



**Indian and
Northern Affairs**

**Affaires indiennes
et du Nord**

MANAGEMENT SERVICES

SERVICES DE GESTION

E96.65
.B7
T47

DEPARTMENT OF INDIAN AFFAIRS AND NORTHERN DEVELOPMENT

Indian and Eskimo Affairs Program

Education Branch

Education Counselling Services
Contracts

2-1-087

July, 1973

Management Consulting Services

W.K. THRUSH

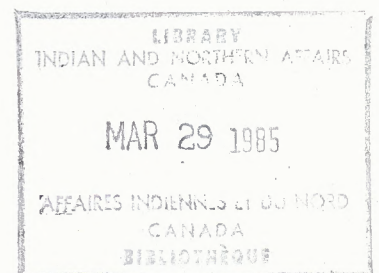


TABLE OF CONTENTS

	<u>Page</u>
Executive Summary	1
Scope, Objectives and Terms of Reference	2
Introduction and Background	3
Contract Format	5
Counsellors	7
Home-School Co-ordinators	9
Work Load	11
Evaluations	13
Summary of Recommendations	14

APPENDICES

List of Departmental Education Counsellors	15
List of Contracted Education Counsellors	16
List of Home-School Co-ordinators	17
Indian Pupil Enrolment by Districts	18
Summary of Supplemental Educational Counselling and Student Ratio by District	19

Executive Summary

Contracts for supplementary educational counselling services in British Columbia Region have been entered into without evident consideration for the size of the workload nor for the counselling inherent in the public school system. We propose that the District Superintendents of Education justify the number of staff education counsellors, contracted education counsellors and home-school co-ordinators against the number of students.

To strengthen the contracts we have compiled a list of those basic items which should be included in all the contracts and we suggest that the work of the contracted employee be evaluated by his/her employer with departmental access to the evaluation, upon request.

A simple, numbered contract, monthly financial encumbrance report compiled by the audit section of Regional Office has been suggested to inform management of the number of contracts and their current status.

The expenditure for supplemental education and social counselling in the British Columbia Region is in excess of \$1,000,000 when we include the home-school co-ordinators, the contracted education counsellors, the staff counsellors and their ancillary costs.

Scope, Objectives and Terms of Reference of the Project

The project will concern itself with the determination of criteria for the purchase of counselling services. It will examine the content of the contracts with respect to compliance with government contract regulations.

Objectives for the project will be to:

- (1) Provide Management at delegated levels with the criteria for negotiating counselling contracts.
- (2) Provide Management at all levels the criteria to evaluate consulting contracts.
- (3) Establish a contract information reporting system to Program Headquarters.

Terms of Reference

To determine the criteria for negotiating and evaluating contracts for education and social counselling services within schools and institutions of British Columbia which will provide guidelines in determining the cost, number of counsellors and services to be provided in such contracts.

Introduction and Background

The education agreement between the Department and the Province of British Columbia sets a tuition fee for Indian pupils enrolled in the public school system. This includes "all the operating expenses incurred for educating Indian children in elementary and secondary public schools in the Province ... save and except for any extra ... ancillary services in respect of Indian pupils."

In order to provide supplementary educational counselling for Indian pupils in British Columbia we have twenty-three Education Counsellors on staff, eight and one half man-years of contracted education counselling, thirty contracted Home-School Co-ordinators plus contracts with Vancouver City College and Comosun College for six post-school counsellors.

Treasury Board authorized contracts to a limit of \$50,000 for the purchase of education and vocational counselling with School Boards and recognized Social Service Agencies. Counselling Programs under Band Management can be funded through contribution or Grants to Bands Program. Contracts with Indian Bands and Councils have been entered into for Home-School Co-ordinators under this T.B. delegation.

In November, 1972 Treasury Board gave approval (T.B. 715958) to enable Indian Band Councils to manage in-school education programs under the Contributions to Bands Program. All existing contracts with Bands for Home-School Co-ordinators should be incorporated into the Contributions to Bands Program when they come up for renewal.

In general, the Government Contracts Regulations and the Departmental Directives #81 have been followed except for the occasional exceeding of signing authority and the lack of performance evaluation of the services purchased.

Since the contracts do not contain any indication as to the size of the workload (area, number of students, etc.) it is difficult to substantiate the contracts cost variations. Using the total number of students in a District, the District Superintendent of Education should justify all contracts

along with the utilization of his staff counsellors to ensure full coverage with elimination of overlap.

