *Education is a life-long and holistic process.*

- *Funding for First Nations education is an investment in human capital for the future, and of long-term benefit for all.*
- *Education for First Nations provides for economic opportunities and benefits for non-aboriginal institutions and communities, e.g. tuition, child care, rentals, purchase of services, food, etc.*
- *Tradition and Education: Towards a Vision of our Future ratified by the Chiefs-in-Assembly (1988) is the key document recognizing diversity in First Nations education and advancing the First Nations agenda.*
- *All initiatives in First Nations education are based on a community-based community-driven process."* [8]

The basis of these principles was reaffirmed in 1994 by the United Nations in the Draft United Nations Declaration on the Rights of Indigenous Peoples. Article 15 supports the right of Indigenous people to establish and control their own education systems and institutions, in their own language and in a culturally appropriate manner. In addition to this, the Canadian 1996 Report of the Royal Commission on Aboriginal Peoples calls for First Nations to resume control of their education in its entirety, to regulate all aspects of their education systems, and to have federal, provincial and territorial governments collaborate and support the development of these systems.

In 1983, a group of educational representatives undertook a study of the situation and needs of First Nations education in Québec, probably the first time that a First Nations Group had decided on their own to undertake such a project. The study was overseen by the Indian Education Task Force, composed of community representatives, and carried out by Mr. Denis Gill.

The final report that was tabled in November 1984 included the following topics:

- Philosophy and Control of Indian Education;
- Language and Culture in Indian Education;
- School Achievement and Existing Services in Indian Bands;
- Involvement of Parents within Education;
- The Personnel;
- Outside Organizations involved in Indian Education.

This present Report will continue the story of these same communities since this time, their accounts of takeover, and the achievements and successes of the education programs in spite of all the constraints and difficulties each community has endured.

[8] AFN Resolution No.14/92

Educational Activity on the Ice, Mashteuiatsh

SECTION THREE: EDUCATIONAL TAKEOVER

First Nation communities vary significantly on the basis of size, location, language, culture and traditions, social development, kinship, forms of governance, politics, economic development, growth, stability and the homogeneity or heterogeneity of each community's population. These factors influence the nature of community organizations, and provide the circumstances under which First Nations may choose or be compelled to choose various options for their educational institutions. [9]

These considerations of difference provide a basis for understanding the difficulties communities do face in trying to establish their own educational programs when coping with enforced funding requirements that are premised on a formula of "one size fits all". Furthermore, the general lack of funding according to community-based program needs becomes even more problematic for the communities when Indian Affairs unilaterally requires that each community-based education program also parallel the provincial system. The differences in communities also include differences in education, background, and institutions, which makes the paralleling of a foreign system even more of a hardship for some communities.

The Takeover of Education has meant something different for each community, for some the takeover began early on, and today local control has developed to the point of almost complete jurisdictional control, except for control of funding and supporting legislation. Other communities have approached takeover as a form of administrative control delegated from Indian Affairs, following departmental criteria, as they have not had the means, or the opportunity to do otherwise. For still other communities, takeover has provided the opportunity to use language, culture and traditions as the foundation for the education programs in their schools.

Nevertheless, the decision to takeover was very often taken as a reaction to a situation that fuelled the desire to takeover. Examples of such situations would be repeated negative interactions with another jurisdiction; the only viable alternative provided to the community after a misfortune such as a school closing or burning down; a growing frustration with the lack of competence or appropriate interventions by those given the responsibility to provide education; or, a "whipping or wooing" tactic of a departmental official. However, in all cases, the decision was taken from a desire to do better, to provide community-based programming to truly meet the needs of their communities, to pursue rightful control of their own First Nations education.

[9] Depew, 1994

3.1 Community Profiles

3.1.1 Population

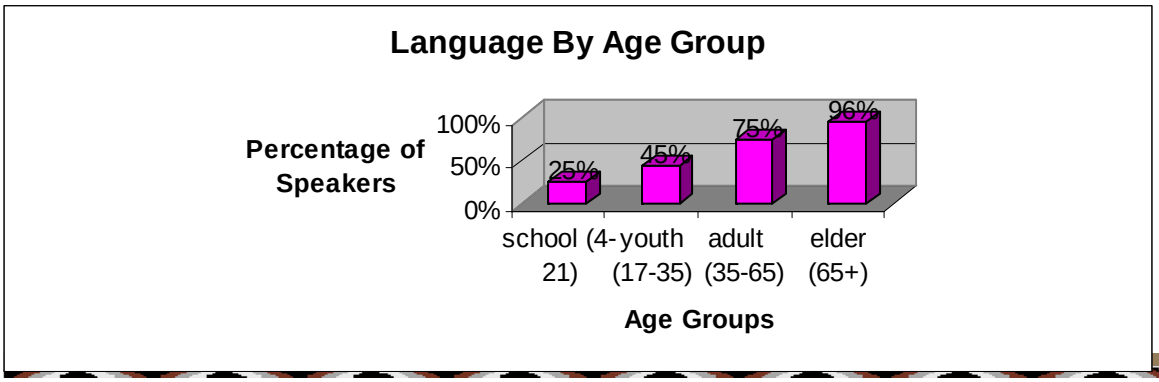
The nineteen (19) First Nation communities presently surveyed represent a total population of just over thirty-five thousand (35,724), of which approximately sixty-three percent (63%) or close to twenty-two thousand (21,955) reside on reserve; the balance of almost fourteen thousand (13,769) or thirty-seven percent reside off reserve. In total, this corresponds to just over fifty-six percent (56%) of the First Nations population of Québec.

In most cases, with the exception of the seven (7) communities who do not have schools, the community educational programs are servicing the majority of potential students at the preschool and elementary levels. This is not totally the case for the secondary level as only fifty-eight percent (58%) of the communities surveyed have a secondary program, and some parents opt for a secondary school outside the community.

The post-school youth population of the responding communities is reported as numbering close to three thousand (2,728). Aged between seventeen and thirty-five years (17-35), forty-four percent (43.6%) of this youth group is in post-secondary studies, and fifty-six percent (56.4%) in either training or upgrading or literacy programs.

3.1.2 Language and Culture

The distribution of language of communication among the on-reserve populations of those responding is reported as follows: with 33.9% able to speak their own language, 34.37% speaking French, and 40.89% able to communicate in English. Of those who speak their own language in the communities surveyed, the percentage of speakers rises significantly with the age group, as demonstrated by the chart below. Only two (2) of the communities reported that their own language was considered to be the official language of the workplace.



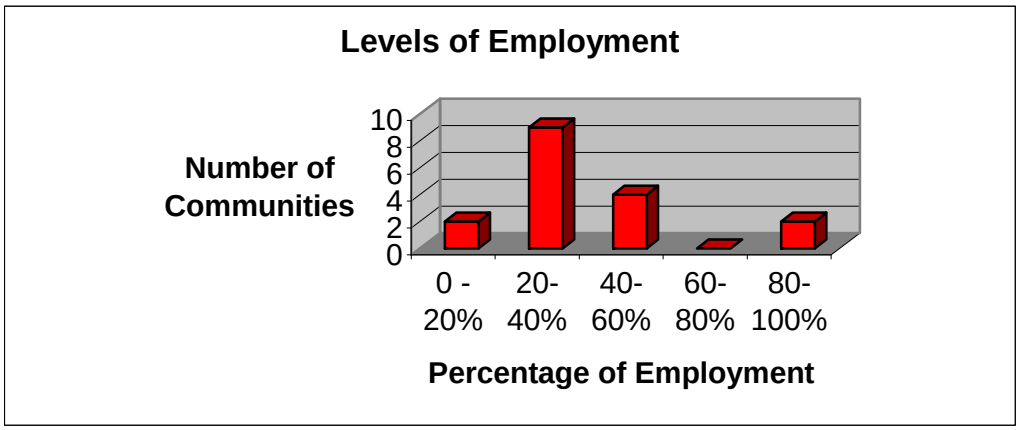
Seventy-four percent (74%) of the communities reported still having traditional nomadic hunting practices, which concerns an average of 20.9% of the families within each community. Almost all of the communities moreover still follow their cultural beliefs, but only 23.7% of the community families are profiled as traditional. (For this area of the survey, due to its sensitivity, eighty percent of the respondents based their answers on estimation rather than actual figures.)

3.1.3 Geography

Forty-two percent (42%) of the communities consider themselves isolated or in a remote area, and four (4) of the communities are over 250 kms from the closest urban area. Twenty-one percent (21%) or four (4) communities have only a dirt road or forest road as access to their community; the others can be accessed by a paved secondary road or a main highway.

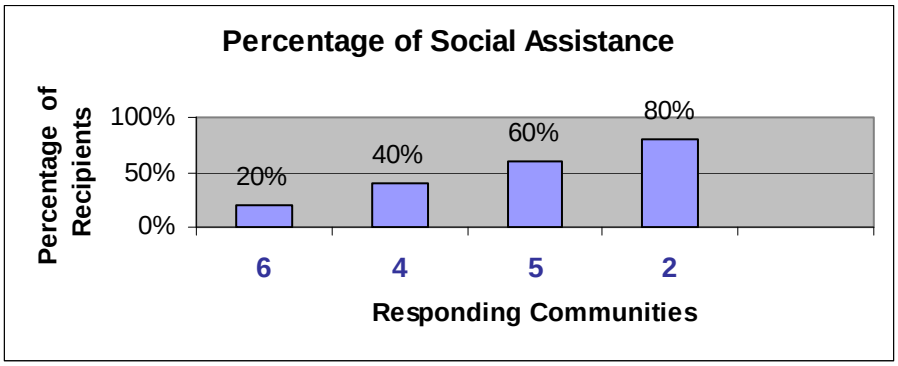
3.1.4 Social Profile

Eighty-six percent (86%) of the responding communities reporting having less than sixty percent (60%) of their populations employed, as shown in the following chart:



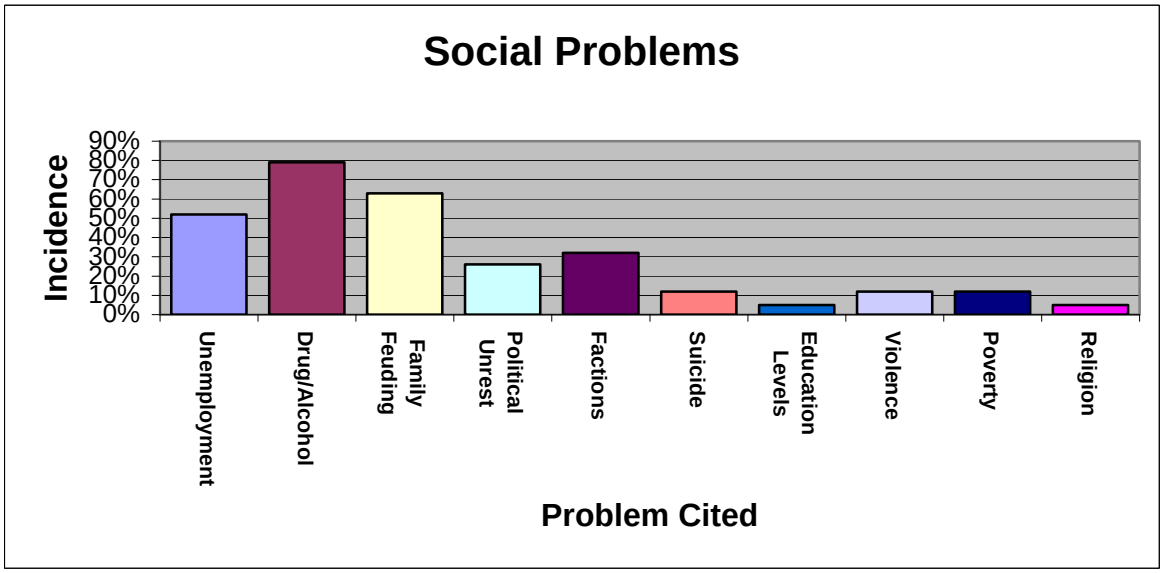
Almost half of the communities also report that more than 60% of the employment in their community is generated through Band Council operations. The majority of responding communities report having less than twenty (20%) of their employment levels through native businesses, and less than twenty percent (20%) through employment off reserve.

The levels of social assistance in the majority of the responding communities is above twenty percent (20%) as recorded on the following chart:



Youth between 17 and 35 years of age account for an average of 38.4% within the levels of social assistance reported above.

Sixteen (16) of the nineteen (19) responding communities (about 84%) reported having specific social problems that could have a negative impact on the performance of children in school. The following chart demonstrates the distribution of these social problems:



3.1.5 Land Base and Infrastructure

In response to questions concerning infrastructure, the following summary emerged. Seventy-eight percent (78%) of the communities do not feel that the

housing and infrastructure available in the community is adequate for the needs of the population. The

communities mention long waiting lists for housing, the need for recreational facilities, a lack of proper road access or inadequate roads within, and a lack of sufficient water and sewage servicing of existing lands.

Some communities report having overpopulated houses, or serious health problems with mould contamination in the homes. Comments were made regarding the great discrepancies that exist between the realities of the communities, and the building, school and housing norms applied by the Minister of Indian Affairs.

Seventeen percent (17%) or three (3) of the communities responding do not have a land base or territory. Of those who do have land, seventy-eight percent (78%) is considered to be reserve, five percent (5%) is crown land, and seventeen percent (17%) is listed as some form of occupied territory or settlement. Of this, eighty-three percent (83%) of those responding do not consider the land base to be adequate for the community needs, and most refer to housing and infrastructure needs in particular. Some communities expressed concerns that their traditional territories are being exploited for their natural resources or undergoing development while still under land claims.

Ninety-five percent (95%) of the responding communities do have some form of recreational facilities. The most frequently cited were a playground (79%), a library (74%), a gym (74%), a radio station (74%), and an outdoor skating rink (68%). Sixty-three percent (63%) of those responding also have a Community Center and a Youth Center. Forty-three percent (43%) have a track or bicycle path. A few communities have other types of recreational facilities.

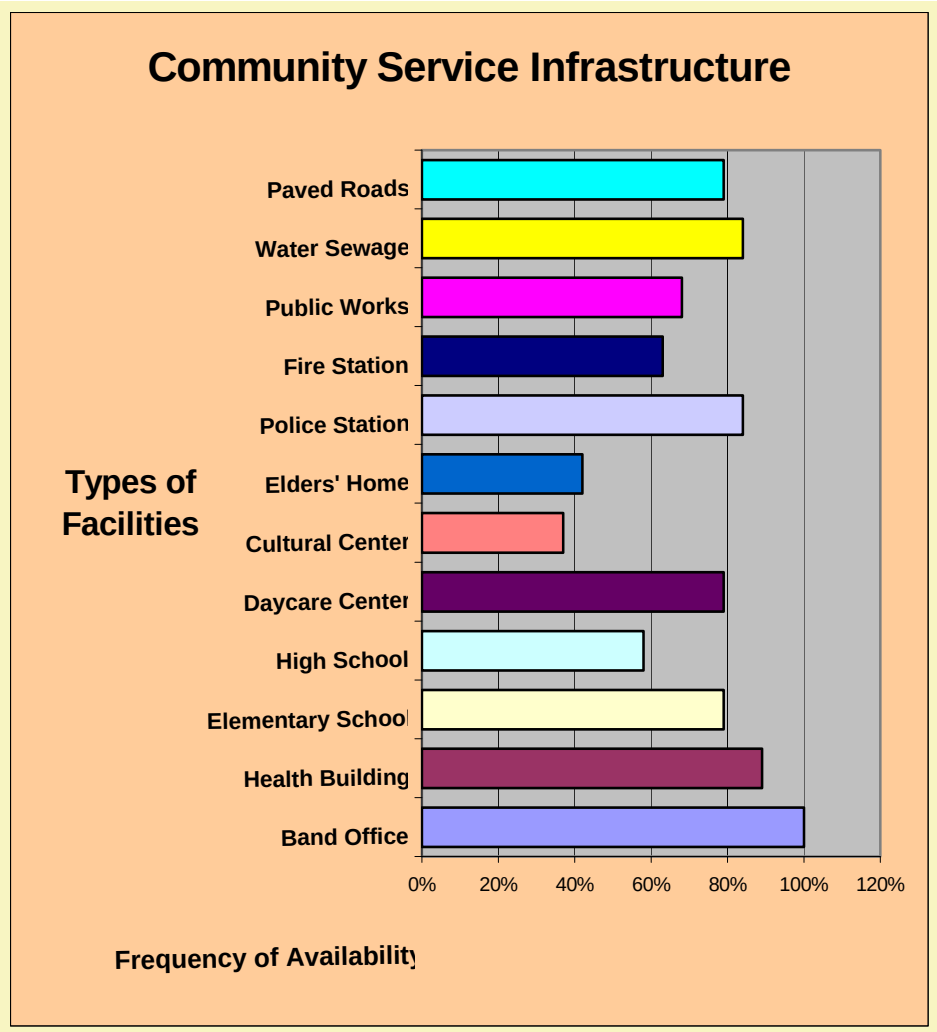
3.1.6 Community Infrastructure

In regards to community service infrastructure, one hundred percent reported having a Band Office; the chart immediately following this section depicts the availability of other service facilities within the communities.

Although fifteen of the nineteen communities have schools, almost half of the communities mentioned that the facilities were inadequate, most citing overcrowding as the problem, particularly in their elementary schools with the current increases in population. In addition, a few communities mentioned that the government norms did not provide areas for adequate storage, or for special education or language rooms. Also cited were many requirements for repairs of facilities, and the necessity of using program dollars to maintain the buildings, as the funding was not adequate.

Forty-four percent (44%) of the respondents also felt that facility ownership, which remains a question with the Minister of Indian Affairs, was an issue. In the takeover

of the education programs, the Department of Indian Affairs has never turned over the ownership of the education buildings to the communities. Instead the Department of Indian Affairs asks for a Band Council Resolution requesting that the educational assets be turned over to the community, but the Department does not release the buildings. As well as for obvious legal and jurisdictional issues, this also presents a lot of difficulties for the communities with insurance since ownership cannot be provided. Insurance costs are also not funded for the buildings since the Department of Indian Affairs embraces a "replacement rather than insurance" policy for federal buildings.



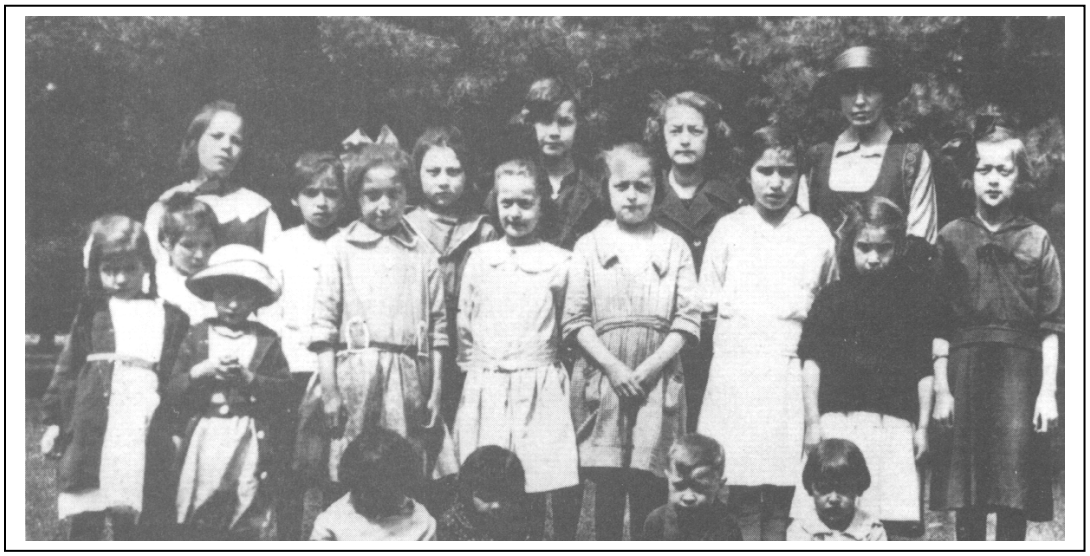
3.2 History and Evolution

"The past practice of using the school committee as an advisory body with limited influence, in restricted areas of the school program, must give way to an education authority with the control of funds and consequent authority

which are necessary for an effective decision-making body. The Federal Government must take the required steps to transfer to local bands the authority and the funds which are allotted for Indian education." (Indian Control of Indian Education 1972, p.6)

3.2.1 Situation Before Takeover

Seventy-one percent (71%) of the communities affirmed that they had a school on their reserve prior to their takeover of educational services. For the majority of the communities this was a Federal School, for the other communities it varied from an Indian Day School and Teacherage to a Provincial School or a Private School run by the Church. Before the existence of the school in the community, or if there was not a school, it is recorded that the children were sent to either a provincial school or to a residential or boarding school.