A complete record of contracts is not available in Headquarters, Region nor District other than by physically reviewing the files in Finance's Audit Section in Region. (We are unable to guarantee that we have seen copies of all existing contracts). We propose that a contract number system be implemented with the Audit Section preparing a monthly commitment control report for review by the Regional Director and the Regional Superintendent of Education.

Until such time that the ancillary services for Indian pupils can be included in the educational agreement with the Province, the Department must continue to provide for it. Contracted education counsellors, working for a School District, have the advantage of working within the system with access to records and, as a staff member, with better acceptance by their associates and less obtrusiveness in their dealings with the Indian students.

The Home-School Co-ordinator Program's success and acceptance is indicated by the numbers hired and the re-hirings. In their policy paper, Indian Control of Indian Education, the National Indian Brotherhood stress the use of "Indian Para-Professionals" throughout the school system.

Contract Format

Some of the contracts have been written in a simplified form and list only three terms or conditions:

1. *The Board shall pay the telephone, administrative costs, transportation and travelling expenses, and salaries of their counselling staff in the execution of their duties.*
2. *The Minister shall reimburse the Board an amount not to exceed \$,000.00 for the provision of such counselling services.*
3. *This contract can be terminated by either party on thirty days' written notice.*

Others are more involved and run to two, three or four pages with appended lists of duties.

We recommend that the following items should be included in all future contracts:

Date: all contracts should bear the date(s) of signing.

Term: start and end dates of the contract period.

Contract Number: all contracts should be consecutively numbered with a prefix for identification. The responsibility centre's financial code might be used as the prefix.

Cost of Contract: The total amount, the components (wages, travel, admin, overhead, etc.) and information on split cost arrangements.

Services to be provided: Home-School Co-ordinating or Counselling for children of parents belonging to specific Bands within specific areas.

Number of Students: Approximate number of students to be served.

Staff to be provided: Specific number of Home-School Co-ordinators or Counsellors and whether full or part time.

Evaluation of Staff: At least annually with copies available to Departmental Officers, if requested.

Services to be Performed: As currently being attached to some contracts.

Invoicing: When, where and how (substantiation).

Audit: Financial audits of records, if requested.

Termination Clause: Should specify - by either party giving to the other party XX days notice in writing. The word "mutually" is not appropriate for a termination clause.

Region should develop a standard contract format for use by the Districts for Home-School Co-ordinators and for Education Counsellors contracted with the School Districts. This would include a list of the duties to be performed.

When Bands are hiring Home-School Co-ordinators the conditions through Contributions to Bands should be similar to the contract terms with the School Districts and should also include the list of duties.

The monthly commitment control report, a list of contracts numerically by District, would inform management on a regular basis of the extent to which we are providing ancillary counselling services.

Inclusion of the cost components in the contract would allow a wage comparison with current wage rate figures for evaluation purposes.

Counsellors

The education agreement between the Department and the Province of British Columbia sets a tuition fee for Indian pupils enrolled in the public school system. This includes "all the operating expenses incurred for educating Indian children in elementary and secondary public schools in the Province . . . save and except for any extra operating expenses which the Board of School Trustees of any School District may have to incur for the specific purpose of providing ancillary services in respect of Indian pupils."

We have twenty-three Educational Counsellors on staff in British Columbia. Contracts for Counselling Services have been let with several School Districts to provide additional counselling for Indian students. In our brief visit to Vancouver we recorded eight and one half man years of contracted counselling plus the six Vancouver City College and the Comosan College counsellors who work in the post-school program.

Counsellor's Case Load

Opinions vary as to size of a case load for an Educational Counsellor from fifty to five hundred or more. The high and the low sides of these opinions are both based on extremes.

On the high side one would require that all the students be from a stable community with little or no travelling required of the counsellor. The majority of his/her work would be done within the school building.

Those quoting the figure of fifty generally refer to the Bessie W. Snider report. On page 47 of that report is a recommendation "*The maximal case load of boarding home students should be 50 exclusive of students in the school setting.*" Interpretation of this recommendation has advanced the period to follow the figure fifty. In Webster's Seventh New Collegiate Dictionary we find "exclusive of (prep.): not taking into account".