Courtesy of Kanesatake

In total, from the FNEC communities there are reported to be close to a thousand children known to have attended residential school. According to the statistics provided, this means that there is a probable incidence of about 1 in every 25 First Nations community members that is a direct descendent of a residential school survivor. Had all of the FNEC communities responded to this part of the survey, or had everyone known exactly how many from their community went to residential school, that number would confirm an even higher incidence within the current population.

The second time period during which the communities (33%) reported having children sent to residential schools was between the years of 1933-1954. However, the most predominant period of residential schooling that was cited was between

1954-1970, when the Department of Indian Affairs was determined to send the children to provincial schools outside the communities. For many of the more remote or isolated communities this automatically meant boarding or residential schools. In addition, as there were not many Residential Schools in Québec, the children were often sent to schools in other provinces such as Ontario.

An example of such a school was Shingwauk Industrial School in Sault Ste. Marie that was run by the Anglican Church. Other Residential schools given by the communities were:

- St. Charles Garnier Indian Residential School in Spanish, Ontario;
- St. Mary's Girls School in Kenora, Ontario;
- St. Joseph's Girls' Residential School in Spanish, Ontario;
- An orphanage in Rouyn;
- Convent of Mary Immaculate in Pembroke;
- College in Chapeau;
- Carleton, Quebec;
- Shekinakati in Nova Scotia;
- St. Marc de Figuery in Amos, Québec;
- Spanish in Kenora, Ontario;
- Indian Boarding School in Pointe-Bleue;
- Foyers d'accueil in Shawinigan;
- St. Peter Clavers Boys School, Spanish, Ontario;
- Wikwemikong Residential School, Ontario;
- Six Nations Residential School, Ontario;
- Muncie Residential School, Muncie, Ontario;
- Carlyle Residential School, Carlyle, Pennsylvania, USA;
- Couvent des Sœurs de l'Assomption, Nicolet, Québec;
- Couvent des Sœurs Grises St-François-du-Lac, Québec;
- Séminaire de Nicolet, Nicolet, Québec;
- École résidentielle Fort Georges;
- Pensionnat St. Joseph, La Tuque.

The majority of the communities stated that they took over their educational services because of a desire for local control (93%), based on a band council decision (80%), and in fifty-three percent (53%) of the cases with parental involvement. In two communities in particular, the reaction to the unilateral imposition of Bill 101 on First Nations students in Provincial schools was the impetus for establishing a school within the community as early as 1978. Other reasons that were stated were:

- A desire for better management (60%),
- Desire for better teaching services (60%);
- Wanting to have their own school (60%);

- To have culture and language teaching (53%);
- A decision of the parent committee (26%);
- Coerced by INAC (20%);
- The availability of front-end funding (13%);
- Too far to go to school (13%);
- The availability of increased funding (13%);
- Dissatisfaction with INAC (13%);
- Issues with local High School;
- 99% drop-out rate with provincial system failing our kids;
- Wanted a non-divisive, unified system of education;
- More freedom to adopt programs according to our needs;
- Improve the school results;
- The desire to identify with our own cultural uniqueness.

Eighty percent (80%) of the communities also cited that prior to takeover, the administration of their educational services was done either by an Indian Agent or an INAC Education Officer, or as in one case by a provincial school board. In between the INAC officials and takeover, in some cases, the Community Liaison Officer or Counsellor administered the educational allowances, and other funding. Also prior to takeover, in seventy-nine percent (79%) of the communities, there were staff from the community working in the schools, usually as teachers, teaching assistants, janitors, and administrative staff.

Courtesy of Kitigan Zibi

Following are brief images from the communities describing their educational program prior to takeover:

- *"Early 50's, school consisted of one-room tent with one teacher during July and August. Late 50's, one-room school constructed with one teacher and 40 students during summer months. In 1970, new school was built for kindergarten to grade 6. Remained federal until 1995."*
- *"Prior to 1962, mission school run by sisters. From 62-78, INAC convinced community to send their kids to French provincial schools managed by Indian Agent. From 78-79, school formed by parents committee. Gradual take over began."*
- *"First, education system was along religious lines and under control of Indian Affairs. Then local development of curriculum was implemented in elementary school. Native language taught in schools and cultural curriculum developed. Adult education begins, and local Native teachers hired. Immersion program implemented, and continual evaluation of program is performed."*
- *"From late 1800's to 1955, a multi-level school was maintained in the community by various federal ministries. In 1955, with integration, children were sent to provincial school system. Government continued to maintain a K5 to Grade 2 school in community, and in 1967 only a Junior and Senior Kindergarten. Later, from 1972-1980, children who required special education, enriched or professional programs were sent outside the community to the city. At the same time, native language taught in minimal way in provincial system. In 1967, 1972, 1973 community members were hired for different positions in the pre-school, and as a Social Counsellor. "*
- *"Initially, local non-native school board had control and refused to allow community to have educational board. Then went to neighbouring province and made arrangements to have them educate children of the community. Parents were bothered by lack of culture and language taught. With the support of the band, students were brought back one grade at a time. With sufficient number of kids, school was built. For post-secondary, administration was initially under control of Indian agent and then assumed by band."*
- *"Community established in 1970 and education consisted of provincial and residential schools. To this day, children are still sent to provincial schools."*
- *"School was up to grade 4, and communication between parents and teachers very difficult because teachers did not speak English. It was a French immersion program but parents didn't see it this way, thought it was a regular program."*
- *"One room schoolhouse with 2/3 grade levels. They were taught grades 1-6 and instructed by 2 non-natives. After grade 6, they were sent to other communities' schools, and would sometimes have to room and board with*

other native or non-native students. French was taught by religious order, while English was spoken in community. Some students were even sent to residential school by Indian Agent."

- *"Non-respected promises from Federal government to build a school between 1869 and today."*
- *"Management of education by nuns. Provincial content delivered and certain traditional teachings by Natives (dance, arts)."*
- *"Teaching done 3 months during the year (June to August)."*
- *"Mid 1800's, Chief of the reserve established a school where Native language, French, Math and religion were taught. Another English school opened soon after. Then schools closed to make way for an Academy under jurisdiction of the Nuns, where of course, Native language was forgotten. Mid 1900's the Academy closed, forcing children out of the community into Provincial schools."*
- *"With the goal to improve school results, a committee was put in place in 1976 to study the feasibility of decentralizing the education program. Council wanted full integration of education, but employees were worried about the working conditions, and requested conditions similar to public servants. With clear intentions of Council and administrators towards employees, take over was concluded in 1980."*
- *"Provincial school boards in charge of community. Teachers and support staff mainly composed of non-natives. Therefore, less cultural activities and content for the students."*
- *"Kids started to attend school in 1954. A residential school was situated 12 miles outside the reserve and classes up to 7th grade were taught. Later on, students residing in the community started traveling by bus to local schools. It was then time, in 1980, to take over gradually, one grade at a time."*
- *"Started with summer school, then federal school: elementary school with two teachers, which was then taken over by religious group."*
- *"After unilateral decisions by the department to buy places in provincial high school, a unified schools committee was formed in 1969, and in 1970 a native counsellor was hired for the provincial high school, and our language was taught at the elementary level. Further development of language programs, and hiring of more staff in 1971. In 1972, Amerindian Teaching program was begun through University of Quebec at Chicoutimi, summer program developed, and language curricula were published. From 1974-1978 more language development. In 1978 high school established in community. Funding received through Secretary of State for language curriculum. Pilot Immersion program in 1980, and establishment of Education Center. In 1981, first Bachelor of Education students graduate from Amerindian program. 1982-1984, tremendous growth of education programs including immersion, curriculum center, reorganization of schools, early learning center, transfer of some teaching positions from department, curriculum*

reforms, and development of Teacher Resource Center. In 1985, community took over post-secondary program, and further revision of existing programs. In 1986, administration regarding provincial schools was transferred to the Education Center, and in 1988 the administration of the federal schools was also transferred to the Education Center. In the meantime, post-secondary institutions were beginning to offer pilot off campus courses in the community. There was further reorganization between 1989-1990, including the establishment of a Middle School, and the appointment of a Director of Educational Services."

Courtesy of Kitigan Zibi

3.2.2 The Takeover Process

Ninety-four percent (94%) of the communities reported that community members were involved in the takeover process, and the same percent (94%) cited the Band Council as the major player. Other persons indicated as being involved but to a lesser degree were the members of the community at large (47%), the education counsellor (47%), as well as the school staff (35%), local school parents (29%), and school or takeover committees (29%). One community stated that this process started after the departure of the Indian Agent. Another stated that the Parents held a meeting, and set up a committee led by the liaison officer to get consent from Council, and funding from the Minister for school programs. In most cases, the working process was undertaken by community people, in a few, the work was contracted out.

The majority (53%) of the responding communities who took over their educational services reported that they did not receive any additional funding. Forty-six percent

(46%) reported that they were provided with additional funding in the form of front-end funding (57%), start-up costs (14%), training costs (14%), an increase in the per student funding allocated (14%), and for one community, minor capital. For some, the additional funding also meant a lot of volunteer effort on the part of parents and other community members to put together their educational programs.

These respondents were divided in answering whether or not the funding provided was sufficient to meet the objectives for which it was given. Some of the reasons given for it not being sufficient included the fact that "the government took for granted that we wanted to mirror or should mirror the provincial system, which had failed us since the beginning"; nevertheless, most of them (91%) did report that this funding was renewable through negotiation.

Karonhianonhnha School, Kahnawake

One of the communities recounted having many, many meetings with the Department over the problems caused by under-funding for takeover, regardless the department refused to grant any further funding. Some communities mentioned that funding was not given for curriculum development, and inadequately provided since takeover for special education needs. Others mentioned that it left the programs restricted; teachers' salaries were limited; the staff had extra workloads to also provide the roles of specialists; and materials were limited to essentials.

Fifty-six percent (56%) received some training to assist with the takeover, and in the majority of the cases, this training was provided by Indian Affairs. The rest of the communities reported receiving some training through a consultant or through a college or university, or through a certificate program for administration. One community also mentioned that the University of Chicoutimi had developed a program for teacher training in view of the educational takeover of First Nations communities.

The majority of the communities at large were consulted on the takeover, and this was done by the Band Council in 62% of the cases. Others mentioned as being involved in the consultation process were the school staff (46%), the Education Counsellor (31%), the parent committee or local education authority (23%); and, in a few cases, consultation was either done by INAC officials or the INAC Education Officer (15%).

However, eighty-one percent (81%) of the communities also reported that INAC personnel were involved in the takeover of education in their community, some suggested in a negative fashion, or to create obstacles. Some communities also mentioned the support given by the Pedagogical Team at the INAC Regional Office following the takeover, or the involvement of INAC Regional Representatives. The INAC personnel specifically mentioned as being involved in the community takeovers were: Réal Gosselin, Henri Longpré, Jean Bacque, Elise Racine, Maurice Legendre, André Leclerc, Ghislain Truchon, Yvan Bélanger, Velma Bourque and Frank Vieni.

The processes of consultation that were used for takeover were:

- *"Community petition, survey, community meetings";*
- *"INAC came and gave a presentation on the takeover of Post-Secondary followed by a question period; later in 1996, the Band Council was re-approached, and Chief and Council agreed, someone was trained for this position";*
- *"At a general meeting, because the school burned down";*
- *"Community newsletters, and a general assembly"*
- *"Community Meeting with DIA and Band Consultants";*
- *"Series of Public Meetings to get support from community; this was followed by a petition with 97% approval rate for the takeover of education";*
- *"Band Council decision; information given to Personnel";*
- *"Public school meetings; general assembly of parents; newsletters; two feasibility studies; word of mouth; "kitchen table" meetings; school staff meetings; and high school referendum";*
- *"Follow-up, general meetings, newsletters, proactive participation, publishing of the community's education goals";*
- *"Use of radio station to provide information to the community; parent committee meetings";*
- *"The Band Council took the community and the department by surprise in deciding to takeover. However, little by little, and agreement by agreement, we have been able to repatriate our educational system at the elementary level";*
- *"Community meetings by groups; members of the Band Council and the takeover committee assisted at information meetings";*
- *"Public meetings; meetings with concerned parents and students";*
- *"Through a survey; public meetings were held; referendum was passed around the community; it was explained what would be taught".*

About half of the communities confirmed that they were made aware of special directives regarding devolution or a special task force for the devolution of educational and teaching services. One of the communities was told that a directive had been to "either takeover post-secondary or have the services put out on contract to a non-native organization". Another mentioned they were informed that the policy of "Indian Control of Indian Education" was being implemented. Others were informed that there was a general reduction of the federal civil service, and a downsizing of INAC itself. Some were told that there were new funding agreement initiatives.

The years in which takeover took place vary greatly among the communities, starting as early as 1978, and as late as 1999. For some communities, the repatriation of classes to their schools, in particular the High School is still ongoing.

3.2.3 Takeover of Educational Services

In comparing the pattern of takeover of educational services, most of the communities took over Student Allowances and their Post-Secondary Support program as the first step before other services; however, by the second step, the majority of the communities had all taken over Teaching Services.

The next frequent service was Tuition Fees for provincial schools followed by Adult, Training and Upgrading services and the Operation and Maintenance of the schools. The service least cited as being taken over in the beginning was the Auxiliary Services to provincial schools. It was also clear from the surveys, that if the communities did not take over their Post-Secondary services in the beginning, they took it over last of all. A similar statement could also be made for Tuition Fees. One community added School Construction as their first service taken over, another added Language Curriculum Development.

A large majority of the communities (86%) report having problems in the takeover of educational and teaching services, and the major problem (85%) was cited as "resourcing" or "funding". Other problems that were highlighted by the communities were training (62%), INAC interference (54%), staffing (54%), legitimacy (38%), political interference (38%), and the least problematic was the lack of community participation (23%). One community also mentioned that in the early stages, INAC had given an outright refusal for a takeover from a provincial school.

Some of the main problems or achievements experienced in the process of takeover as summarized briefly from descriptions by the communities themselves are as follows:

- *"Lack of resources and training to develop material and manage school, lack of money for special needs, lack of value for education, negative propaganda from surrounding provincial schools and overcoming the fact that there was no educational facility in the community for 20 years."*
- *"Problems: Lack of adequate funding for transitional activities. Anxiety of federal staff during transition, school administration & operational capacity, lack of time for policies and procedures, funding for future growth, promised capacity training not provided, condition of assets, credibility in ability to administrate, integration of special needs in schools.*

- *Achievements: Gained trust and respect from community and outside institutions, established an effective and efficient education system, culturally appropriate programs of studies, tri-lingual education system, comprehensive quality students services program, certificate training for teachers, community consultation via parents, teachers and services, developed Education Responsibility Act, Constitution, personnel policies, school procedures and regulations, evaluation procedures, contracts, etc."*
- *"Key Problems: Resource, negotiation process, INAC arrogance, staff recruitment, policy development, parental involvement, lack of human resources to deal with issues, program development, INAC intervention through the process…*
- *Achievements: Administrative control of education at community level, development of policies, First Nation high school diploma, increase in overall educational achievement, native curriculum and resources publication."*
- *"Political factions made an issue of the services not being equal to those provided by the province. However, majority of parents welcomed the school."*
- *"Living allowance rates have never been increased since takeover, and with block funding, we were told that adjustments for post-secondary would have to be taken out of received funding."*
- *"Problem with getting materials in English. Lack of services and funding. However, a school was built to accommodate additional grades or increase in population."*
- *"Because funding goes according to DIA's funding formula and we have a small community, main problem is that we are under funded."*
- *"Did not have any school and had to temporarily use free space and basements. Money was very scarce and did not have library, gym or cafeteria. Council helped in negotiations and with funding agreements. Pedagogical councillors helped in the takeover and staff took training during summer months."*
- *"Stability in staff and maturity of management personnel. School construction and lodging for personnel respond to the needs. Increase of graduates since the beginning of the takeover and greater interest in professional program."*
- *"Takeover was done with the perspective to put in place a local authority. That didn't work out because the administration represented a big decrease in budget."*
- *"Services are transferred but little or no funding for the administration of the programs. Organizational structure not adapted to takeover."*
- *"Lack of space."*
- *"Fraud case regarding Post-secondary that divided the Council and was dealt with. Message shared with other post-secondary students to be honest towards Council."*

- *"I cannot refer to problems but rather to the resistance encountered. First, we had to make the Council members aware of the importance, and to put "EDUCATION" on the meetings agenda. It was an eye opener, as the world of education was not their field. (We have come a long, very long way!) Therefore, we had to make it interesting for the councillors, approach the personnel and reassure them, make the personnel aware of the importance to involve the parents in the education field. Encourage them to enter into the schooling system through small projects and slowly put together a small group of parents. We had to establish of a system of meetings parents/personnel. Preparation of a survey for parents and students. Identification of the needs of the parents, personnel and those of the Nation's Council. Analyze the advantages and drawbacks incurred by a take-over, then return to the parents and decision-makings. Sensitize the department of Indian Affairs and request a school; Consultation on the school and participation to the project; interventions for the school construction and the establishment of the take-over. Partnership for the construction and identification of conditions for the take over, and continued consultation of the councillors, the personnel and the parents. Put in place the elements for the take-over, school, integration of the staff, etc. The success of the take-over is undeniable: Endowment of the personnel, Closer administration, Accrued responsibilities, Responsibility, Closer bonds, Greater involvement of the parents, Adapted programs, Development of Culture, Choice of projects, Analysis of the needs, Continued assessment, Bring the services nearer, Personnel services, Increased services, Durable development, Training development, Improve the appropriateness of answers to the needs, Job creations Clientele's and personnel's motivation, etc. We must continue and develop..."*

3.2.4 Takeover of the Schools

Of the responding communities with schools, the majority took over a federal school, and only one community took over a provincial school within their territory. The various known years when the school actually became a band school as given by the communities were 1978, 1979, 1980, 1982, 1983, 1984, 1985, 1987, 1988, 1990, 1991, and 1995. The amount of time that was given to the process of takeover was averaged at 25 months or a

Piddabin Pre-School Timiskaming

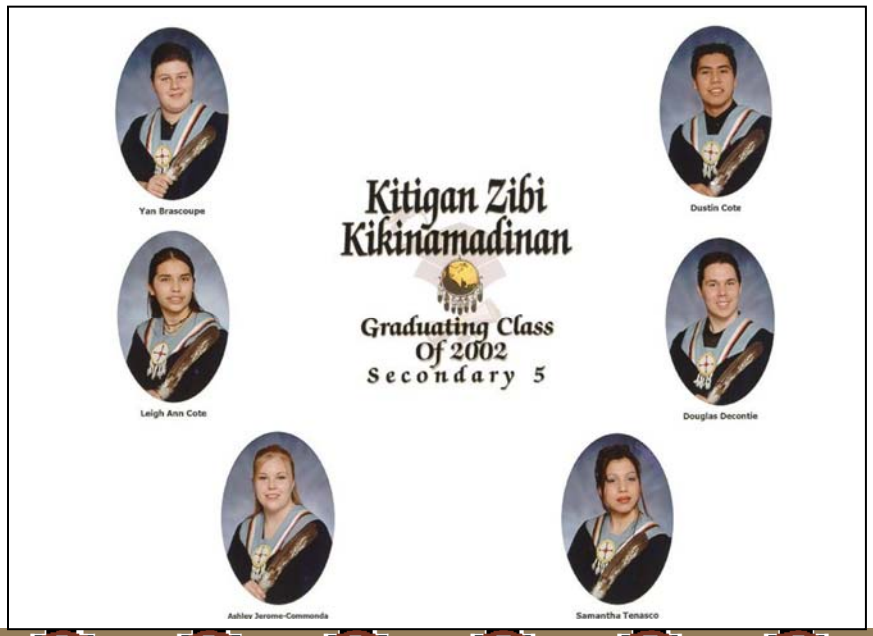
little over two (2) years. However, the actual process of takeover of the school was different, with about half of the communities taking over the various grades all at once, and the other communities taking over each grade, or level sequentially one year after the next.

The majority of those who took over federal schools did not experience any interference from the federal employees of the school, although, there was reported to be some. Nevertheless, the number of communities that experienced support and assistance from the federal employees was equal to those who did not experience any.

When we compare the number of students reported at the time of takeover with the numbers of students that are presently enrolled in the local elementary programs of the responding communities, we find that the enrolment has doubled in all grade levels since takeover.

At the time of takeover, many of the programs that are currently available in First Nations Schools were not offered. Such programs include, among others, Native Studies, Social Studies, Computers, Drama, Music, and Language Arts. Others had Religion included in the curriculum that is no longer given.

There was a higher proportion of native staff in administration, secretarial support, janitorial staff, and teaching assistants rather than were in teaching or as specialists at the time of takeover. Today, there are many First Nations Elementary Schools in which close to one hundred percent of the staff are native, and there is also a proportionate increase in the number of native staff at the high school level.



3.3 Legitimacy

"To facilitate the transition of students from reserve schools to others, it is essential that Ministries of Education recognize Indian day schools as accredited educational centres. This presupposes that academic quality will improve, that federal Indian schools will become "models of excellence", recognized and imitated by provincial/territorial schools. If an Indian orientated curriculum differs from that of the provincial/territorial system, steps should be taken by the proper authorities to develop appropriate criteria for grading and accrediting purposes."
(Indian Control of Indian Education 1972, p.23)

"The transfer of the responsibility to First Nations for education must be supported by the transfer of real control over education."
(Tradition and Education: A Vision of Our Future 1988, v.1, P.56)

"First Nations jurisdiction over education must not only be recognized but firmly guaranteed to First Nations as a legal right and responsibility."
(Ibid, v.2, p.78)

3.3.1 Jurisdiction

In response to the question of what full jurisdiction means to the communities, the following comments were made:

Kahnawake Survival School

- *"Full recognition by both federal and provincial levels of government that we have the right to develop, deliver and manage our system of education. No restraints or conditions imposed by DIAND. Recognition of our system of accreditation for our students, and certification of our teachers by the provincial government."*
- *"The freedom, in the programs, to establish the standards according to our own priorities and our own needs. To be able to utilize the funds at the moment that we need to use them, and how we need*

to use them for personnel needs or infrastructure. The ability to establish our own norms for accountability."

- *"At this point, full jurisdiction simply means no political interference – control over budget expenditures and revenues – school board to oversee the management – jurisdiction over education could be local or with regional boards."*
- *"Decision-making process over the level of resourcing to provide a level of programming which is of quality, and is based on First Nation values. Resourcing level that allows for the development and implementation of quality cutting-edge curriculum. Recognition by other levels of educational jurisdiction. Decision-making over other collective development of a post-secondary institute. Accountability and transparency to the community. Having the necessary tools that will help ensure the maintenance, enrichment and survival of our language and culture."*
- *"Full jurisdiction would mean complete accountability to the membership and an increased feeling of belonging to a Nation… requires appropriate financing… with time, the management of our school system will reflect the values of our own reality."*
- *"To provide our people particularly our children with the best possible education system. A quality school in the community, as well as land-based facilities throughout the traditional territory. The school and facilities should meet the needs of our people at present and future. An educational system with adequate financial resources. An education development of language instruction, maintenance and retention, as well as, culturally appropriate curriculum and instruction. We expect our education programs to meet and exceed provincial education standards. We are committed to make good administrative decisions through proper planning."*

Kiwetin School and Pidabin Early Childhood, Timiskaming

- *"It would mean control of the curriculum. The children would have a cultural aspect within the curriculum. This would mean a positive outlook on the*

academic year. The children would have all the necessary materials to start the school year. It would ensure education dollars to offer needed services such as special education, speech pathologist, extra curricular activities, counselling, and a psychologist."

- *"The full responsibility to plan our own development, and the necessary latitude to develop school programs."*
- *"Have more liberty to adapt programs according to our needs, and have the necessary budgets to address these needs."*
- *"This is to have the absolute and total management of the programs, regulations, policies and budget…everything which touches education in general without the management of INAC or the MEQ; all of this with the academic knowledge and understanding of our students."*
- *"No longer having to respect the choices made by INAC regarding the needs of our students, that is to say which schools they must attend, in which programs of study they must go in order to have access to financial assistance…"*
- *"Complete responsibility for a community-based Education Act, all governance, all Education Policies including Personnel, all Education and School Regulations and Procedures, Job Descriptions, Supervision and Evaluation of all Staff, Staffing and Salary Schedules, Capital and Operational Budgets, Stakeholder accountability and consultation, Strategic Planning, Government to Government relations at the local, provincial and national level, establishment of agreements with other community organizations, other school boards, education institutions and universities."*
- *"Recognition of our competence in all matters of education, from the pre-school level, primary, secondary, post-secondary, professional development, special education and the auxiliary or complimentary services. "*
- *"Having control, having your own school, and bringing in your own culture."*
- *"The power to decide on everything that touches education (teaching programs, language of instruction, schedule, subjects, etc.)"*
- *"The funding from INAC for the education sector are managed by the offices of the band council. The education sector works closely with the Band Council. In our operating plan, we have and we are autonomous. It includes the school calendar, programming, and personnel."*
- *"Full jurisdiction over education means to our community recognized high school, college, and university diplomas by the Federal and Provincial and First Nations governments.*

Amik-Wiche Secondary School, Lac Simon

Full jurisdiction over education would mean total control over education, and the children would not have to leave the community to go to school."

Manawan

Only eight of the communities responded to the question regarding which mechanisms are being used to pursue full jurisdiction, as some communities were not comfortable with the question. Those who did however, say they have pursued full jurisdiction over their education programs using the following mechanisms: "Education provisions within a land claims agreement" (25%); "Memorandum of Understanding for Negotiating an Agreement for devolved responsibilities under the Indian Act" (12%); "Enactment of legislation to establish an Education Act" (12%); "Agreement through a modern Treaty Process" (12%); "Self-Government Agreement" (25%); one community had elected to negotiate with the province a framework agreement for recognition of education; and, another is pursuing the recognition of rights by all governments.

Amikobi Elementary School, Lac Simon

In response to the question on which initiatives, resources or timeframes would be required for the communities to pursue full jurisdiction of their education programs, the majority of the communities felt that it would require de facto federal and provincial legislation to provide a legal basis for full jurisdiction, and to redefine accountability in terms of First Nations. A few communities also saw this as being achieved through a community-based negotiation process associated with land claims. In both cases, there was discussion of the need for an appropriate study to be conducted to develop a framework for negotiation, to determine the impact, to hold community-based consultations and to examine all aspects of the whole process

very carefully. One community also mentioned the need to connect this process to broader issues.

All of the communities mentioned the need for appropriate resourcing to be provided so that First Nations can provide the full spectrum of educational services that are enjoyed by students in non-native jurisdictions, and increase the ability to properly integrate culture into the programming. As well, full jurisdiction for some communities also means having their own schools, as there are seven (7) communities within the First Nations Education Council who do not have their own schools. Some communities also felt that besides having a judicious basis for their authorities, they would need access to a teacher-training program, and be able to bring back their post-secondary students to work in the communities.

Gesgapegiag

However, ninety-two percent (92%) who responded to the question totally believe that the quality of education can be improved with full jurisdiction. The reasons given for this are related to having appropriate resourcing, and being able to properly respond to the needs of the communities. The comments are as follows:

- *"The level of education is very good, but we are under-funded"*
- *"Hands on access to financial, material and human resources"*
- *"We are able to respond to the needs of the community…"*
- *"We have proven to the community, the province, and the federal government that we can completely manage an education authority that offers exemplary programs from preschool to post-secondary, development of policies, regulations, procedures, programs and evaluations…. Most recently we have completed a five-year process of evaluating our educational system, with full participation, and we will be initiating the second phase of our strategic plan."*
- *"With the full power to administer, we can better answer to the needs of the community";*
- *"By developing programs built around the culture and adapted to education matters;"*
- *"Have the required teacher training through a bachelor program for those interested;"*
- *"Support the students financially in post secondary in whatever they choose according to a well established policy";*
- *"We will be able to meet the needs which we cannot always do with our educational services";*

- *"Full jurisdiction should pass through a consensus in the community, and that will strengthen our system; it will allow us to take a position, and orientate ourselves in our image, and to undertake our own innovations – accountability to Indian Affairs represents constraints on our system",*
- *"Children at present are attending a non-functioning provincial school";*
- *Must have adequate financial resources – develop clear goals and objectives – mission statement – financial policies followed;*
- *"Able to teach our own values to reaffirm our way of life";*
- *"With the appropriate levels of resourcing, recognition, and jurisdiction not only returns rights, but also the individual and collective responsibilities";*
- *"Adaptation of the programs, hiring of our own personnel, adoption of our own educational project; implicate our youth in the process; way of life for our kids";*
- *"Increase in the level of resourcing – develop our own standards of service delivery – not have to follow the MEQ;"*
- *"It doesn't matter who has jurisdiction, to have quality education you have to respect the following values: discipline, belonging, respect, excellence in teaching, and parental participation";*
- *"Know and find the real needs of the moment; improve whatever needs to be improved at the moment; follow closely the action plans; believe in and appreciate what we have built, it is our own work";*
- *"Provide adequate training for educated personnel to ensure that the school has highly qualified teachers, administrators, education committee/counsel, and boards; To be able to hire qualified pedagogical and curriculum development consultants with expertise to assist in developing our own curriculum; Developing new guidelines regarding our post-secondary services, provincial schools and band school that is more culturally relevant to our needs and aspirations and vision of community control; However, due to lack of funding quality education remains impossible".*

About half of the communities (47%) attributed "partial jurisdiction" to the current level of control exercised over their education programs. Another twenty-six percent (26%) cited "full administrative control" as their descriptor. One community felt that they were exercising "full jurisdiction" over their education, and another felt that they only have "delegated Council Authority". Two other communities also felt that they were exercising "delegated Administrative Authority" for their education program.

The areas over which the educational systems in the various communities have decision-making authority are as follows:

- Educational Policies (86%);

- Service Delivery (86%);
- Management Methods (73%);
- Teaching Services (66%);
- Curriculum Standards (46%);
- Certification of Students (26%);
- Program Quality (60%);
- Certification of Teachers (40%);
- Long-term Planning (66%);
- Allocation of Resources (46%);
- Resourcing Levels (60%);
- Capital and Infrastructure (66%);
- Monitoring/Evaluation (60%);
- Program of Study (46%);
- Accountability to the Community (6%).

Wejgwapniag School

In addition, some communities added that this authority was limited to the resources that have been allocated for each of these areas, and by the limitations of criteria imposed by the Department of Indian Affairs.

3.3.2 Accreditation

Eighty-one percent (81%) of the responding communities with schools do not provide certification for the completion of High School, and only nineteen percent (19%) do. In discussing this, the communities felt that issuing certification would mean legitimacy, equivalence with provincial educational institutions, recognition of community abilities, acknowledgement of the services offered by the communities, autonomy and a step towards full jurisdiction over education. One community also mentioned that regardless of the accreditation provided by the MEQ for their High School students, the community still provides its own recognition of these students through a special ceremony, and this allows the students to benefit from recognition by both jurisdictions.

Wejgwapniag School, Gesgapegiag

Seventy-one percent (71%) of the responding communities do not provide certification for training and vocational programs, while the other twenty-nine percent (29%) do. The communities who provide certification in this area do so in partnership with another jurisdiction such as a

CEGEP, or provide an in-house Certificate for professional or semi-professional programs. The in-house Certificate can be used to seek employment in the communities. Other communities purchase vocational programs from local school boards and adult training centres, as the cost of providing the programs in the communities is prohibitive.

3.3.3 Recognition

Regardless of the issues with certification, seventy-three percent (73%) of the responding communities state that their education systems do not have any difficulty in being recognized by other educational jurisdictions, and, twenty-seven percent (27%) do have difficulties. The discussions included the following points:

- Local school boards recognize the program of study of some communities, and readily accept the transfer of students after completion of elementary, or first level secondary studies;
- There are increased levels of trust with outside boards due to frequent communication by the communities;
- The community programs of study are often ahead of the MEQ especially in regards to the reform, and the inclusion of culture;
- With experience, the quality in the programming, and that of the students graduating from high school is recognized outside the community;
- There are still some persons in outside jurisdictions who are "prejudiced", and the communities cannot bring about any form of recognition through them;
- Properly informed organizations that fully understand and respect the concept of First Nations governance recognize First Nations jurisdiction and have no difficulty in establishing legal, entrepreneurial or social agreements with community leadership, organizations and institutions;
- Communities who wish can sign a tripartite agreement with the MEQ, follow the MEQ programs, write the MEQ exams, and a High School Leaving Certificate is issued by the MEQ.

Sixty-two percent (62%) of the responding communities have been able to secure recognition for their certification from outside jurisdictions, and thirty-eight percent (38%) have difficulties. The discussions around the processes of recognition included:

- The fact that the students who transfer at the high school levels are readily accepted by other jurisdictions;
- The acceptance of the certification was the result of direct intervention by the community with post-secondary institutions;
- Increasing recognition by working with other jurisdictions to provide joint programming;
- Using contracts for program delivery from provincially or federally recognized institutions;
- Using letters of Reference and Recognition to outside organizations and institutions such as a Letter of Attestation of Equivalence;
- Having an entente with MEQ to have probationary teachers certified.

Aerial View of Kitigan Zibi Kikinamadinan

On the other hand, discussions about the difficulties in receiving recognition included trying to contravene basic uninformed assumptions made concerning the language abilities of First Nations students at the elementary levels, and the questionable practice of automatically labelling children coming from First Nations schools.

In one hundred percent (100%) of the responses, all of the communities stated that they had received absolutely no legal, financial or human assistance from Indian Affairs for the pursuit of the legitimacy of their certification. One community had many meetings with the MEQ to try to get recognition for their certification for vocational programs, and unfortunately, there was no support or assistance offered from the Department of Indian Affairs. On the other hand, another community had no difficulty in getting support from the Department to have their students come under the MEQ for accreditation, and for their high school leaving examinations.

3.4 Structure

"The Band itself will determine the relationship which should exist between the Band Council and the School Committee: or more properly, the Band Education Authority. The respective roles of the Band Council and the Education Authority will have to be clearly defined by the Band, with terms of reference to ensure the closest co-operation so that local control will become a reality. The local Education Authority would be responsible for:

- *…budgeting, spending and establishing priorities;*
- *…determining the types of school facilities required to meet local needs, e.g. day school, residence, group home, nursery, kindergarten, high school;*
- *…directing staff hiring and curriculum development with special concern for Indian languages and culture;*
- *…administering the physical plant;*

- *...developing adult education and upgrading courses;*
- *...negotiating agreements with provincial/territorial or separate school jurisdictions for the kind of services necessary for local requirements;*
- *...co-operation and evaluation of education programs both on and off the reserve;*
- *...providing counselling services."*

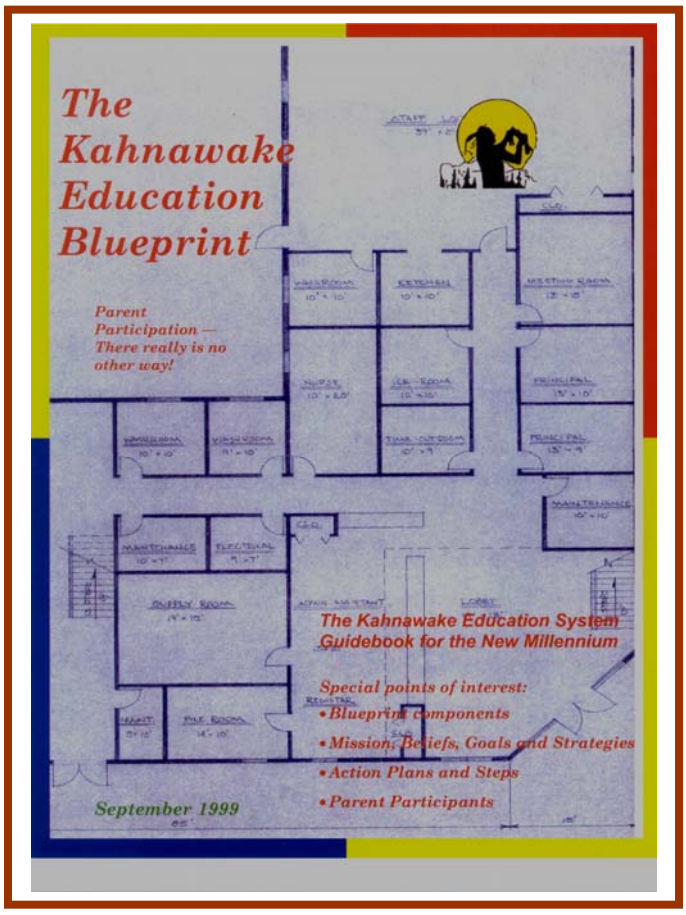
(Indian Control of Indian Education 1973, p.6-7)

3.4.1 Local Control

In spite of the recommendations of the *Indian Control of Indian Education* policy as quoted above, only fifty-nine percent (59%) of the responding communities have a local educational authority in addition to the Band Council. Forty-one percent (41%) do not have a local education authority.

Of those who have local education authorities, sixty percent (60%) elect their members through a process of election. The authority structure varies in each community, some having an Education Council, others a Parent Committee, or a Board of Education and others a form of Administration Council for Education. The representation on the local authority is different between communities, and there was no specific trend reported, where some communities choose from members at large, others from local parents, some others include school staff, and still others use community administrators or resource persons.

The term of office of the local authority in most cases was either two or three years in duration, with slightly more opting for two years. The majority of the local education authorities are composed of seven (7) members. Only forty-five percent (45%) of the local education authorities operate with a Charter or with Terms of Reference, and fifty-five percent (55%) either do not, or have it in progress. Seventy-three percent (73%) of the communities reported changes in their local education authority since takeover. In a lot of cases, this represents a metamorphosis, over time, of a volunteer school committee, changes being noted in the form of participation, decision-making, or representation, and often due to experience and training.



Eighty-one percent (81%) of the communities do not have any specific funding from INAC to support the expenses of the local education authority. Of the nineteen percent (19%) who do have specific funding, only one community reported it to be as a result of special negotiations with INAC.

Seventy-six percent (76%) of the responding communities experienced difficulties for their educational authorities stemming from either a confusion of roles with the Band Council, or from political interference. Another eighteen percent (18%) referred to difficulties with the non-recognition of the local authority by INAC.

3.4.2 Organizational Profile

Over eighty percent (80%) of the respondents feel that the community in general understands how their education administration is organized. Seventy-five percent (75%) have an organizational chart that depicts the profile of the community's educational system. Quite a few of the communities (63%) felt that the line of authority in their system was hierarchical, and (69%) that their educational administration is centralized under the Band Council. A few communities stated that they were centralized only for aspects regarding the education budget, but the rest of the system was decentralized under the local authority, which was considered more consultative in its approach.

3.4.3 Roles and Responsibilities

Only one (1) community responded that it did not have job descriptions for its education employees. In the majority of cases (60%), education staffs are required to perform more than one function as part of their duties; and, in addition, in eighty percent of the cases (80%) are required to replace each other in their duties. Some examples of combined tasks included:

HeadTeacher/MaintenanceSupervisor — Teaching Principal

Liaison Officer/Transportation Supervisor — Secretary/ Receptionist

Resource Teacher/ Special Education Administrator — Janitor/Cook

Pedagogical Counsellor/Replacement School Principal — Janitor/Bus Driver

System Registrar/Counsellor/Administrative Assistant — Coordinator/Supervisor

Guidance/ Physical Education/Math — Secretary/ Education Clerk

Language/Pre-Kindergarten/Special Education — Librarian/Teacher Assistant

Director of Vocational Teaching/ Operations and Maintenance…

Coordinator of Teaching Services/ Programme PAPA ……

At the time of takeover, seventy-two percent (72%) of the communities had a full time administrator for their education program, which is usually the Director of Education. Currently, there are now seventy-nine percent (79%) of the education programs that have full-time directors. In the other twenty-one percent (21%) of the cases, this responsibility for administering the education program is added to those of the principal of the school, or the responsibility is shared between the principal and vice-principal of the school.

Sixty-eight percent (68%) of the community schools have administrators usually referred to as the principal or director of the school, and seventy-nine percent (79%) of these administrators are full time. This is an increase from takeover, where at that time, only sixty-four percent (64%) of the schools had a full-time principal or director.

3.4.4 Communication

Communication within the community education programs is described in the majority (80%) of cases as being mostly informal, usually done over the phone or in regular meetings. However, some communities (20%) also checked off "formal" in addition to "informal" as they felt that such types of communication are sometimes required for particular situations. Most of the communication in the organization is described as being done through meetings, letters, memos, fax, telephone, by visits and in some cases, by circulating the minutes of meetings.