On the same page Bessie Snider continues: *"In addition to "separation trauma" the Indian boarder suffers from cultural shock - loss of identity, and loss of family, kinship and community support ... may result in alienation from school, deep sub-conscious conflicts, and the need for substitute support ... how individuals feel about their situation seems a secondary concern to counsellors, whereas it is the primary concern of social workers."* This author is emphasizing social counselling and not strictly educational counselling as some are choosing to interpret and to quote her.

A Management Services Report (project No. 2-1-041) in August 1972 recommend a ratio of 1:100 when students are attending provincial secondary schools from boarding homes and 1:300-500 when the students are living in their own family home. These ratios, we feel, are sound and District Superintendents of Education should use them in conjunction with the variables (geography, number of schools, home-school co-ordinators, boarding homes, etc.) when assigning work loads to his counsellors.

With the Province providing educational counselling in the school system the major component of the ancillary counselling service provided by departmental or contracted staff should be socially oriented.

Home-School Co-ordinators

"I know that when parents are closely and deeply involved with schools, the children get more support for their educational endeavours. That kind of two-way communication makes education more useful and more effective." (1)

Hon. Jean Chrétien,
Minister of Indian Affairs
and Northern Development.

This quotation directly supports the concepts inherent in the Home-School Co-ordinator program. The utilization of Indians for liaison between the home and the school has facilitated the communication between the parents and the teachers.

The program was started with an arbitrary ratio of one Home-School Co-ordinator to five hundred students. The files indicate that some of the original Co-ordinators were hired on this basis. At present there are thirty Co-ordinators in British Columbia and we noted only one contract which referred to the number of students. The contracts do not specify any requirement for evaluation of the Home-School Co-ordinators however just the fact that the employing Band Councils and School Districts are rehiring the Co-ordinators gives some credibility to the continuation of the program.

Co-ordinators must be able to communicate with Indians. No education qualifications have been specified. Some have as little as grade five while others have graduated from university.

Approximately half of the Co-ordinators are hired by School Districts and the others work directly for Bands or Councils. Females outnumber the males by almost two-to-one.

Region are presently conducting an evaluation of the Home-School Co-ordinator program.

(1) Minutes of Proceedings and Evidence of the Standing Committee on Indian Affairs and Northern Development, 'au 24, 1973. Issue No. 18. p.5.

In the Fraser District, after you deduct the 368 students in Vancouver boarding homes whom the eight Education Counsellors are serving, we have nine Home-School Co-ordinators looking after 1,862 students throughout the District. These 1,862 students are receiving their general education counselling from the school system and the Home-School Co-ordinators are supplying the social counselling plus education counselling supplement when required.

This program was originated to facilitate the move from the Federal School system to the Provincial School system. The idea has been promoted of college programs for Home-School Co-ordinators with eventual certification of the profession. After the transitional period is over, the need for Home-School Co-ordinators should diminish then disappear.

Work-Load

Form 1A398, Counsellor's Monthly Report, has a footnote instruction "One copy to be submitted at end of month to Headquarters, one copy to Regional Office." This instruction has been ignored with no repercussions.

We assume that Region may require a District summary and that Headquarters may require a Regional summary. (Another Management Consulting Services study is presently reviewing all such reports and will be presenting their recommendations for this report in the near future).

Through utilization of a District summary the District Superintendent of Education could justify the workload assigned to his staff education counsellors, any contracted education counsellors, and the Home-School Co-ordinators. These workload assignments should balance to the school enrolment of the District.

In the Kootenay/Okanagan District the total Indian enrolment in the Public Schools is 344 pupils. The Cranbrook School District has both an Education Counsellors contract and a Home-School Co-ordinator contract while the Penticton School District have an Education Counsellor contract. The Indian School population covered by these contracts is 92 and 151 respectively which leaves only 101 for our Staff Education Counsellor in Vernon.

In January 1973 the Counsellor's Monthly Report showed:

	<u>Students</u>
M. Brewer, Vernon	243
D. Jenkins, Penticton	152
P. Wright, Cranbrook	118
J. Pierre, Cranbrook	N/A
	<hr/>
	513

If Mr. Pierre's report covered 118, the same as Miss Wright's, the total would be 631 or almost double the actual registration. This counselling is in addition

to the counselling received by all students through the general school counselling service as provided in the educational agreement with the Province.