3.4.5 Relationships

The majority of the communities cited the First Nations Education Council as the foremost organization with which they have some form of relationship. The next listed was either the Indian Affairs Regional Office or a College/University. After these, the others most frequently cited were the Ministry of Education or a Provincial School Board. Added to the lists provided were the First Nations of Quebec and Labrador Health and Social Services Commission, the Human Resources Development Commission, and schools in other First Nations communities.

The relationships that were made at the time of takeover included Indian Affairs, Provincial school boards, the Union of New Brunswick Indians, Heritage Canada, and various Canadian and American Colleges and Universities.

Those relationships recommended by the communities to be continued if full jurisdiction were achieved were: primarily FNEC, some Local School Boards, INAC and certain Colleges and Universities. Besides this, it was suggested that the door should remain open to all relationships that are in the best interest of each community, and that the present lack of coordination by INAC in facilitating funding from other departments could be addressed directly with those federal agencies. One community commented that the relationships that currently exist would not change with full jurisdiction, but that the standing and perspective from which the community participates in the relationship would change.

3.5 Accountability

"In Indian tradition each adult is personally responsible for each child, to see that he learns all he needs to know in order to live a good life."
(Indian Control of Indian Education 1972, p.1)

"Community input in all aspects of First Nations education is essential."
(Tradition and Education: Towards a Vision of Our Future, 1988. v.1, p. 72)

3.5.1 The Decision-making Process

The decision-making processes for education are different in each First Nations community, but the general trends are as follows:

- For decisions regarding general education programming and services:

  59% of the communities reported that the Band Council made the final decision in this area; and, the other decision-makers cited were equally (12%) the Director of Education, the Local Education Authority, and the Administrative Team. Some communities commented that this was done in partnership with other entities and staff. In addition, one community stated that their Director-General was also involved in the final decision.

- For decisions regarding the program of study for the schools:

  Forty-four percent (44%) of the communities reported that the final decision rested with the Director of Education; and another thirty-one percent (31%) cited the School Principal and Staff; and the balance referred either to an Administrative Team or the Local Educational Authority. In one community, the Pedagogical Counsellor is involved in final decisions regarding the program of study.

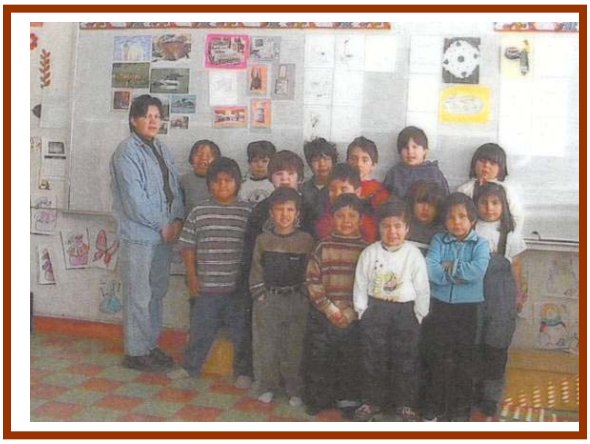
- For decisions regarding Human Resource Management issues:

  Again, fifty-four percent (54%) of the communities responded that the Band Council took the final decision for Human Resource issues; twenty-one percent (21%) cited the Director of Education as the decision-maker; and, the balance of the communities mentioned the School Principal, the Local Education Authority, the Human Resource Department, and the Administration Council. For some, the decision depends on what the issue is, and what level of administration is involved. Another community involves the local HRDC Officer in these decisions.

3.5.2 Financial Accountability

For community education funding, eighty-two percent (82%) of the responding communities cited the Band Council as having the ultimate accountability for these funds; in twelve percent (12%) the Director of Education; and, in only one community that accountability was cited as belonging to the Local Education Authority. In sixty-six percent (66%) of the responding communities, the financial accounts for the education programs are managed by the Band Council Administration, and in thirty-three percent (33%) under Education Program Administration.

3.5.3 Parental Involvement



Manawan

In the majority of the responding communities, the parents must be consulted on changes in *Service Policies*, the *School Calendar*, new *Programs or Services*, and program *Goals and Objectives*. Parents are least consulted on: *New School Construction*, *Purchase of Capital Items*, *Annual Budget Approval*, and *Deficit Budget Restrictions*. About one third of the responding communities also consult parents on the *Hiring of Teachers*, the *Hiring of Staff*, changes in the *Program of Study*, and changes in *Funding Regulations*. Also added to the list were "*Extracurricular Activities*", "*School Life and Regulations*", and "*Code of Conduct*". A community mentioned that they receive parent input through their general assembly concerning the whole spectrum of education services.

Having been requested to use a rating scale, where "10" was considered the rating for maximum involvement, and "1" was considered the minimum, the responding communities rated active parent involvement in the planning and functioning of their education system as an average of "5". The ratings varied between "1" and "8", none of the communities reported a "9" or a "10" on the rating scale for parental involvement.

Some communities reported that parental involvement began long before takeover with the extensive consultations and feasibility studies that were undertaken at that time, as well as kitchen meetings and general assemblies. It is often much easier to mobilize parents for a "cause", where activism is required, than it is for regular on-going participation in school matters. One community cited that most parents would come out for an important issue such as "Youth Violence". Another commented that parents made it known through their actions how they wished to be involved in the education of their children.

For other communities, the process for parental involvement is often established through a "hit and miss" method of trying to see which venues parents are more comfortable with. Communities report that quite often the parents have had such negative experiences with their own schooling either through residential schooling or forced integration in "foreign" jurisdictions that they are reluctant to come to the schools. As well, decades of paternalistic policy and oppressive interventions by INAC officials can result in feelings of disenfranchisement among a population, and this requires patience, time and effort to overcome.

Nevertheless, seventy-one percent (71%) of the communities reported that the process established for parental involvement was successful. One community reported that using informal, friendly avenues such as having an "Open House" was more effective in getting parents out and in attendance. Another used "Supper" meetings as a draw for the parents, and to create a venue for informal interaction between parents and teachers. Further examples were given in trying to use parents as volunteers in the school, holding awards ceremonies, fund raising activities, and social galas for the school. Some find that parental involvement in their children's education has become more dynamic, but that it is still difficult to get the parents to participate in committees. Continuous communication was also thought to be important to parents.

3.5.4 Communication

Most of the communities (65%) communicate with parents through an Annual Activity Report; in addition some of the communities also provide information in the Community Newspaper or through Radio Station programs. Fifty-three percent (53%) of the communities also hold Public Meetings on Education, and thirty-five percent (35%) hold Annual Assemblies for their Education Authority. Some communities mentioned that they provide communication with the distribution of the report cards during the required reporting periods, or during a presentation of the program objectives at the beginning of the school year. One community reported also publishing and distributing their Annual Operational plan to the parents. As well another community reported developing a small education newspaper that is well read; another uses a newsletter to parents; some also use frequent telephone contact.

The frequency of general communication with parents or with the community on educational matters is reported to be weekly in fifty-seven percent (57%) of the responding communities, and monthly in about twenty-eight percent (28%) of the others. For the rest of the communities, the pattern of communication is either quarterly or annually, or as needed.

The patterns and frequency of regular communication on educational matters with the community, or with parents in general, has remained the same since takeover in about fifty-nine percent (59%) of the communities, and has developed or varied in the other forty-one percent (41%). For some, the process of communication has changed due to demands from the parents to become more informed. Another community related it to a recognized need to be more accountable to the community. For some, the reporting to parents is included with the regular band business in community meetings. In all cases, the communities seem adamant about improving their methods of communication with parents.

3.5.5 Rules for Disclosure

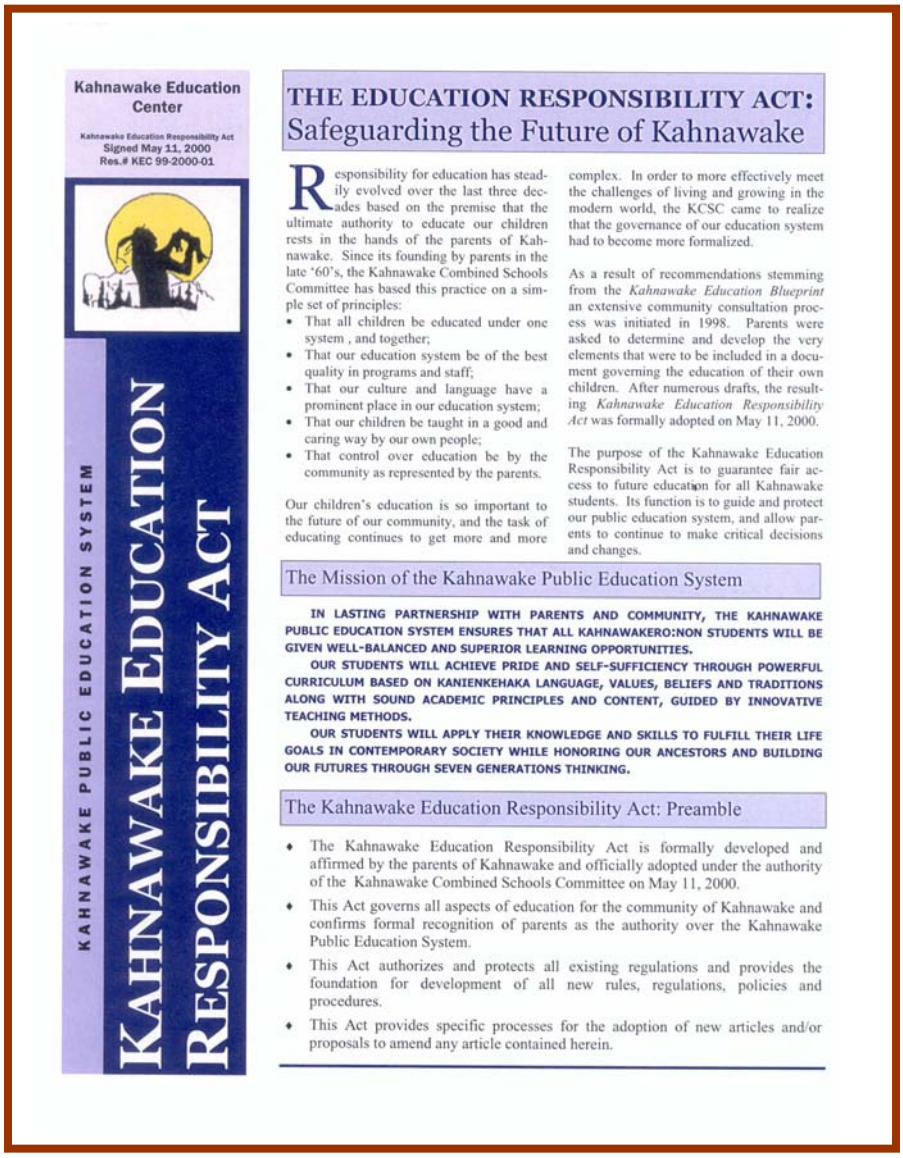
Rules for 'disclosure of information' are available in a little over half of the responding communities (55%), and not available in the others. For some of the communities, these rules are covered in all of the legislation, by-laws, policies and guidelines that are elaborated for their education system, rather than as a separate document. One community reported that disclosure is included under the Band Council policies that relate to the publication of all official minutes of meetings. Very often disclosure is discussed in policies pertaining to the confidentiality of student or personnel files, but not always in reference to the responsibility to make members aware of the programs, services and opportunities available to them.

3.5.6 Redress

Rules for 'conflict of interest' as well as 'grievance and appeal mechanisms' are available in eighty-one percent (81%) of the education systems. The final authority for Appeal and Grievance is designated to be the Band Council in fifty-six percent (56%) of the cases. For the others, a process is stipulated within their by-laws by which the employees are either referred to a Human Rights organization, or there is another Appeal Body stipulated within the community organization that would make the final decision. There was further mention that there could be different decision-makers for different levels of the organization. One community also referred to a pending collective agreement with the Public Service Alliance.

3.5.7 Final Accountability

There was no specific trend in determining with whom the communities hold their final accountability for their education system. Thirty-one percent (31%) of the communities felt that the final accountability is with the Band Council; another twenty-five percent (25%) believe that it is with the parents whose fundamental right and responsibility has been recognized in all jurisdictions; nineteen percent (19%) believe that it rests with the community for whom the service is given; and another nineteen percent (19%) believe that the final accountability rests with INAC. One community stated that the type of accountability they felt to the community was entirely different from the accountability they felt was owed to the Department of Indian Affairs, and another added that it varied with the issue at hand.



Kahnawake Education Center

Kahnawake Education Responsibility Act
Signed May 11, 2000
Res.# KEC 99-2000-01

KAHNAWAKE PUBLIC EDUCATION SYSTEM

KAHNAWAKE EDUCATION RESPONSIBILITY ACT

THE EDUCATION RESPONSIBILITY ACT: Safeguarding the Future of Kahnawake

Responsibility for education has steadily evolved over the last three decades based on the premise that the ultimate authority to educate our children rests in the hands of the parents of Kahnawake. Since its founding by parents in the late '60's, the Kahnawake Combined Schools Committee has based this practice on a simple set of principles:

- That all children be educated under one system , and together;
- That our education system be of the best quality in programs and staff;
- That our culture and language have a prominent place in our education system;
- That our children be taught in a good and caring way by our own people;
- That control over education be by the community as represented by the parents.

Our children's education is so important to the future of our community, and the task of educating continues to get more and more complex. In order to more effectively meet the challenges of living and growing in the modern world, the KCSC came to realize that the governance of our education system had to become more formalized.

As a result of recommendations stemming from the *Kahnawake Education Blueprint* an extensive community consultation process was initiated in 1998. Parents were asked to determine and develop the very elements that were to be included in a document governing the education of their own children. After numerous drafts, the resulting *Kahnawake Education Responsibility Act* was formally adopted on May 11, 2000.

The purpose of the Kahnawake Education Responsibility Act is to guarantee fair access to future education for all Kahnawake students. Its function is to guide and protect our public education system, and allow parents to continue to make critical decisions and changes.

The Mission of the Kahnawake Public Education System

IN LASTING PARTNERSHIP WITH PARENTS AND COMMUNITY, THE KAHNAWAKE PUBLIC EDUCATION SYSTEM ENSURES THAT ALL KAHNAWAKERO:NON STUDENTS WILL BE GIVEN WELL-BALANCED AND SUPERIOR LEARNING OPPORTUNITIES.

OUR STUDENTS WILL ACHIEVE PRIDE AND SELF-SUFFICIENCY THROUGH POWERFUL CURRICULUM BASED ON KANIENKEHAKA LANGUAGE, VALUES, BELIEFS AND TRADITIONS ALONG WITH SOUND ACADEMIC PRINCIPLES AND CONTENT, GUIDED BY INNOVATIVE TEACHING METHODS.

OUR STUDENTS WILL APPLY THEIR KNOWLEDGE AND SKILLS TO FULFILL THEIR LIFE GOALS IN CONTEMPORARY SOCIETY WHILE HONORING OUR ANCESTORS AND BUILDING OUR FUTURES THROUGH SEVEN GENERATIONS THINKING.

The Kahnawake Education Responsibility Act: Preamble

- The Kahnawake Education Responsibility Act is formally developed and affirmed by the parents of Kahnawake and officially adopted under the authority of the Kahnawake Combined Schools Committee on May 11, 2000.
- This Act governs all aspects of education for the community of Kahnawake and confirms formal recognition of parents as the authority over the Kahnawake Public Education System.
- This Act authorizes and protects all existing regulations and provides the foundation for development of all new rules, regulations, policies and procedures.
- This Act provides specific processes for the adoption of new articles and/or proposals to amend any article contained herein.

3.6 Mandate

"Unless a child learns about the forces that shape him: the history of his people, their values and customs, their language, he will never know himself or his potential as a human being. Indian culture and values have a unique place in the history of mankind. The Indian child who learns about his heritage will be proud of it. The lessons he learns in school, his whole school experience, should reinforce and contribute to the image he has of himself as an Indian."

(Indian Control of Indian Education 1972, p.9)

Pidabin, Timiskaming

First Nations Schools and Instructional Services

Name of School	Elementary School	Middle School/Junior High	Secondary School	Immersion Program	Headstart/Early Childhood	Breakfast Program	Milk/Snack Programs	Cafeteria/Hot Lunch	Cultural Activities	Vocational Programs/Adult	Language Programs	Computer Technology	Special Education Services	Native Studies	Cooperative Education	Daycare Services	Transportation	Music/ Theatre
Rapid Lake School	●							●	●			●	●			●	●	
Migizi School		●						●	●	●		●	●		●		●	
Wejgwapniag	●	●							●		●	●	●	●	●		●	
Gesgapegiag Learning Center			●						●	●	●	●	●		●		●	
École Ts8taïe	●				●			●	●		●		●	●		●	●	
Alaqsite'w Gitpu	●	●		●	●	●		●	●		●	●	●	●			●	
Takinagan					●						●							
Amikobi	●					●			●		●	●	●				●	
Amik-Wiche Secondaire		●	●			●			●		●	●	●				●	
Miromatisiwin					●						●							
Seskitin	●					●			●		●	●	●	●		●	●	
Waratinak Secondaire			●			●			●	●		●	●	●			●	●
Kateri	●				●				●		●	●	●	●			●	
Karonhianonhnha				●					●		●	●	●	●			●	
Kahnawake Survival		●	●					●	●	●	●	●	●	●	●		●	
Step By Step / Kariwanoron				●	●				●		●		●			●	●	
Pidabin				●			●	●	●		●					●	●	
Kiwetin	●	●					●	●	●		●	●		●			●	
École Wapoc	●			●	●		●		●		●	●	●				●	●
École Otapi			●				●	●	●	●	●	●			●		●	
Au8ssisak					●													
Amishk	●			●			●		●		●	●	●			●	●	●
Kassinu Mamu		●	●						●		●	●	●		●		●	●
Kitigan Zibi Odekan					●		●		●		●						●	
Kitigan Zibi Ozasin							●		●		●					●		

Name of School	Elementary School	Middle School/Junior High	Secondary School	Immersion Program	Headstart/Early Childhood	Breakfast Program	Milk/Snack Programs	Cafeteria/Hot Lunch	Cultural Activities	Vocational Programs/Adult	Language Programs	Computer Technology	Special Education Services	Native Studies	Cooperative Education	Daycare Services	Transportation	Music/ Theatre
Kitigan Zibi Kikinamadinan	◎	◎	◎			◎	◎	◎	◎	◎	◎	◎	◎	◎	◎		◎	
Paginawatig Kikinamadinan	◎					◎	◎	◎	◎		◎		◎	◎			◎	
Mokasige				◎					◎		◎			◎			◎	
École Niska	◎			◎	◎	◎	◎	◎	◎			◎	◎	◎			◎	
École Mikisiw		◎	◎			◎	◎	◎	◎	◎	◎	◎	◎	◎	◎		◎	
Mokaam					◎				◎		◎							
Migwan	◎					◎	◎		◎		◎	◎	◎				◎	◎
Amo Ososwan	◎		◎			◎			◎				◎				◎	

3.6.1 Extent of Educational Services

The majority of the responding communities, with the exception of those who do not have a school in their community, provide Band School Instructional Services, Special Education Services, Transportation Services, and Cultural Activities as part of their educational program. To a lesser extent (66%), the education programs also provide Head Start/Early Childhood Services, Post-secondary Services, Teacher Training Programs, and Curriculum Development. Just over half (53%) of the responding communities also undertake Tuition Agreements with provincial schools, and provide auxiliary services to those students attending provincial schools. In addition, fewer than half of the education programs are also directly responsible for the Operation and Maintenance of their education facilities. One community also cited Adult Education, Language Development and Community Information Technology Access.

As there are fewer high schools than elementary schools, there were fewer communities who reported provided Cooperative Education services, and even less cited the provision of Vocational programming. This is due, as per references in other parts of the survey, to problems with the prohibitive cost of providing professional or semi-professional vocational programs that are not funded by INAC, and the jurisdictional situations with certification.

In addition to regular educational services, the communities were asked if they were able to provide auxiliary services for their schools. In reply to questions of cafeteria services or hot lunch programs, fifty-eight percent (58%) of the communities replied that they could not provide this service, and forty-two percent (42%) were able. Thirty-one percent (31%) of the responding communities provide daycare services within their schools.

Half (50%) of the respondents provide a breakfast program to their students, and half do not. Only forty-four percent (44%) of the communities provide a milk program to their students, the other fifty-six percent (56%) do not. A few offer a snack program at recess time. Of these communities that provide the breakfast or milk programs, sixty-seven percent (67%) receive extra funding outside of their education budgets to provide these programs, and thirty-three percent (33%) do not receive extra funding. Sources of funding were given as being through the community Health Center; parental contributions; fundraising; and, Social Assistance programs such as projects under the Reinvestment Strategy.

Pidabin, Timiskaming

3.6.2 Scope of Community Schools

Sixty percent (60%) of the communities have an Early Childhood Center or Headstart program under their education systems. The majority of students attending these programs are in the age group of 3-4 years.

Fifteen (15) of the FNEC communities have elementary schools and seven (7) do not have schools within their communities. The elementary school offers programs from K4 to Grade 6, and a few maintain Grade 7 and 8 programs, or an Adaptation program. In the majority of the communities, the population of the elementary schools has doubled since takeover.

In addition to the regular elementary program, forty percent (40%) of the communities also provide the option of language immersion for the elementary students. The majority of the immersion programs offer classes from K4 to grade 4, with only a few communities providing immersion to grade 6.

Fifty-seven percent (57%) of the communities also provide a Middle School program before transition into a regular High School program. In the majority of the communities this is mainly a Grade 7 program, however some programs include Grade 8, or an Alternative program, and one community also includes Grade 6 in their Middle School program.

Mashteuiatsh, Winners Science Fair

A High School program is available in sixty-seven percent (67%) of the responding communities. In reviewing the High School populations, the most populous grade level is Secondary 1, with a gradual reduction of enrolment for each level of the secondary program thereafter, particularly after Secondary 1, Secondary 3 and Secondary 4.

However, due to the exigencies regarding Certification for High School Leaving, some of the communities do not offer Secondary 5 as part of their Band School Program. As well, some of the reduction after Secondary 1 is explained as a few First Nations communities in Québec follow

another provincial system, and report sending their students to Senior High School in Ontario or New Brunswick following the completion of grades 7 & 8.

3.6.3 Extent of School Programs

Eighty percent (80%) of the communities follow the Ministry of Education of Québec guidelines in addition to local programming for their elementary programs. The other twenty percent (20%), because of their need to send their students to an English language high school in another province, follow the provincial curriculum of Ontario or New Brunswick. The other subjects that are taught include the First Nation language, Culture and Traditions, Computer Technology, as well as some Arts and Traditional Crafts. About 30% to 40% of the communities also teach Native Studies, Traditional Games and Sports, Singing and Drumming, and Theatre Arts. Twenty-five percent or less teach Music or another language.

Mashteuiatsh Secondary Arts Program

Ninety percent (90%) of the communities with a High School follow the Ministry of Education of Québec guidelines in addition to local programming. The other ten percent (10%) follow the High School programs of the provinces into which their junior high school students graduate. The other subjects taught include Language, Culture and Traditions and Computer Technology. Less prevalent is the teaching of Arts and Traditional Crafts, and Vocational Programs. Very infrequently taught at the High School level are Music, Languages (other than the community language, and the MEQ requirements), Native Studies, and Traditional Games and Sports. Some communities report teaching Singing and Traditional Dancing.

Quite a few of the communities still report that absenteeism or dropouts are still problematic for reasons common in all jurisdictions, such as drug and alcohol problems, lack of interest, lack of future goals, lack of parental support, teen pregnancies, peer pressure, social and emotional issues. Even so, the report shows that since takeover there has been a definite reduction in this problem within seventy-three percent (73%) of the communities. One community reported having a strict policy for absenteeism, and made referrals to Social Services for any chronic

cases of more than 20 cumulative absences. Another reported making changes to the program of study to include areas such as "Sports Study".

One community reported that at the time of takeover, the dropout rate was 99%, and now it is at a level of less than 10%. Another recounted that the introduction of a Resource Worker into the provincial school where their children attend has resulted in an improvement in both attendance and performance. Another cited an increase in the obtention of a High School Leaving Diploma from 2% to 19%, and this without including the number who passed their high school through Adult Education.

Gesgapegiag Science Class

Communities confirmed that there have been changes in the levels of schooling in the community since takeover, and differences in graduation rates. Most communities attributed this to local control and more parental involvement in all aspects of their children's education. As well, another community specifically cited the professional development of teachers, and the provision of support services for special needs children as contributing to the increased levels of schooling.

Key Factors in creating school programs were stated by the respondents to be:

- *"The inclusion of the community's own language, history and culture;*
- *The ability to create specific programs according to what is important for communities;*
- *Instilling pride and respect for other cultures;*
- *Language retention programming;*
- *Determining a need, defining goals and objectives, securing resources/delivery, and implantation;*
- *Orientation towards vocational programming and job apprenticeship;*
- *Putting in place teams of very qualified First Nations staff for research, evaluation and elaboration;*
- *System and school professional development for new programs, methods, materials and networking;*
- *Partnerships with the Ministry, local school boards, and education training institutions to upgrade teacher competencies;*
- *Finding appropriate resource persons."*

Sixty-seven percent (67%) of the communities have stated making changes to their pedagogical calendars since the takeover of their schools to accommodate cultural

and social activities within the community. Examples would be particular holidays such as Treaty Day, and Aboriginal Solidarity Day; or cultural weeks following the traditional calendar such as "Mid-Winter Festival", and "Beaver Days"; or traditional hunting periods such as for game in October, and for "Goose Break"; or social festivals such as powwows. Sixty-seven percent (67%) of the schools follow the provincial school calendars but with local adaptations, or minor changes to the start and finish of the school year.

The communities also reported increasing the length of the school day, or the calendar to include the necessary amount of time to teach their language, to include culturally relevant studies into the curriculum and to adapt to traditional teaching methods or the particular learning styles of the students. Some communities stated they provide time within the school calendar to bring the students into the bush for specific learning or cultural activities. Some make time available for important sporting events such as hockey and broomball tournaments. At times, the schools actively participate in protests or blockades for events that affect the future interests of the entire community.

The schools also participate in supporting the culture and traditional activities of the community through various means, and some respondents felt that the schools fulfilled a primary role in conveying language, traditions and culture. Examples that were provided by the communities included:

- Increasing awareness among students, parents and teachers of the importance of culture, language and traditions;
- The development of a language dictionary;
- Writing the history of the community or nation;
- Immersion language programs;
- Facilitating the professional development of language teachers;
- Providing language courses;
- The involvement of elders in school programs;
- Drumming and traditional dance classes;
- Teaching of traditional crafts;
- Exhibitions in the community;
- Participating in traditional festivals for harvest or maple sugar:
- Gathering blueberries, and hunting activities.

Mashteuiatsh

3.6.4 Use of Technology

Communities report that in ninety-three percent (93%) of the communities the teaching staff are trained on computers, and in 94% of the communities, the administrative staff are trained in the computer and other related technologies. All are able to access software for their administration, and ninety-four percent (94%) of the communities can access up-to-date software for their schools. However, although eighty-eight percent (88%) have adequate hardware for their administration, only sixty-four percent (64%) report having adequate hardware for their schools.

Kiwetin School Timiskaming

Fifty-seven percent (57%) also report that computers are not accessible to the students in every class in the school. Ninety-three percent (93%) report that their students have access to the Internet, and that pedagogical planning for their schools includes the applied use of technology in the classroom, but within the limitations of the equipment available, and the skills of the teachers.

3.6.5 Post-school Services

Post-school services at the time of takeover included adult education, literacy programs, upgrading skills, and professional programs. The majority of the communities provided literacy skills, and about thirty percent (30%) offered adult education and professional development. About twenty percent (20%) also offered Upgrading programs and Skills Training. Since that time, the Regional Office has revised the funding policies, and funding for professional development, adult education, and upgrading is now provided under CEDO programs, or through HRDC funds.

Gesgapegiag Carpentry program

This unilateral policy change totally disconnected the program funding from the program technicians qualified to provide these services. This is problematic in

particular for the communities with High Schools where not all of the students will go on to post-secondary institutions, and require a professional program. It is also challenging for communities who provide accreditation through the Ministry of Education, where in this regime, students who are not able to graduate before the age of eighteen, and are not profiled as special education, are automatically transferred into the adult education system.

In the 1972 Indian Control of Indian Education Policy Statement, there were specific recommendations made regarding both Vocational Training and Adult Education which are as follows:

> *"A new approach to qualifications for many jobs is needed, as well as a change in academic/vocational courses to meet new requirements. In many cases where these jobs are within the Indian community, job specifications should be set by the Indian people, and the training itself should be supervised by the local Education Authority, which is established and/or recognized by the Band or Bands involved…The local Education Authority should be in a position to deal directly with Canada Manpower and other training institutions. When necessary, several Education Authorities might join together to plan programs for a particular region."*
>
> *"Adult education programs, properly conducted can be a means for many Indians to find economic security and self-fulfillment. If the native language is spoken in the community, then native instructors should be trained and employed to teach these adult courses… Other adult programs which should be provided as the need demands might include: business management, consumer-education, leadership training, administration, human relations, family education, health, budgeting, cooking, sewing, crafts, Indian art and culture, etc… These programs should be carried out under the control and direction of the Band Education Authority, on a short term or continuing basis, according to local needs."*
> *(Indian Control of Indian Education 1972, pp. 12-13)*

Seventy-three percent (73%) of the communities are still involved to some extent in providing literacy programs, and fifty-three percent (53%) of the responding communities assist or participate in the delivery of adult education services, professional development or upgrading through technical support for local HRDC committee programs, or the direct purchase of services, or serve as a member of a local board with HRDC. A few communities with high schools permit adults to follow the secondary classes. In some cases, the communities provide student follow-up, orientation and counselling to support the adult education services. A few communities are forced to piggyback on the adult education services of their local

school boards to provide adult/alternate education services to their community members, or to use their regular program funds to purchase services.

The majority of the responding communities (80%) stated that revisions should be made so that professional education, distance education, upgrading and skills training, and funding for literacy programs and adult education should be put under the mandate of the education programs. One community also added that apprenticeship should also be under the education program.

Since the takeover of education by the communities, there have been differences reported in the destination profiles of students who are finishing school. The statistics for students leaving the community, becoming self-employed or undertaking a job apprenticeship have remained relatively the same. At takeover, the majority of the communities reported less than 20% of the students were going on to post-secondary studies, or to vocational programs, and only 20%-40% were employed. Most students dropped out of school. Some communities also reported high percentages of students on social programs. Presently, since takeover, the majority of the communities report less than 20% employment after graduation (with some notable exceptions) but at the same time report far less percentages of students on social programs. There is reported to be a much higher frequency of students in post-secondary or in vocational programs.

3.6.6 Post-secondary Services

Sixty-three percent (63%) of the responding communities report having complete administrative authority over their post-secondary programs. Of the remaining thirty-seven percent (37%), two-thirds report administering the programs on behalf of INAC, and one-third on behalf of their Band Councils. Some communities or agencies administer on behalf of INAC as once the INAC Regional Administrator for Post-secondary was forced to retire; the Regional Office would no longer administer the program for those communities that had not taken charge.

Gesgapegiag students

Fifty-three percent (53%) of the communities administer the post-secondary support program using locally developed policies; the remaining communities (47%) manage their programs using the INAC Post-Secondary Support Program Guidelines and Policies. The Post-secondary program was taken over at the same time as the regular education programs in fifty-six percent (56%) of the communities. The reasons for not doing so were given as not seeing it as a priority for the community at that time; or, that it

was taken over first; or, that they were too apprehensive with the insistence of INAC to takeover.
The actual enrolment in the post-secondary program is presently double, or two hundred percent (200%), of what it was at the time of takeover. The areas of the post-secondary program that are cited by the communities as requiring revision or additional funding:

- Room/Board Allowances (74%);
- Books and Supplies (68%);
- Tutoring Support (63%);
- Tuition Fees (63%);
- Childcare (58%);
- Travel Costs (58%);
- Counselling (42%);
- Program Manager's Salary (6%);
- IT hardware (6%);
- Internet services (6%);
- Technology costs for program management (ex. database software) (6%).

The greatest difficulties for post-secondary students as pointed out by the responding communities are:

- The cost of living;
- The distance away from the community;
- The inadequacy of the funding allowances;
- The inadequacy of the service delivery dollars;
- Lack of consideration of enormous travel costs for counsellors from remote communities to visit students;
- Some institutions not welcoming to First Nations students;
- Racism from students and staff; lack of understanding of the different styles of learning for many First Nations' students;
- Family needs;
- Family expectations;
- Lack of exposure to various career opportunities;
- Childcare expenses;
- High rental costs;
- Limited choices;
- Poor orientation, ending up in wrong program;
- Difficulties to get around the severe limitations of unrealistic INAC policies;
- Living in an urban environment;
- Managing a budget;
- Adapting to another culture;
- Lack of preparation for research and the use of technology;

- Lack of effective time management/independent study skills;
- Lack of effective preparation for the CEGEP Sciences.

The areas of growth in the community's post-secondary program have been cited as in the areas of business; having students graduate and return to the community; in policing and law enforcement; in having students graduate into the work force; and in all areas. One community also mentioned the local adaptation of incentives such as for summer employment and childcare subsidies to ensure that students complete post-secondary within the time limitations prescribed by INAC. Another mentioned the coordination of community resource providers for effective service delivery to students.

3.6.7 Provincial Tuition Agreements

Most of the communities pay Tuition Fees to provincial school boards for students who attend schools outside of the community. In the case of the seven communities without schools, this is absolutely essential. For some of the other communities, there is not sufficient housing in the community to accommodate all members, or students go outside the community for high school, and sometimes must access special needs services that are beyond the capacity of the community's resources.

In all cases, the communities undertake Tuition Agreements with local school boards to cover the cost of the Tuition Fees for their students. In seventy-nine percent (79%) of these cases, the community negotiates the payment of fees for special education services. A few communities (16%) also negotiate the fee structure, the payment schedule, and the accountability for the tuition fees; or for organizing cultural activities. A lesser number also negotiate with the school board for special services, language courses, and transportation services.

3.6.8 Curriculum Development

In sixty-six percent (66%) of the community schools, the programs and teaching materials are adapted to include local and cultural content. The bulk of these communities are required to use regular education funding to resource local curriculum development. About one quarter of the communities have received some non-repetitive project funding or an occasional special grant to enable them to resource this. Others have to use the local resources, a school curriculum team, summer curriculum projects or the homeroom teachers. Some communities within the same nation have been able to pool their resources for curriculum development. A large majority (73%) of the communities with schools have developed textbooks or workbooks for their elementary or secondary programs through local curriculum development projects.

3.6.9 Pedagogical Services

Less than half (46%) of the communities with schools have access to the services of, or have a contract with, a pedagogical consultant, and only half of the communities receive any type of pedagogical support services. Those communities, who do receive these services, do so either through a contract (as cited above), through the First Nations Education Council, through a local school board, from a regional MEQ office, or Tribal Council. One community receives these services through a university.

- Particular pedagogical adaptations developed through the community-based education programs, and as mentioned by the respondents included:
- Realigning the Social Studies curriculum to teacher the MEQ objectives through the community's own worldview and historical perspective;
- Instituting a school-wide cultural program;
- Natural and human sciences programs;
- Introduction of the teaching of English language;
- Special education programs;
- Language programs from K4 to grade 8;
- Modification of the secondary History program;
- Development of two different levels of programming, Academic and Applied for the high school;
- The use of a new paradigm for individualized instruction that will eventually lead to a transformation of the elementary school structure;
- New program of personal and social development at the high school level;
- Use of traditional skills for cooperative education programs;
- Development of a program for the acquisition of cultural competencies using applications within the territory;
- Bilingual programs;
- Adaptation of high school program to reinforce basic subjects;
- Adapting the Reform to the school programs;
- Expansion and reorganization of FSL program from K5 to Secondary 5;
- New Science program for all Grade 5 to Grade 8 classes;
- New Maths program;
- Computer Technology for all classes;
- Representation on all new MEQ Reform Curriculum Committees;
- Revision and reorganization of language Immersion program.

3.6.10 Language and Culture

Eighty percent (80%) of the communities provide language and cultural activities within their school programs. There is a reported increase of twenty percent (20%) more culture and language programs in community schools since takeover. The

communities also cited that while currently only half of the communities receive extra funding for developing language and culture programs, almost eighty-six percent (86%) received funding in the past for developing language and culture, such as through Heritage Canada, or the *Secretariat aux affaires autochtones*; and, in particular it was mentioned receiving cultural education dollars from INAC up to the time it was removed from the funding agreements.

There are almost half of the communities that report having an Immersion program, the majority of which are at the preschool level. Some programs continue into the first cycle of elementary, and fewer extend into the second or third cycle. One community offers a continuation of the language immersion program following the pre-school as an optional afternoon program for students within the elementary school.

Gesgapegiag students

At the time of takeover there were only two communities that reported having language immersion programs, as opposed to almost half at present. One community had language teaching before takeover. Of the communities having immersion programs, almost two-thirds (63%) report having access to research support to evaluate program effectiveness and language retention. One community reported comparing the effectiveness of their language immersion with the school board French immersion program. Others discussed partnerships with universities wishing to undertake research activities in this area, or for individual research projects by postgraduate students, or for their own research evaluations of language retention.

3.6.11 Professional Services

In regards to professional services, the majority of the communities with schools (80%) report having access to the services of a psychologist, more than half (66%) having access to the services of a Speech Therapist and a Nurse, fifty percent (50%) to the services of a Childcare Worker, and twenty percent (20%) to the services of an Occupational Therapist. Other communities reported being able to access a Specialised Educator, a neuropsychologist, a social worker and a psycho-educator.

A large majority (83%) reported that these services were not being provided at takeover, and that they have not always been able to access these services due to the services being located outside the access of the community, or the needs were not previously detected. Many communities mentioned that these services have only been possible recently through the Special Education Pilot Project from FNEC.

However, the communities also mention that the current services are still not adequate to meet the needs of the students in sixty percent (60%) of the responding communities with schools. The communities mention the need for additional financial and human resources for speech therapy, counselling services, pedagogical consultant, a nurse, a psychologist at the school level, youth service workers, support staff for physically, mentally or visually handicapped students, program coordinators, music/arts specialists and a liaison officer. One community also mentioned that some external services were not properly prepared, or considered competent to understand the needs of First Nations schools.

Kitigan Zibi Mokasige

3.7 Resourcing

"It will be essential to the realization of this objective that representatives of the Indian people, in close co-operation with officials of the Department of Indian Affairs, establish the needs and priorities of local communities in relation to the funds which may be available through government sources."
(Indian Control of Indian Education 1972, p. 3)

"The Federal Government has the responsibility of funding education of all types and at all levels for all Indian people."

(Ibid, p.28)

"Education facilities must be provided which adequately meet the needs of the local population. These will vary from place to place. For this reason, there cannot be an 'either-or' policy, which would limit the choices Indian parents are able to make..."
(Ibid, p.30)

3.7.1 Funding Levels

The respondents stated in seventy-six percent (76%) of the surveys that the level of educational resourcing was not adequate to meet the goals and objectives that have been established for their educational systems. For most of the other respondents it was considered minimal. The respondents were also asked to rate the level of funding for each of the funding elements, subsidised by the federal government, by using a rating scale of '0 to 5'. The scale provided a continuum with a rating of '0' indicating that the level of funding was extremely deficient, and a rating of '5' indicating an appropriate level of funding being provided for the present needs of the community.

The majority of the communities (86%) cited "Language" as being extremely deficient in funding, followed by "Administration", and "Special Education for Band Schools". The next areas (70%) reported by most as being inadequately resourced (scoring less than 3) were funding for "Curriculum Development", the "Local Education Authority", "School Capital" and "Special Programs and Projects", which provide funding for local professional and post-secondary training programs.

Other areas of concern expressed with a low rating below 3 by more than half of the communities (60%) included "Instructional Services to Band Schools", "Transportation Services", "Operation and Maintenance", "Vocational or Professional Education and the "Post-secondary Support Program". The one area of funding that was reported as being at appropriate levels by the majority of communities (80%) was "Tuition Fees paid to Provincial Schools".

Close to sixty percent (60%) of the communities reported that since takeover, they have been the subject of reprisals from Indian and Northern Affairs Canada. The reprisals were stated to be in the areas of resourcing and program cuts (60%), veiled threats to comply (50%), a reduction of services (40%), a refusal of services (40%), and a withholding of funds (40%), and as reported by one community continuously asking for more paper work to delay responding to the request.