Fraser District utilize their six staff Education Counsellors and the two contract Counsellors in the boarding home program in Vancouver. They commenced this current school year with a total case load of 368 students, an average of only 46 per Counsellor, and by February their average had dropped to only 39. These students should be receiving the general in-school counselling which leaves the social orientation aspect plus any extra counselling required, for our staff of eight. All other students in this region, we assume, are receiving any required education counselling from the Provincial Counsellors and the social side is supplemented by the nine Home-School Co-ordinators.

We have not seen the Counsellor's Monthly Reports from the other Districts so we are unable to make comment. Charts showing the student registration and the counselling staff are attached as Appendices D and E p.18 and 19 and this indicates that there is duplication and overlap in the counselling service or that small workloads have been assigned.

There are ten student residences in the British Columbia Region with a student population of 1,428. In these residences there are 102 Child Care Workers plus 6 Practical Nurses for a ratio of 1:13.2. These students would be receiving social and educational counselling in the residence plus their dealings with the Provincial Counsellors at school and consequently their numbers were deducted from case load figures of our staff and contract education counsellors.

Evaluations

Departmental Directives #81 defines a service contract as "... a written agreement calling for the satisfactory performance ... of a special service ...". There does not yet exist an evaluation method for the service being provided by the Home-School Co-ordinator. The program is still evolving and hopefully the material being collected in the current review by Region will lead to criteria standards which will allow evaluation of the work performance of the incumbents.

The Education Counsellors contracted through the School Districts should be evaluated by the same standards as any other Education Counsellor working in the Provincial system. The contracts should specify that regular evaluations are to occur with the District Superintendent of Education being provided copies upon request. Experience gained in this area would allow him to assess and compare the contracted service with the counselling work of his direct staff.

Summary of Recommendations

- District Superintendents of Education to justify the number of staff education counsellors, contracted education counsellors and home-school co-ordinators against the number of students.
- Regional education staff to prepare a standard contract format for District use when contracting education counsellors and home-school co-ordinators.
- Contracts with Indian Band Councils for Home-School Co-ordinators to be incorporated into the Contributions to Bands Program.
- District Superintendents of Education to evaluate effectiveness of contract education counsellors by comparison of their evaluations with those of his staff members.
- Regional Finance to prepare a monthly financial encumbrance report of counselling contracts.

British Columbia Region

Departmental Education Counsellors - July, 1973

Babine	Sexsmith V.A.	08862	
Bella Coola	Jansen W.H.	08740	
South Island	Horgan D.R.	04324) + 4 contracted counsellors
	Lamarre L.	04325	
	Lee E.R.	08752	
	McRae E.D.	08780	
Thompson River	Settle D.R.	08796) + 3 contracted counsellors
	Poelzer A.M.	08788	
	Demosky P.J.	08789	
North Island	Whyte T.T.	08781	
Kootenay/Okanagan	Brewer M.L.	08812	
North Coast	Herbert R.J.	08918	
	King W.F.K.	01530	
Terrace	Adams P.S.	04323	
Fraser	Mallory M.M.	08746) + 4 contracted counsellors
	Scott E.M.	08704	
	Smith J.T.	08705	
	MacLeod J.M	08707	
	Dixon A.W.	08724	
	Brown A.M.	08942	
	VACANT	08790	
Williams Lake	Devlin E.	08819	
	O'Regan D.C.	08822	

(21 Positions are EDEST 1 level and 2 positions are EUTEA 1 level.)

23 at an average salary of \$15,500 = \$356,500.00 per annum.

- 16 -

British Columbia Region

Contracted Education Counsellors

Thompson River	Kilroy L.	S.D. # 31	\$15,000
	Michel J.	S.D. # 24	16,000
	Butterworth P.	S.D. # 30	8,500 ($\frac{1}{2}$ M.Y.)
Kootenay/Okanagan	Jenkins D.	S.D. # 15	15,000
	Pierre J.	S.D. # 2	18,000 (14 mos.)
Lakes	Fraser)) MacLennan)	S.D. # 57	49,546★
Fraser	Taylor)) Williams)	U.B.C.	18,400
	Neville D)	V.C.C. ★★	56,000
	Brooks H.)		
South Island	Paul P.)	Comosun ★★	67,858
	Dick)		
	Joe)		
	Vickers)		
			<hr/> \$264,304