Further discussions on these situations showed examples such as:

- The department funded over $50,000 in capital agreements with the local school board, but refused the community requests for local services;
- Reduction of funding for the Tribal Council for the development of educational programs;
- Cutting funding or refusing to accept expenditures after the fact, to enforce conformity to nominal roll requirements or compliance review regardless of local educational plan or the extreme penalization on the community education budget;
- Special Needs students attending special schools or programs outside a community being asked to provide even more justifications in writing, and even required to provide their education plan for each semester to the department;
- No appropriate response given to a request other than usual acknowledgement of receipt of letter;
- Being told to find funding for Special Needs students attending outside schools from other services such as Social Services;
- Ancillary services for provincial schools, funded as an FTP annually, unilaterally modified, without consultation to communities, in the middle of the financial year of 1999 to a Contribution, with no written guidelines, resulting in communities' education funding being cut;
- Funding for "Special Education Services to Provincial Schools" totally cut in 1999, placed under Provincial Tuition Fees without consultation to the communities, and these expenditures subjected to departmental approval by decision of INAC administrator, without written guidelines;
- Dependency on the approval, without written policy or due process, according to interpretation or "whims" of an INAC administrator;
- Lack of trust, and no respect for local control demonstrated by Regional Office insisting that projects for provincial schools such as "cultural or language activities" or tutoring requests be submitted by local school boards instead of by the communities responsible for the students;
- In 1987, band funding changed to formula funding, community education funding levels were immediately reduced, and no provisions were made for a gradual reduction of services; many programs, services and positions were lost to communities.

Specific factors that are reported as adversely affecting the levels of funding received for education are given as:

- The federal government has not followed the changes in the educational program that were made by the Québec Ministry of Education, and have not

adjusted the funding accordingly. However, there still remains an obligation in the funding agreements to follow those MEQ guidelines;

- Lack of English language resourcing due to surrounding Francophone school boards, not enough funding to purchase professional program support for the school system, professional development for staff, or travelling due to remoteness from major urban areas;
- Funding for the professional development and training of teachers in the language of the community is not provided;
- At takeover, the federal teachers were paid an isolation pay, INAC refused to give this to non-native band teachers;
- Lack of, or totally inadequate facilities, and repairs and maintenance, drain on an already insufficient budget;
- The enforced provision of instruction in three languages while receiving funding for only two languages;
- Lack of various support services available to local school boards, or to INAC Regional officials;
- Teachers in surrounding school boards are paid an isolation pay, INAC refuses to provide this supplement, no longer able to compete for teachers;
- Increasing costs to post-secondary students such as living allowances tuition, and needs for childcare, with no increases from INAC for many years, and being told by the department to decrease the number of post-secondary students so that community can pay these increased costs;
- Education is expected to contribute to the community's Recovery Plan;
- The funding formulas penalize small communities, there has to be a guaranteed level of service;
- Under funding for teachers' salaries, not at same level of resourcing as the province;
- Compliance reviews are handled in an undue paternalistic manner;
- Lack of flexibility of INAC funding.

3.7.2 Allocation of Resources

At the time of takeover, sixty-four percent (64%) of the communities reported that there were no difficulties experienced with the allocation of financial resources. The same numbers of communities also report that the present method of allocation of financial resources is different than used at takeover. The respondents explain the methods presently used as follows:

- *"The Band Council decides on the allocations as there are no guidelines in place;*
- *There is a pro-rata distribution for each level pre-school, elementary, and secondary;*

- *Policy and annual budget process, program needs, strategic direction and action plans;*
- *Develop a financial plan which is approved by the Band Council;*
- *Planning for the following year which includes prioritizing due to inadequacies of funding, and maintaining the budget as foreseen throughout the year;*
- *The Band Council votes on an annual budget taking into consideration conditions and history, however, it does not meet our needs considering the cost of living increases, and the realities of salaries and benefits accorded;*
- *We follow departmental criteria and custom regulations;*
- *Funding is allocated according to the departmental coding for the monthly payments;*
- *Through the annual operational and budget planning as part of the long term strategic review and planning;*
- *Centralized under the Band's financial operations;*
- *Based on need and transferability between departments, Council allows us to use all the funding provided by INAC for education;*
- *Decentralization of funding to the schools for the administration of pedagogical materials and extra-curricular activities;*
- *Funding is allocated according to needs".*

3.7.3 Funding Agreement

In regards to funding agreements, the type, nature and conditions of the various funding services within these agreements are reported to have provided difficulties for communities such as found in the following examples:

- The school capital not being identified, and being placed in the Band's capital agreement causes unnecessary difficulties in accessing dollars to purchase or replace existing equipment;
- Being tied to other community programs, and any modifications to education budget affect theirs;
- Funding agreement renewals that are community wide, beyond the extension of existing global agreement, and prevent the accommodation of new needs and cost of living through a totally new negotiation;
- The block funding formulas gave INAC the opportunity at takeover to remove all the locally negotiated arrangements, or any funding provided due to differences;
- Financing is always based on historical needs, and not on the changing realities such as the reform changes in education by the Québec Ministry of Education;
- School buses not being eligible under Band Capital funding;
- The issue of program compliance is problematic;

- Limitations of fiscal years, and deferrals;
- Having to create a reserve of funds for use in the third, fourth and fifth years of the agreement to cover increases in post-secondary or salaries according to increases by scale;
- There are no cost of living adjustments;
- All funding is formula based, there is not accounting for differences or program needs;
- Being forced to sign unilateral agreements to receive needed funding; with no room for any negotiation for terms or conditions, agreements are imposed.

Fifty-three percent (53%) of the communities report having a comparability clause for compatibility with the provincial system, and seventy-one percent (71%) report having a clause requiring that the community teachers be certified to teach by the province of Quebec. Nonetheless, all of the communities but one reported that they have not received any extra funding to assist them in meeting these two requirements, which have been added to the funding agreements since takeover.

3.7.4 Capital and Educational Facilities

The educational buildings and facilities are reported by seventy-nine percent (79%) of the respondents as being "inadequate" to meet the needs of the community. Some details given are as follows:

Manawan

- *"The buildings are not big enough for the new technology requirements, the provision of languages, and the needs for adult education and training;*
- *The elementary school is too little and too old for the number of children we are receiving at the primary level;*
- *The two enlargements to the old elementary school did not provide for future growth, and we are still overcrowded both at the primary and secondary levels;*
- *All education buildings are twenty to fifty years old and in critical need of replacement or high cost renovations to meet current norms for fire and safety, and handicap accessibility;*
- *We are having an extension for the elementary, but this will accommodate only the present shortages, we will not even have enough room for 2002-2003, we have 445 students with only one gymnasium;*

- *We are missing space, and proper financing for infrastructure. They are not available when we need them, and negotiations are always laborious, take too long, are time consuming and costly;*
- *The department funds only the bare minimum of spaces, there are no areas for science, computers, administration offices, library and resource room, or areas for curriculum development;*
- *The issue of the construction of a school gymnasium took 10 years;*
- *Resources for building facilities which are found in every local provincial school such as library, administrative offices, computer labs language centers have to be found in other areas;*
- *The department will not fund spaces for immersion programs;*

- *More classes than spaces;*
- *Everything is in the same building with no spaces for activities, storage or offices."*

The communities surveyed were asked to rate their educational facilities both at the time of takeover, and at present using a rating scale of '0 to 5'. The scale was a continuum with a '0' indicating an existing structure badly in need of renovations and repairs, and totally inadequate, and a '5' indicating a new construction built for the education program. Among the respondents, there are reported to be 6 new schools, 2 new administrative buildings, and 4 new gymnasiums that have been built since takeover. At the time of takeover, there were reported to be 4 new or fairly new schools, 1 new administrative building, 3 new gymnasiums, and 2 new playgrounds.

Kiwetin School, Timiskaming

Nevertheless, according to the ratings, the proportion of "inadequacy" of school building facilities to "adequate" is reported to be much higher now than it was at the time of takeover. Of concern as well, would be the rating for the school playgrounds where over forty percent (40%) are presently reported to be badly in need of renovations and repairs, and over eighty percent (80%) are considered to be totally "inadequate". In addition, forty-five percent (45%) of the gymnasiums are considered to be presently "inadequate" compared with twenty-five percent (25%) at takeover. The educational administrative facilities in most communities were, and have remained "inadequate", since takeover.

Difficulties with school construction norms were expressed by sixty-four percent (64%) of the responding communities. Details provided included the following:

- *"The lack of adequacy to meet the pedagogical needs of the school;*
- *The norms for surface area for each type of room provided are inadequate;*
- *Budget constraints means that we fall short of the norms for public buildings, new norms are overlooked when we need to upgrade;*
- *The development of the population, and the norms for net floor space do not correspond to our realities;*
- *The norms for construction or for expansion do not meet the realities of the communities, or for the needs of the new Reform;*

- *Communities who are isolated cannot even satisfy their needs by using neighbouring facilities;*

- *Norms do not accommodate immersion programs within the same school building;*
- *Every time there is an extension, we must redo all the studies, then renegotiate which is time consuming and exhausting."*

3.7.5 Operation and Maintenance of Educational Facilities

Eighty-five percent (85%) of the communities stated that the funding received for Operation and Maintenance of their education facilities was inadequate. Particular consideration was given to inadequacies for Repairs (82%), Exterior Maintenance (73%), Electricity (54%), number of hours for Janitorial Services (45%), Telecommunications (36%) Service Contracts (36%) and new Technologies (12%). Some of the details provided included:

- *"Sometimes repairs are needed for vandalism during summer months, or unforeseen mechanical or system problems and there is no funding for contingencies in this area";*
- *"We only receive operation and maintenance for two schools when in actuality we are maintaining three buildings, one more as a temporary because of shortage of space";*
- *"The funding is only just adequate because of failure to upgrade our buildings";*
- *"We can only meet the daily maintenance needs with what we receive, the major interior and exterior maintenance and repairs have to come from other budgets";*
- *"If we can find extra funding to construct according to our educational needs, INAC only provides Operation and Maintenance funding for the specific areas that it funded";*
- *"Costs have all increased but the departmental budgets have not";*
- *"We never have enough money to do all the repairs";*
- *"Due to the depreciation of the building, and the deterioration of the school, the funds we receive are insufficient".*

Ninety percent (90%) of the respondents stated that they had insurance for their educational facilities, and all those insured were covered for liability. Lesser numbers had insurance for property and contents. Difficulties in acquiring insurance were cited due to the lack of clarity of ownership of the school; lack of proof of ownership of the building; INAC's policy of replacing a building rather than insuring; insurance was not a budgeted item at takeover due to Federal buildings policy; cost of insurance is too much for our budget; insurance is extremely expensive; difficulty in maintaining inventory of equipment and assets for insurance purposes; INAC does not fund us for insurance.

3.7.6 Transportation Services

Seventy-one percent (71%) of the responding communities provide their own transportation services. Those that do not provide their own transportation services either contract them out locally or through another band service. Of those that do contract

them out, the majority stated that in most cases this was a package deal that was inherited from takeover.

Kahnawake

For students attending provincial schools, about half of the boards provide some transportation services, and the other half does not. The majority of those that have the transportation services from school boards stated that this was always provided since takeover.

INAC is reported to have provided direct funding for the purchase of school buses in sixty-seven percent (67%) of the communities. One third of the communities have never received funding for the purchase of a school bus since takeover. Today INAC does not fund school buses, nor are they considered to be an eligible purchase under the Band Capital Agreements. The department provides some amortisation funds but only for buses it once purchased. The amounts of the amortisation are not identified, and are included with the transportation funding. Presently, to replace school buses, the communities must take out a bank loan; or the Council must redirect other band funds for the purchase; or the community must put aside funds from their regular budget every year to save for a bus.

Three (3) of the communities recounted that the Department has not undertaken a transportation study in their community since takeover. The majority (75%) state that the community transportation budgets are not indexed, and have not been indexed in the last four (4) years.

One hundred percent (100%) of the communities reported that the Department of Indian Affairs has not provided any extra funding to cover additional expenditures related to meeting new standards or changes to the regulations of Transport Québec regarding vehicles and safety equipment, driver certification, and signalization. All of the communities use bus monitors on their school buses, even though they do not receive any extra funding for this.

Kitigan Zibi Paginawatig Pre-school and Headstart Center

3.8 Human Resources

"If progress is going to be made in improving educational opportunity for native children, it is basic that teacher and counsellor training programs be redesigned to meet the needs. The need for native teachers and counsellors is critical and urgent; the need for specially trained non-Indian teachers and counsellors is also very great."
(Indian Control of Indian Education 1972, p.18)

Gesgapegiag

"To operate a good school, many types of jobs must be filled. There should be adequate funding to ensure that Indian Schools are adequately staffed, not only with professionals, but with well-trained paraprofessionals, including recreation assistants and specialist-aides."
(Ibid, p.20)

3.8.1 Community Resources

The proportion of native teaching staff has increased significantly at both the pre-school and elementary levels for most communities since takeover, and has increased to a lesser extent at the high school level. The basic functions for which community members are hired under the education program are primarily teachers, administrators or directors, principals, secretaries and bus monitors. A few less communities also hire librarians, teaching assistants, bus drivers, receptionists, and post-secondary counsellors from community members. An even lesser number are able to hire school counsellors, accounts payable clerks, liaison officers, shadows, cooks and yard supervisors.

3.8.2 Staff Recruitment and Turnover

In about fifty-five percent (55%) of the cases, the communities reported having about the same percentage of staff turnover at the moment, as at the time of takeover. A community mentioned only being able to keep non-native teachers for two or three years. One of

the reasons stated is that for non-native teachers the ability to have a tenured position outside is more attractive. Some go to the communities only to serve their probation, and some teachers are not certifiable under the Ministry of Education.

One community could not keep teachers after the INAC Regional Office decided to unilaterally cut the isolation pay and other bonuses for non-native teachers after takeover. The replacement of teachers continues to be very difficult for the communities. In fact, as pointed out by the surveys, with the present shortage of teachers in the public sector of the province, and lack of salary equity, it will become even more difficult.

The main method used for staff recruitment is the newspaper advertisement, followed by recruitment at universities, and word of mouth. To a much lesser extent some communities use posters, or solicit local school boards. A few use a professional agency or advertise on Radio or TV or use Internet postings. Some use the personal contacts of their own teaching staff. One mentioned using the HRDC offices across the country.

The major obstacles that are cited in most cases in trying to recruit good teachers are “salary” and “isolation”. Other obstacles that are also mentioned are “benefits”, “lack of cultural sensitivity”, “qualifications”; and, to a lesser extent, “remoteness”, “experience”, “language” “lack of adequate housing”, and “lack of a salary scale”. A community added a “lack of security of employment”, and “insecurity due to social problems” as other factors. One community mentioned that there is always an extreme shortage of specialist teachers for maths, science, English, special education, and early childhood. Another mentioned a shortage of language teachers, both for the community’s language and also for second language.

In comparing the staff credentials at the time of takeover and at present, the survey results indicate an obvious increase in the level of credentials, and particularly in the number of staff with a Bachelor of Education or a related university degree. While both “Master’s degree” and “related college diploma” were not cited at the time of takeover, they are now referred to among the current staff credentials in the survey reports.

3.8.3 Staff Training

Seventy-three percent (73%) of the communities participated in a teacher-training program at the time of takeover. The majority of these programs lead to a teaching license for Elementary Schools in an Aboriginal Community. A lot of the

Gesgapegiag Kindergarten

communities were involved with the University of Québec at Chicoutimi for this program, or with McGill University's Native and Northern Program. Only one community reported having a program that lead to general provincial certification for Elementary and Secondary Schools through the University of Québec at Rimouski. An additional community participated in a Bachelor of Education program with the University of New Brunswick from 1976-1981.

Presently, only half of the responding communities reported participating in a current teacher-training program, of which the majority of the programs provide a University Certificate, and only a few are leading to a Bachelor of Education. A few communities mentioned being involved with a University for a Research project, or for a particular training for Language Teachers, or for a Certificate in Technolinguism, or a Certificate in Early Childhood. Some of the institutions presently involved are St. Thomas University, McGill University, Laval University, University of Québec at Chicoutimi and CEGEP St-Félicien.

The majority of the respondents (83%) stated that they did not receive any funding for the training of their administrative staff at the time of takeover. The same communities also cited that they do not presently receive adequate funding to provide in-service training for either the teaching or the administrative staff; however some communities prioritize the training regardless of the funding. In addition, about half of the responding communities mention that they do not have access to the human resources required to provide the in-service training that is needed, or the travel funds necessary to take the staff to a training workshop.

The responding communities confirmed a need for in-service training in the following areas:

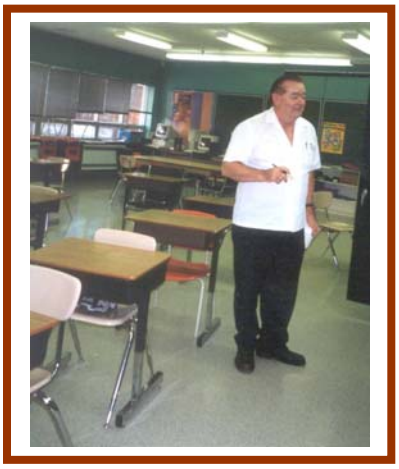
- Implementing the New MEQ Reform (86%);
- Computer Technology (80%);
- Learning Styles (73%);
- Behaviour Management (73%);
- Curriculum Planning (66%);
- Language/Culture (66%);
- Curriculum Adaptation/Development (66%);
- Measurement and Assessment (60%);
- Research and Development (12%);
- Laws about Social Services and Youth Protection (12%).

3.8.4 Salaries and Benefits

Only thirty-six percent (36%) of the communities were offered a global package deal to cover the salary and benefits of the teachers at the time of takeover in their communities. Sixty-four percent (64%) of the responding communities were not

offered the package. For the communities receiving this type of package, the funding was considered to be repetitive under the same funding agreements, and in the case of one community it was renegotiated again under a new type of funding agreement.

At the time of takeover, about sixty-seven percent (67%) of the communities mentioned that they were not able to pay the provincial scale to their teachers; presently, ninety-two percent (92%) of the communities report that they are not able to pay their teachers the equivalent of the provincial salary scale Nevertheless, the same communities report that the INAC funding agreements require them to hire teachers that are equivalently certified, and to teach a comparable program of study.



Kiwetin School

Most First Nations schools have reported more hours of learning, and a much more intensive program of study than is found in the provincial schools. This inevitably results in a much longer workday or work year for teachers in First Nations schools than is normally found in the provincial schools of Québec. Unfortunately, with the level of funding that is granted by INAC, and the necessity of providing enough human resources to cover the equivalent of provincial programs, in addition to the community-based programming, some communities (17%) report that they can only afford to pay their teachers the equivalent of less than 70% of the provincial scale. The other communities are able to meet the scale in varying degrees above this seventy percent (70%).

An example of the necessity of having to pay for more human resources with the same dollar is in the teaching of languages in First Nations communities. In order to meet the requirements of the MEQ for entrance to CEGEP, the Anglophone communities must provide a stringent French Second Language program from K5 to Secondary 5, in addition to teaching their own language, and teaching English as the language of communication. The funding from INAC, based on "national" norms, does not provide funding for the teaching of three languages, even though the funding agreement enforces comparability with "provincial" norms. The francophone First Nations communities also have this difficulty in trying to properly resource the teaching of their own language, and to introduce English at the grade 4 levels, in addition to teaching French as the language of communication.

As well, communities with High Schools must provide an equivalent program of study that includes options for Science and Mathematics that require more human resources than the INAC per capita funding permits.

The Ministry of Education of Québec provided an additional funding package of over four hundred million dollars (400 million) two years ago to supplement a new salary scale for the provincial teachers. Although the communities report approaching the Regional Offices of INAC for funding assistance to try to meet this salary scale, none was provided. Seventy-five percent (75%) of the communities have stated that should the difference in salaries continue because of a lack of increased funding to parallel that provided by the Ministry of Education of Quebec, the communities would have difficulties maintaining their teaching staff, particularly at the high school levels.

Gesgapegiag Mik'maq Class

About two-thirds of the responding communities stated that, at the time of takeover, there were employee benefits available for both the teaching staff and the administrative staff. Presently, almost all of the communities, with one exception, are able to provide an adequate benefits package for both teachers and support staff that includes both a pension plan and a group insurance. The majority of the communities (93%) stated that they have written guidelines that provide for sick and personal days, and other leaves of absence for teachers and support staff, and that this has been put in place since takeover.