★ Contract proportioned with two Home-School Co-ordinators

★★ Post School

British Columbia Region

Home - School Co-ordinators

				<u>Pupils</u>
Babine	Wales F.	Hazelton Band	12,000★	
	Joseph S.	S.D. # 54	5,000★	
Bella Coola	Tallio S.	Bella Coola Band	7,800	
	Brown E.	Bella Bella Band	6,600	
South Island	Telkey M.	Saanich Indian School		
		Band	6,000	250
	Elliott E.	Cowichan Band	9,300	
		S.D. # 68	4,800 2/5 M.Y.)	200
	Haiyupis R.	S.D. # 70	15,550	
Thompson River	Glasgow M.	Lytton Band	10,200★	
	Dodginghorse C.	Kamloops Band	? (by 1st C.Fund)	
North Island	Cook R.	Nimkish Band	4,200 (Contrb. to Bands)	
Kootenay/Okanagan North Coast	Wright P.	S.D. # 2	12,000	
	Pearson P.	Skidegate Band	4,311 (part-time)	125
	Bell R.	Masset Band	8,192	
Terrace	Stewart I.	S.D. # 52	8,622	
	Starr V.	Kitamaat Band	9,055	
	Nisyok L.	Terrace Dist. Council	8,191★	
Fraser	Peters G.	Mount Currie Band	6,000★	
	Malloway K.	Chilliwack Area Council	9,100	
	Roberts P.	Chilliwack Area Council	9,100	
	Joe T.	Sechelt Band	6,000★	
	Terry S.	S.D. # 29	7,000 (60%)	
	plus clerical assistance 1/2 M.Y.		4,745	
	White J.	S.D. # 44	12,500	
	Louie L.	S.D. # 47	4,100 (50%)	
	Lewis F.	S.D. # 48	7,500 (70%)	
	James N.	S.D. # 76	8,000	
Williams Lake	Harry I.	S.D. # 27	7,500	
	Mack V.	S.D. # 27	5,040★	
Lakes District	Poplar M.	S.D. # 57	14,000★★	
	George M.	S.D. # 57	14,000★★	
			262,606	

★ actual contract converted to a 12 month period

★★ contract proportioned with two contract counsellors

Details of all split cost contracts were not readily available. Those known are indicated and reduce the 30 to 26 full time positions.

$$262,606 \div 26 = \$10,100 \times 30 = \$303,000.00 \text{ per annum.}$$

BRITISH COLUMBIA REGION - INDIAN PUPIL ENROLMENT BY DISTRICTS

	(A) Federal Schools	(B) Public Schools	(C) Private & Parochial	(D) Pre-School	(E) Total (ABCD)	(F) Student Residences	(G) E-F
Babine	286	241	154	0	681	0	681
Bella Coola	393	193	0	26	612	0	612
South Island	245	1,479	233	166	2,123	317	1,806
Thompson River	23	1,215	76	74	1,388	344	1,044
North Island	47	634	2	60	743	66	677
Kootenay/Okanagan	0	344	107	10	461	0	461
North Coast	579	392	0	0	971	0	971
Terrace	393	338	0	0	731	0	731
Fraser	239	1,897	249	159	2,544	314	2,230
Williams Lake	220	594	0	21	835	276	559
Lakes Fort St. John	362 42	171 141	435 0	19 0	987 183	111 0	876 183
TOTAL	2,829	7,639	1,256	535	12,259	1,428	10,831

BRITISH COLUMBIA REGION - GUIDANCE COUNSELLORS AND HOME-SCHOOL CO-ORDINATORS

DISTRICT SUMMARY AND RATIO TO NUMBER OF STUDENTS

	(A) I.A.B. Educ. Counsellors	(B) Contracted Educ. Cns.	(C) Home-School Co-ords.	Post School Counsellors	TOTAL (ABC)	PUPILS	RATIO
Babine	1		2		3	681	1:227
Bella Coola	1		2		3	612	1:204
South Island	4		4	4	8	1,806	1:226
Thompson River	3	2½	2		7½	1,044	1:139
North Island	1		1		2	677	1:339
Kootenay/Okanagan	1	2	1		4	461	1:115
North Coast	2		3		5	971	1:194
Terrace	1		2		3	731	1:244
Fraser	6	2	9	2	18	2,230	1:124
(1 Vacant)							
Williams Lake	2		2		4	559	1:140
Lakes Fort St. John	0	2	2		4	1,059	1:265
TOTAL	23	8½	30	6	61½	10,831	1:176