3.8.5 Contracts

Gesgapegiag Elementary Class

At the time of takeover, about one-third of the communities were required to honour pre-existing contracts, in particular for teachers or administrators, but also for Operation and Maintenance, and some transportation, professional and code of ethics contracts. Only fifty-four percent (54%) of the communities report having recourse to legal advice for the development and administration of contracts for teachers and professional staff, even though eighty-six percent (86%) of the communities use contracts, and sixty-four percent (64%) use varying types of contracts.

3.9 Organizational Strategies

> *"The need for good schools in Indian communities is becoming more urgent. These schools should have two goals: (a) providing adequate and appropriate educational opportunity, where skills to cope effectively with the challenge of modern life can be acquired, and (b) creating the environment where Indian identity and culture will flourish."*
> *(Indian Control of Indian Education 1972, p.22)*

In this section, the communities have been asked to respond in their own words to several questions regarding how they have successfully developed and managed their community-based educational systems since takeover in spite of coping with issues of legitimacy, resourcing, jurisdiction, programming, and providing accountability to various parties.

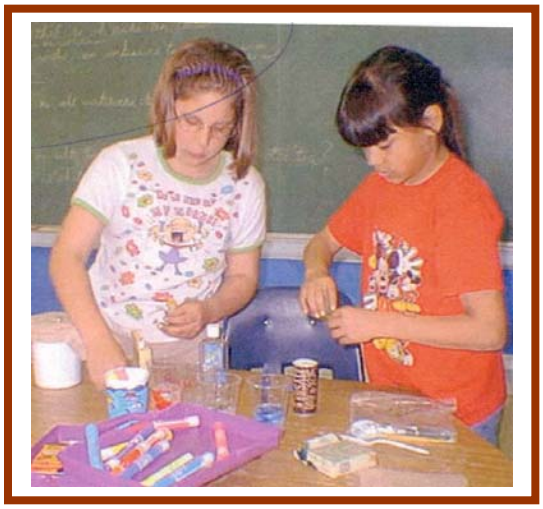
At the beginning of this report, the author commented on the diversity of the demographics and cultural background of First Nations communities, and the ensuing differences in "systems" and "institutions" and the overall development between communities. Therefore, with respect for the distinctiveness of each First Nation, and for the communities within, the comments from each of the respondents are given in answer to each question.

3.9.1 Maintaining Adequacy

The communities were asked in this question to comment on how they have managed to maintain their educational systems, and to keep them relevant to, and adequate for the needs of the community regardless of the difficulties that have been experienced by everyone.

- *"FNEC programs such as Gathering Strengths, cooperative education, language and science technology has helped in maintaining adequate needs for community;*
- *Leadership in the education department, dedication and consistency in our staff and support from Chief and Council;*
- *Strategic planning or result-based management accountability to grow and develop education system;*
- *Ensuring we keep abreast of various developments including provincial jurisdiction, participation in various symposiums, developing linkages with post-secondary institutions, proper financial planning and resource allocation, hiring of committed staff and regular program evaluation;*

- *Political instability has somewhat impacted on school system but minimal damage in part because of staff and their commitment to philosophy and ideals that form the basis of the school;*
- *Policy implemented for post-secondary students, which means student applications are approved at community level and funds disbursed from band office. Tuitions are paid directly to institutions from the education department. Primary and secondary are dealt through provincial schools;*
- *Using financial incentives to keep kids in school (student allowances);*
- *A local Community Education Council and a Parents Teachers Committee were set up to improve communication with parents and include them in decision making process for the school. Native studies program and immersion curriculum development were implemented to prepare students to outside academic world and policies are in place and being revised regularly.*



Kahnawake Schools

- *Good interaction with students and strict administrative policies;*
- *Develop; evaluate program in order to improve it; include cultural aspect;*
- *Believe in the system we put in place, and in the people involved;*
- *Maintain efforts of people in charge, Council and FNEC;*
- *Continued professional development of resources, based on clients needs;*
- *Working Committee to do feasibility study, establish take over procedures;*
- *Annual budgetary planning with monthly revisions and support from other sectors (Health, Council, etc…)*
- *Personnel policies in place at the time of take over, evaluation and supervision of staff with annual contracts;*
- *Good will and pride of community to build a good future for youth. Complete and continued training for teachers to get parents' trust."*

3.9.2 Provision of Cultural Appropriateness

In this question, the communities were asked to comment on how, since having local control, they have been able to make the program of study, and the environment of their school(s) culturally appropriate regardless of the constraints of resourcing or the imposition of provincial norms.

- *"Culturally appropriate Summer remedial program;*

- *Community involvement and special funding from FNEC and Cultural Education (cooperative education, gathering strengths, science & technology and special education);*
- *With no DIA allocated funding, education system has maintained curriculum development center for language immersion, second languages and cultural programs of studies;*
- *Achieved by hiring key staff who care, are respectful and are well balanced, through assistance and support of Elders and by reminding ourselves of our purpose and that we have a responsibility to our Creator;*
- *Chosen staff is open, receptive, respectful, knowledgeable of native culture, language and people;*
- *Last year, small steps have been made to bring cultural awareness in provincial schools. Bring in Native story tellers, artists, drumming groups, activities that are experienced both by Native and non-Native children. We also have native arts and crafts during lunch hours for our band members;*

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- *Our students attend provincial school and are adapting well in this system;*
- *Local Elders are invited once a week to teach about story telling or particular crafts. Many traditional activities are included in science classes and parents are solicited to teach interested students about beadwork, traditional medicines, story telling, songs, arts and crafts. For special events, students would go to different houses to learn how to cook traditional foods.*
- *Being off-reserve, it's difficult to integrate cultural aspect but we learn from our Elders and other Bands from our Nation;*
- *Promoting Native activities and having culturally-sensitive teachers that integrate culture in their course and special events;*
- *Language course program recognized by MEQ;*
- *Prioritize culture in the curriculum (language, history, human science, immersion, cultural outings);*
- *Consultation with community to integrate what they want in the education program in terms of culture;*
- *We are still trying to bring back our culture to our community, and we do not yet have a school;*

- *Financing of the elaboration of bilingual program, community resources being used to teach traditional arts, language educator, conception, production and improvement of educational books in Native language;*
- *Flexible schedule that includes Native culture and language classes. Also "open house" for community to attend exhibits and special events."*

3.9.3 Parental Participation

The communities were asked to comment on what strategies, since takeover, they have used to try to ensure that they have parental participation in their school(s) and/or educational systems.

- *"Difficult to get interest from them but try to involve community at large in every part of the program, issues and decisions and at board level;*
- *Parents involved through committees and the board. Open-door policy and consultation with parents on most decisions. Inclusion of community in all school events;*
- *Combined Schools Committee, governing board of the system with representation from each of the community schools maintains traditional concept of parental right. Rights and responsibilities of the parents for the education of the children are recognized by Council through band resolution and confirmed by parents through General Assembly of Parents;*
- *Parent Committees have not worked because of perceived duplication of roles with Education Council. The following has worked: community meetings, education conference, surveys, radio phone-in show, newsletters, flyers, operational plan distribution, Parent Circles, Open House, Report card night with supper, special program celebrations, concerts, public speaking events, open door approach;*
- *Parents are required to meet with teachers before report cards are handed out. Have cultural days, open door policy and ask parents to volunteer;*
- *Encourage parents to participate and have hired a native resource worker for children with needs. That person is also the link between school and community, parents and teachers;*
- *Parents are welcomed to visit school or sit in child's classes, participate in school activities and child's birthday, fund-raising activities, reading club and more. It's always the same parents that get involved; most have children that behave in classes. We expect that strict rules be respected in school.*

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- *General assemblies on a monthly or annual basis and written reports to members;*
- *Home visits, parents-teachers activities, liaison officer available, communiqués, personalized evaluation of child with individual visits;*
- *School Committee or Parents Committee with clear roles and responsibilities, action plan, education plan, conferences…*
- *Adoption of school year calendar by parents;*
- *Great difficulties with parents' participation but intense cooperation for report cards, Christmas celebrations, back to school activities and end of year celebrations. Parents are asked to participate in the organization of after-school activities;*

- *In general, they participate in events organizations, except for school or parents committees."*

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3.9.4 Monitoring and Accountability

The communities were asked to offer any ideas on the nature of the monitoring afforded since takeover for their educational system, and the methods used to provide accountability for the education program to the community.

- *"Interim and final reports for all education programs in our community and have program managers writing proposals;*
- *Statistical analysis in all aspects of operations (academic achievement, behavioural trends, attendance rates…);*
- *Annual evaluation of staff, activities, services and projects through results-based management and clinical supervision. Financial and activity reports are presented at annual general assembly of parents, to the Council and published for wide distribution to community;*
- *Monitoring through systematic review of program taking place on a cyclical basis and Accountability through annual operational plan, distribution of audit, review distribution, direct contact with all stakeholders;*
- *Through report cards, annual reports to community, open house and parents handbooks;*
- *Open door to allow for expression of concerns and suggestions for improvements. Policy guidelines are available to the community and information is sent door to door to all community members. Constant*

communication with Band Council and community through participation of all department representatives at band meetings;

- *At time of take-over, monthly news was provided to community and annual audited reports are provided to membership. Principal will look for resource person for assistance if many teachers raise the same problem. University courses have been provided on reserve to teachers and by day, they were supervised by professor in class to ensure that what was learned was well taught.*
- *General meetings and annual assembly of the education council;*
- *Two annual meetings. One for the establishment of objectives and budget planning for the year; another one for Council on financial statements.*
- *Annual report to population outlining success rates and statistics;*
- *Information available through the Council;*
- *Evaluation of the education system, consultation and follow up.*
- *Written report to members and oral presentation in general assembly;*
- *Report at general assembly, then copied in local newspaper, general evaluation of the education system with recommendation/follow up;*
- *We adopt school calendar of the city's schools for the benefit of parents with kids in different schools, but we adapt it to our culture. Parent/student meetings are held at beginning of year and annual report is given at general assembly. Stay in contact using communiqués and newsletters."*

3.9.5 Conflict Resolution

The communities were asked to provide examples of some strategies they have used since having local control to try to solve difficulties or misunderstandings with the education program.

- *"Communication and dialogue are common strategies to resolve conflicts, and Band Council meetings;*
- *Open and honest communication with access to resource people and well organized problem solving sessions;*
- *Grievance procedure within personnel policy and trained personnel in effective conflict resolution. Also clearly defined process in Education Responsibility Act and Community Combined School Constitution;*
- *Assertive policy implementation. Based on available information at the time, direct intervention through a process of seeking the best solution and sitting with all concerned to attempt to work out an approach;*
- *Organizational manual, teachers handbooks and negotiating collective agreement (local union);*
- *Post secondary policy design to protect education department and student and includes an appeal mechanism to allow student a chance to confront a decision;*

- *Started comparing French and English curriculum, adapted them to ours and made sure students had what they needed if they wished to attend college/university. Also have an organizational chart for teacher or staff member to inform them of the ranks if dissatisfied with something.*
- *Tips and recommendations from MEQ or School boards, services of a consultant, community input and revision of planning;*
- *Revision of "lifestyle code" for each school and personnel policies for teachers, which includes a conflict resolution section;*
- *Regular meetings with the Band Council, rigid follow up with students and consultation with different school committees;*
- *Prevention, pro-action, being available for employees and listening to what they have to say. When major difficulties, problem is taken out of program;*
- *In one particular situation, Justice had to get involved because of major fraud case;*
- *Personnel have an intervention plan dealing with management and staff. Parents may require a mediator but it's settled the same as with personnel;*
- *Teachers and specialist usually look for solutions when there is a conflict. Our biggest problem is with insufficient funding, lack of space for library, computer room and dinning area. But great team and great ideas."*

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3.9.6 Applying Sanctions

The respondents were asked to comment on the ways that they have found to successfully apply sanctions within their local educational system either to students who do not respect the rules, or to staff that do not follow policies and directives, or to teachers that are ineffective or inefficient.

- *"Too much political interference at this time;*
- *Consistency in the application of established policies, for the most part respected and adhered to;*
- *Clearly defined process in Education Responsibility Act & Community Combined School Constitution, Code of Respect (Discipline) in terms of detentions, suspensions and expulsions and personnel policy for staff;*
- *Policies adopted by Education Council are applied. There is an appeal mechanism for all parties who feel wronged;*
- *Made policies and made parents and children aware of them, obtain band support for personnel decisions, parents support for disciplinary policies, developed alternative program and make sure to apply policies consistently;*

- *With local control, students are urged to comply with policy. Failure to do so could result in penalties. Policy also allows for repayment clause for overpayments or misused funds;*
- *Weekly reports sent to parents after three warning to student and if no improvement, suspension could occur and could go to the extent of being excluded from activities or field trips. Disciplinary measures are also taken for teachers and staff, which could lead to the termination of their employment. There is also an appeal mechanism by the Band Council if it is deemed necessary.*
- *In some cases, a student will be deprived from the program until he rectifies the situation. With fraud, the complaints are brought and appropriate procedures follow;*
- *Special program with mandatory participation of parents. Sanctions are individually compiled for each students, kept at one central location;*
- *Students may see their allowances cut or held back until the behaviour is corrected. It may be required for the student to step out of the program for a period of time or the student must continue at his own cost to show good will;*
- *Students have a "lifestyle code" to respect. There is an intervention plan, cooperation committee, and corrective procedures to follow. For the personnel, there is continued supervision and negative evaluation leads to professional development plan. An Employee assistance program is also available.*
- *Warnings, meetings, suspensions, follow up with parents, assistance from Education Director and Council;*
- *In extreme cases, a teacher could see the employment contract terminated and a student could be removed from program;*
- *Code of ethics and rules given to students with a system of "demerit points". Personnel policies for staff and Management in charge of sanctions and conflict resolutions."*

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3.9.7 Maintaining a "Nested" Enterprise

The communities were asked to comment on what strategies their educational programs use to maintain an independent educational system within a larger Band Council administration, and the exigencies of the bureau of Indian Affairs.

- *"School Board responsible for education program but Indian Affairs still has some control;*
- *Implementation of a well-structured board recognized by Council. Through timely reporting, conscientious budget preparation and follow-up, have been able to remain relatively independent from DIAND;*
- *Council resolution and General Consensus of Parents through Annual General Assembly;*
- *Educational programs under the responsibility of an elected Education Council. Band Council maintains veto power over all issues. Once annual budget adopted by Band Council, Education Council is responsible for delivery of services according to policies;*
- *Established education directorate, obtained band support and established educational policies;*
- *Always compare Quebec and Ontario's curriculum to stay on track, concentrate on discipline, make daily class rounds, revise policy handbook, developed our own language program, own post-secondary policies for students attending provincial schools, develop our personnel, organizational flow chart, parent committee and student council for community involvement.*
- *Need a qualified team with objectives to be followed and respected;*
- *While having an independent program, must respect MEQ requirements to facilitate the students' integration in MEQ system;*
- *Council is responsible for education, therefore not independent;*
- *Hired one qualified person exclusively responsible for Education;*
- *Support program policy to preserve credibility following fraud case;*
- *Strict policies, capacity and credibility of management, succeed in keeping level of funding without having other sectors appropriate our funds, keeping education out of Band Council building;*
- *Complete and continued training for teachers. Recognized teaching program by MEQ with exams. Specific training according to needs of staff."*

Wejgwapniag School

3.9.8 Maintaining Jurisdiction Within a Public Education System

The respondents were asked to comment on how, since achieving local control, their community has been able to exert jurisdiction over its education program while still

interacting within the larger public education system of the province of Québec; and, to also describe the "inputs" and "outputs" of their educational systems.

- *"Must follow MEQ guidelines as recommended by DIA;*
- *Constant monitoring and communication to keep close eye on progress of students and programs followed in provincial schools;*
- *Administration and Staff participation in MEQ committees, workshops & conferences and adapt and acculturate MEQ programs of studies to community and nation realities. Also consult with surrounding school boards with two-way communication;*
- *Regular program analysis and review of all sectors allows for stable monitoring of the inputs and outputs. Our jurisdiction is asserted in as many areas as possible, with resources available;*
- *Most interactions are with the neighbouring province;*
- *There is no interaction with Quebec's education system because we adopted Ontario's curriculum. Some teachers are enrolled in McGill teachers' training program. Are also involved with FNEC as a participating community and have our post-secondary coordinator sitting on a committee with a college.*
- *Communicate with other teaching institution concerning the needs of students;*
- *Follow MEQ program. Employees are trained in accordance with MEQ requirements;*
- *By following agreement with the province which determines our authorities;*
- *Establishment of a bilingual (French and Atikamekw) program to the end of high school. Students leave only to go to college. Sometimes, adjustment is difficult where French is required to obtain DES;*
- *Stay informed of changes in the education system, forums, meetings and MEQ regulations. Students are provided with a qualified program that meets other school boards standards, with same teaching material. They have the same tests as in Provincial schools."*

3.9.9 Provision of "Rules"

The communities were asked to comment on how, using local control, they have been able to successfully provide "rules" that allocate resources, limit or permit access, make policies, provide sanctions, etc.

- *"Contracts for employees are successful because they provide for clear responsibilities for each employee;*

- *Review of education policies by consultants, board members, parents and community as a whole, along with consultation of policies from other communities. Education being a priority in community, participation and respect of policies can be relatively accomplished;*
- *The school system has developed a unique Education Responsibility Act, a Governance Constitution, a Personnel Policy, Professional Development for Staff, strategic planning process for review, revisions and rebuilding of the schools and the system that are unique models of "Indian Control". Fast pace of community has been difficult on management, and scepticism from pockets of the community forces us to show that we are competent and capable of developing & delivering quality education comparable to public or private education;*
- *Status quo is never sufficient, there must be a constant challenge to adopt, enrich, develop approaches which are significant and meaningful;*
- *Obtaining band support through order in council for educational proprietorship over educational dollars and obtaining ratification of educational policies;*
- *Post-secondary policies works but there is room for change. Until such changes, students must abide by present policy;*
- *Policy student handbook, also shared with parents who can meet teachers and share their concerns. Also policy for students to have access to certain things at school. If not returned in same state as when borrowed, student will have to pay for repair or replacement in full before having access to more items. However, it's been difficult to define the role of the Community Education Council.*
- *Consultant was hired to elaborate policies and to train team;*
- *Policies developed by Council through external consultant. Applying policies can be difficult with the change in Council;*
- *Policies adopted by Council. Rules and procedures adopted by Directors;*
- Annual review of policies;
- Administrative policies put in place by Council;
- Teamwork based on motivation and self esteem. *Policies are same for everyone within Council and allows for political support and guidance;*
- *Behaviour problems are monitored closely and a follow up is done daily along with an intervention plan. The agenda is a great tool to stay in touch with parents."*

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Kateri School. Kahnawake

3.9.10 Accessing Sufficient Resources to Maintain Goals

The respondents were asked to share any strategies used since takeover that allow the education system to access the necessary resourcing to meet its goals and objectives.

- *"Constant efforts and lobbying of FNEC has been paramount. Through detailed justification and political support from Council, we have been able to access necessary funding. However, still short in certain areas (band school, tuition, transportation and O & M);*
- *Making the most of grants and project funding, being very creative in budget management and allocating resources effectively to accomplish goals and objectives;*
- *Aggressive budget negotiations based on 5 year planning, being informed in regards to resourcing, securing and seeking funding from sources other than INAC;*
- *Ensuring all reporting requirements are met and having balanced books to allow for continuing funding and enter into partnerships with other directorates to access funding under different programs;*
- *Ask other schools (native or non-native) for good references and resources. Get community input and meet with the Elders at beginning of school year.*
- *Constant communication with program administrators of INAC;*
- *Respect for the Education policies put in place;*
- *By having a mission, vision, beliefs, objectives, values and action plan established by the Team. Have shared cost with partners for certain projects and are now looking at sharing human resources;*
- *By determining objectives and mission, allows to budget and plan for human resources required to meet the needs;*
- *Inform the population and involve parents;*
- *With surplus, constructed and improved school. Also increased budget for professional sector by associating with other sectors;*
- *With special education program, we got necessary funding to reach goals and objectives of education system."*

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3.10 Results and Achievements

> *"We want the behaviour of our children to be shaped by those values which are most esteemed in our culture. When our children come to school they have already developed certain attitudes and habits that are based on experiences in the family. School programs, which are influenced by these values, respect cultural priority and are an extension of the education which parents give children from their first years. These early lessons emphasize attitudes of self-reliance, respect for personal freedom, generosity, respect for nature, wisdom. All of these have a special place in the Indian way of life. While these values can be understood and interpreted in different ways by different cultures, it is important that Indian children have a chance to develop a value system which is compatible with Indian culture."*
> *(Indian Control of Indian Education 1972, p.2)*

For this section of the survey, the communities were asked to talk about the results and achievements they have enjoyed since the takeover of education in their own communities. As in the previous section, a listing of their comments is provided under each topic.

3.10.1 Takeover of Education

The communities were asked to explain in their own words what the takeover of education has meant for their community.

- *"Regain control over the direction of education for our children, and now feel responsible for future of the community by having input in all areas of education. With that comes pride;*
- *Complete autonomy to do what was not fully possible under Federal control and personnel & stakeholders confidence in the ability of operating and maintaining a quality education system;*
- *Regain dignity with collective will and vision, influence in meaningful manner the future of the youth of our community, means community members can become teachers, important role of education in the survival of language, culture & world wide view, economic spin-offs meaningful to community stability, reassertion of our right and responsibility to present and future generations;*

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- *Increase sense of ownership of students, which translates to pride. Also, knowledge of culture and language increases students confidence and prepares them to take on challenges of adult life;*
- *Education dollars are being more controlled because of a closer eye on the student. Close relationship between education officer and student, which means problems are quickly rectified. Translates into a higher graduation rate;*
- *Teachers have better understanding of culture; children learn about their history and have a greater sense of pride. As a result, more adults are returning to school to have a better opportunity of success.*
- *Contributed to make education accessible, facilitated every aspect of it;*
- *Financially responsible of our own educational system;*
- *Continue to develop our own system and enabling more people to succeed, develop a feeling of belonging and pride;*

- *Would mean to be able to choose schools (recognized or not by MEQ) and adjust student allowances without having to report to INAC. Also not having to provide nominal role every year;*
- *More freedom and latitude to develop our own programs;*
- *Building the capacities of the Nation, and administrate education programs;*
- *Ability to have own policies, choose teaching language, decide school year calendar, teaching subjects and schedules;*
- *Wanting and being able to manage our own system, including special needs."*

3.10.2 Progress of Community Educational Programs to Date

The respondents were asked to provide a summary of the progress they have seen in the educational program of the community to date.

- *"Reestablishment of education as a priority and recognition by Council. Has increased parental support and in turn, students are more aware, at a younger age, of the importance and implication of good solid education;*
- *Tremendous progress has been made because have gone from absolutely no control over education of members to a level of control that allows for creativity and local development;*
- *Greater structure, accountability and assessment. Progress through a strong culture and solid language program;*
- *Adult education, more resources, books, teacher's assistants, professionals. Other community services involvement in school and eventual day care. More adults are enrolling in college and students go to higher degrees of studies.*
- *Elaboration of program, educational project following community consultation, integration of culture within program and standardization of the language.*
- *Increase of the youth interest to pursue their studies has forced us into finding programs that meet their needs;*
- *System has improved and we are now offering bilingual program;*
- *Prepared for the reform by training teachers, getting computerized equipment and necessary material.*
- *Evaluate the programs constantly and analyze problem areas in order to improve. The need for professional teaching program is increasing more and more;*
- *Started with elementary and are now offering high*

Gesgapegiag School

school education;

- *Started with elementary school and now administrate programs and services of post-secondary education."*

3.10.3 Accomplishments of Community Schools

The communities were asked to list some of the accomplishments that their schools have achieved over the last few years.

- *"Reintegration of native language and creation of native social study program;*
- *Increase of graduates, native teaching staff, special education program delivery, involvement of elders, environmental awards, educational activities within traditional territory, language immersion, full implementation of IT services;*
- *Expansion of extra-curricular programs, experienced with different forms of enrichment, and has given students the opportunity to share their culture while learning about others. Stability has been greatest accomplishment, providing safe and secure learning environment for every student;*
- *Hosted annual pow-wow, women's international day, Olympics and held conference on traditional territory. Increase language curriculum and cultural awareness.*
- *Special education program, work/study program and the increasing number of graduates;*
- *Increase of 15% of graduates at elementary level, all kids graduating have learned to read, more parents at general assembly, program developed to meet special needs, work/study program, organizing of exhibits and competition, implication in sports and after school activities;*
- *Elaboration of program, cultural action plan, standardization of Native language, vision for the future, non-violence program, basketball team, construction of Long House;*
- *Increased popularity of professional teaching program, support staff for special education allows to evaluate and correct problems related to mental health or social behaviour. Many community members part of education staff;*
- *Take over of elementary school, qualifications of native teachers, improved results in terms of graduation and increased parent involvement. Results from MEQ tests can prove this."*

Gesgapegiag School Pow Wow

3.10.4 Student Achievements

The respondents were asked to list some notable student achievements.

- *"Now have 20 post-secondary students in University or College;*
- *Significant decrease in dropout rate and behavioural misdemeanours and increase in honour role. Rate of reading has improved (case study);*
- *Participation and winners of various science awards, development of yearbook, student stage band, high academic achievement, participation in various invited celebrations at Federal Government level;*

Kitigan Zibi Graduating Class

- *Formed a student Council, peacekeepers and many different sport teams. They have constructed many cultural crafts, help run a school newspaper and put on theatrical performances;*
- *We feel that no matter what, all our students are achievers and we express encouragement and praise for any accomplishment on a daily basis. Leads to greater self esteem;*
- *Successful students in all areas of studies and now working for the community or other organizations.*
- *Many post-secondary graduates from our programs;*
- *Scholarship for basketball, 100% of graduates have found jobs, Achievement and effort certificates, some students have completed their high school program in 4 years instead of 5, collegial football;*
- *Lawyers, doctors, health center director, social worker, secretary, administrator, etc;*

- *Student committee elected every year, winners at regional contests, project presentations, students develop autonomy and responsibility for their success;*
- *Self-confidence and pride of students with bilingual program. Discover culture, language and identity. Need more support at home;*
- *Fund raising activities for end of year activities, student committee, graduation, arts exhibit from students;*
- *Considerable progress with number of graduates;*
- *Improvement of French language (second language for most kids) and participation in community and regional contests."*

3.10.5 Staff Achievements

The respondents were asked to list some of the achievements made by their school and support staff.

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- *"Commitment: average of 90% of staff returns each year, although they are not paid provincial standards. Respect for all by all;*
- *On-going academic achievement by staff, designation as a model educational system by various public medias, successful participation in various training sessions and public recognition of educational work accomplished;*
- *School and support staff have organized many trips and started many school clubs. They have established incentive programs and work as a team to develop fair but firm classroom management procedure;*
- *Local teachers are receiving their teacher's certificate and three others a bachelor's degree in Education. Teachers also put all their efforts together to prepare a successful conference and one made a presentation to FNEC.*
- *Increased perseverance, respect, courage and ability to listen to students. Establishment of program I.S.P., art expositions, participation of students in regional activities, welding-mechanics-carpentry program;*
- *Team work and collaboration have facilitated interventions with kids with difficulty;*
- *Mobilization and implication of staff in school projects: lifestyle code, educational projects, intervention protocol for drug and alcohol use, outings, training;*
- *Meeting students to stimulate interest in their future and writing articles in local newspaper;*

- *Encourage and motivate our youth by having available teachers that enjoy their work and promoting cultural projects.*
- *More than 50% of staff is from the community;*
- *Continued training of teachers and professionals (university degrees for managers and teachers).”*

3.10.6 Future Plans

The communities were asked to describe their vision for, and future plans concerning their educational system.

- *“Aim to provide our children with the best education system with land-based facilities that would meet the present and future needs of our people. Ensure adequate financial resources and good operations. Meet and exceed provincial standards while putting priority on development of culturally appropriate curriculum. Improve communication with community, other programs and services and outside agencies as they may have impact on education. Practice good planning by conducting assessments, research and evaluating staff and selves;*

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- *In short term, have Band Council sanction our Board of Education, which will become a decisional board;*
- *To be truly reflective of our culture, have education system recognized in and by other educational jurisdictions, clearly defined framework which is more accountable to community, partner with other First Nations for development of post-secondary institute, research and write own resource material, increase involvement of Elders and other individuals to assist in learning about past and culture, develop and implement fair remuneration scale for staff, be resourced and provide educational services to community members who reside off-reserve, strengthen education governance through increased training of administrators, develop a seamless program delivery from early childhood to adulthood, develop educational agreements with other jurisdictions which are respectful of our vision, etc;*
- *School where you have the best teachers who can be role models for our students, where safety remains top priority and the community takes active role within the system. Building bridges with our neighbours while*

preserving distinctions of our own community and promote native language and culture while not sacrificing other academic areas;

- *Focus on the approval and construction of our own elementary school within the community;*
- *Continue to provide a bi-cultural education that meets the needs of the students. Having an educational system that continually evolves with the cooperation of other organizations. One goal is to have a long-term educational plan that will address the issues of jurisdiction, programming, certification, training required, structure and other areas of concern such as teacher training and capacity building in the community. We also need to set up a library.*
- *Ready for the challenge of getting back own community, and having our own school;*
- *Take over of education system;*
- *Aim for excellence, have new image, transmit our own values, have students that are comfortable with their identity, solid academic base, implementation of cultural program, new trends (children psychology);*
- *Give the ability for youth to defend their rights, influence the future, occupy a significant place, be proud and have a structure that reflects community values (respect, sharing and cooperation);*
- *Education system that is compatible with MEQ. Need jurisdiction over program, certification, training and structure;*
- *Need to support our youth and future generations in their education, self-esteem, promote Native identity, teach them their culture and traditions and bring them back to their roots;*
- *Gradual implementation of the reform, the immersion language and cultural program, teach the real history of Canada and the community, increased knowledge of the Indian Act."*

Class Wejgwapniag School

3.10.7 Additional Comments

The respondents were given the opportunity to provide any additional comments or reflections. These are their comments.

- *"Story of educational takeover was and continues to be a complex one because of the multitude of issues we faced;*
- *We are always looking for ways to improve. Our school produces strong, confident students who are given the tools they need to take on the world. They are playing an important role in the survival of their language and culture. We are proud of our students and operate on the premise that we are one family. We always make our decisions based on the best interest of the student and look for the strengths in each while finding ways to help them overcome any weaknesses. We say the students take ownership in their school, but in a way, the staff took some ownership in them. They are what everything revolves around;*
- *I strongly feel that for each community that has taken over their own education it was not such a good decision. I am sure they will find it difficult, and as far as the funding goes, it will surely be cut at some point. Would like to hear how these communities are doing so far…*
- *The educational personnel have the responsibility to disseminate the knowledge they have acquired through training, upgrading and culturally relevant workshops. Thereby, gaining the population's trust in providing them with past and current information on the community's aspirations to fulfilling the "Take Over of Education" and its original visions.*
- *Over the past years, the budget of the school has been sliced more and more until we are left with subjects such as math, English, science, computers, social studies, our language, careers co-op, art, physical education, geography, and some of the subjects that were cut from program of studies are as follows: music and arts, home economics. If we are to succeed these programs need to be in place for our children to expand their raw talents while ensuring their academic achievement too.*
- *In order to move ahead within society, we are faced with constant struggles that INAC imposes upon us. By building self-esteem to retaliate to these stumbling blocks, it will be years before we reach our initial goals and visions.*
- *Need to be autonomous to take over our education system. Currently have to respond to INAC requirements because they provide funds;*
- *First Nations history will allow for a better education system in all areas; Special education was aimed at behaviour, learning and language problems. The program and tools put in place have given great results."*

SECTION FOUR: SUMMARY AND CONCLUSIONS

> "*Since December of last year, the Department has been studying and analysing the policy changes necessary to bring the Department's education programme into line with the National Indian Brotherhood submission. This analysis is now complete and the Minister, in his opening statement to the committee stated, 'I have given the National Indian Brotherhood my assurance that I and my Department are fully committed to realizing the educational goals for the Indian people which are set forth in the Brotherhood's proposal.'"*
> *(The Indian News, Vol.16. No.3, July 1973)*

Indian Control of Indian Education is a specific philosophy and approach that the First Nations communities of Québec have tried to implement throughout the course of the development of their community-based education programs. Unfortunately, First Nations have failed so far to implement the purest application of this philosophy because of the constraints that have been imposed on the communities. The Study of the Takeover of Education demonstrates this with the following findings:

Since the takeover of Education, the First Nations of Québec have made a difference in the quality of education for all aspects of the educational programming made available to their communities. The levels of schooling in the communities, and the graduation rates in general have also increased proportionately with the extent of the takeover.

The numbers of elementary and secondary schools, students, community teachers, and the types of available programming have increased enormously since takeover.

The First Nations wish to continue to adapt their education programs to better suit the expectations of their communities, and more importantly to meet the needs of their students, but are often prevented by the imposed requirements to additionally provide provincially-comparable curriculums.

The consequence of this forced preoccupation with meeting the standards of another regime is seen when the focus of many communities is in applying provincial reform and technologies, more than on culture and language.

Curriculum development is not always made a priority largely for financial reasons, but also due in part to the preoccupation with the provincial curriculum.

There is a confirmed lack of financial and adequate professional resources, staff, space and access to training and development assistance.

The development of the education programs within the communities varies among First Nations, with some communities able to exert almost complete control of their jurisdiction effectively, and others having administrative control of their programs, often according to adapted departmental criteria.

The capacity of First Nations to manage a school is an issue that requires careful planning and support to provide more appropriate capacity building, and the sharing of resources and expertise among communities.

Quality First Nations education provided to First Nations children has not been defined collectively by the First Nations of Québec.

There are not any jointly defined standards for First Nations Elementary and Secondary Schools. The establishment of standards of First Nations education is an important step towards seeking adequate resourcing.

Not all of the First Nations children of Québec have an Indian education; some First Nations have a locally controlled adapted provincial program, however, this represents the wishes of these communities.

All of the First Nations community-based programs have to cope with providing exit profiles for their students that meet the requirements of another jurisdiction in addition to providing community-based programs and life-skills.

The addition of First Nations Post-secondary institution would assist in the design and delivery of culturally appropriate teacher training programs and related professional development, without having to pay enormous costs for adaptation, delivery and administration to non-native postsecondary institutions.

Since First Nations define education as a holistic life-long process, the unilateral changes to funding for post-school programs, such as literacy, adult education and vocational programs, have caused undue hardships to most communities that must also provide professional programs as alternatives for their high school students. Some communities must scramble to find unconventional solutions to provide adult education programs comparative to the province.

The imposed requirements of the funding agreements to hire provincially qualified teachers, and to provide comparable programs with the province, without the accompanying levels of resourcing to meet the provincial salary scale for teachers, and to provide the extra programming to meet Ministry guidelines for graduation,

has deliberately set up the First Nations communities for failure. Furthermore, it represents a direct interference in First Nations jurisdiction, imposed hardship for many communities and a biased assumption regarding the quality of First Nations education.

The Federal Government has failed in its fiduciary responsibilities to properly fund First Nations education. The First Nations communities have experienced tremendous population growth and community development in the last twenty years, and particularly in their education programs. The federal government has not reviewed the method of educational funding in the last twenty years or more to determine if the federal education budgets are adequate to meet the educational needs of First Nations communities. Any increases are limited to fluctuations in volume or costs of provincial tuition fees.

Funding for First Nations education is not based on a clear policy, but is a subjective accumulation of "we fund this", "we don't fund that" statements such as "we fund schools", but, "we don't fund school buses".

Funding for First Nations education does not include the necessary dollars to pay for the exercise, implementation and enforcement of First Nations jurisdiction in education.

The First Nations communities have not been provided with a rightful voice and the venue to speak on behalf of their own jurisdictions in education. Instead, the Quebec Regional Department of Indian Affairs still speaks officially on behalf of First Nations, and makes unilateral decisions without consultation or the active involvement of the communities.

In 1973, the federal government wholly supported and adopted the policy statements of *Indian Control of Indian Education*, yet today in 2002, still continues to address with only paternalistic tokenism, issues of legislation, appropriate resourcing and jurisdiction of First Nations education.

The 1972 policy statement of *Indian Control of Indian Education* set the foundation for First Nations communities to reclaim their inherent right to educate their own communities. The last three decades since that declaration have seen many positive steps and remarkable initiatives taken by the First Nations communities of Québec towards the establishment of community-driven, and community-based First Nations education programs.

The development of a culturally based educational system in each community continues to progress in spite of the Department of Indian Affairs, who has provided only token gestures of participative administration towards true *Indian Control of*

Indian Education. And in spite of the Federal Government of Canada, whose Ministers have repeatedly failed to afford the appropriate legislation to ensure that First Nations achieve full jurisdiction over their educational systems, and the adequate resourcing needed to provide the full spectrum of educational services to First Nations communities.

A modern education system cannot be administered on the basis of sections 4 (3) and 114 to 123 of the present Indian Act, which are ambiguous and limit the application of existing First Nations educational by-laws. Instead of providing legislation that will afford a judicious basis for local control of First Nations education programs, as envisioned in the 1972 policy of Indian Control, the government of Canada has continued its objective of integration by enforcing, through the funding agreements, the requirement to provide an education comparatively-based to the provincial standards of education. This imposition has left First Nations communities and schools without the ability to evaluate and plan in terms of their own vision of their children's education. First Nations must be allowed to define "education" for themselves.

First Nations communities have been forced to cope with many difficulties resulting from not only a lack of adequate and appropriate levels of resourcing, but also from the lack of educational policy for the resourcing provided by the Federal government. Lack of policy has left the communities constantly faced with trying to negotiate with public servants who have at best minimal or negligent backgrounds in education, or to provide justifications to an administrator whose pedagogical training and expertise did not include First Nations interests and values, or to be at the mercy of unilateral and often whimsical changes to funding criteria or program cancellations.

Minimal or negligent resourcing of management and authority structures further compounds the lack of appropriate resourcing for the educational programs. What's more, the lack of resourcing of support services such as those found in local school boards, and imposed decisions, such as making the purchase of school buses ineligible under capital expenditures, causes communities to take unnecessary economic risks in trying to finance these expenditures by other means.

The decisions regarding the resourcing of First Nations education are made without input from, or consideration of, the realities of the education programs in First Nations communities. They continue to be made by departmental functionaries for expediency, without a commitment to quality education, and without basis on any framework or national policy. The federal government's main concern has been in ensuring that there is a fair and equitable distribution of funds between regions through its funding formulas, and not in the quality of education, or if the funding is

adequate to achieve its objectives. Annual increases, if any, are the result of volume, and not of verbalized needs.

All of the education systems that have touched First Nations since first contact have continually been irrelevant to First Nations in every imaginable way. The First Nations communities of Québec have taken remarkable steps and shown tremendous ingenuity since takeover towards achieving *Indian Control of Indian Education*, and the establishment of the concept of a truly First Nations school. However for this to continue to be fully achieved, the communities will require an educational support structure to ensure that they can receive pedagogical support and professional services that are culturally appropriate and relevant to their educational systems, and to provide collaboration for research, innovation and development.

Some of the difficulties that First Nations have addressed regarding the training of human resources, the legitimacy of certification, research support and the problems encountered by post-secondary students can be addressed through the development and appropriate resourcing of a fully First Nations post-secondary institution in Québec. The actual vision and design of that institution would be developed by First Nations.

It is the fitting time as we move ahead into the new century for the Department of Indian Affairs to remove itself from education, and to transfer control to First Nations in the manner and method to be decided by First Nations. The 1988 Declaration of the Assembly of First Nations, the Report of the *Royal Commission on Aboriginal P*eoples, and the *United Nations Declaration of the Rights of Indigenous Peoples* all support the full jurisdiction of First Nations over their own educational systems. The federal government must commit its support to this through the provision of legislation for the removal of First Nations education from under the Indian Act, and the establishment of an Indian Education Act that will provide appropriate long-term resourcing, and full legitimate jurisdiction for First Nations education.

In light of this review of the takeover of education, the First Nations of Québec may wish to consider the following questions:

1. Can we now rewrite the *Indian Control of Indian Education* policy today in 2002? What changes would we make in light of our experiences? What particular attention would we give to an implementation plan?

2. The purpose of the *Indian Control of Indian Education* policy was for the First Nations to manage their own schools, and provide a culturally relevant education. Where are we as First Nations communities with this today?

3. Are we ready to define common standards of education for First Nations schools and programs? If we agree, where should we begin?

4. Do we feel that we need to establish a pedagogical support system or an Institute for First Nations education programs, and language and curriculum development?

5. Where do we need to go from here to ensure that future generations will truly enjoy *Indian Control of Indian Education*?

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