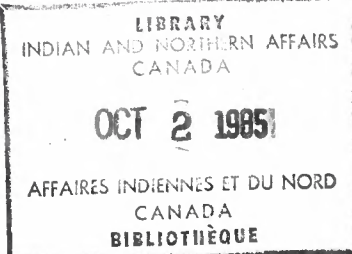


AN EXAMINATION
OF
INDIAN CONTROL
OF
INDIAN EDUCATION

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Produced by
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Indian and Inuit Affairs Program
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The report represents the views and opinions of the people interviewed and myself and may not necessarily reflect the views of the Indian and Inuit Affairs Program.

Appendix A at the end of the report contains a list of people interviewed.

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I. ASSIGNMENT TASKS

The tasks assigned which have determined the content of this report are as follows:

1. The preparation of a status report by Region on the existing situations with respect to Indian controlled education programs.
2. An assessment of current levels of interest among bands as regards their assuming control of education programs and to prepare a forecast of trends in this area.
3. To survey the approaches that have been developed by the Regions to implement local control and to identify critical factors with respect to the successful transition to local control.
4. To propose a general administration framework capable of being adapted, on a national basis, to a variety of local control situations and to suggest a Departmental administrative structure capable of articulating with Indian educational administrations.
5. To recommend approaches to enhanced program delivery in existing band controlled education systems.

II. INTRODUCTION

While the assignment tasks are specific in identifying the material to be collected the reader should be aware of the overall purpose of the assignment and the areas of major emphasis.

Since the early 70's when the Indian people of Canada and the Government of Canada both made a commitment to Indian control of Indian Education, progress toward this goal has moved at a slow but steady pace. Because of the "newness" of the program and the fact that it does not fit neatly into the Federal Government system or the Provincial education systems there has been much new ground to cultivate in order to make it a reality.

This has led to much information searching, experimentation, delays, frustration, success and sometimes failure.

All the above have slowed the process of Indian control but because all the above have in effect been learning processes there is a growing body of knowledge regarding Indian control of Indian education. Some of this knowledge is now being used to assist Indian bands who are contemplating taking over education programs and others who are in the process of take-over. However because this knowledge is spread throughout the country it is not being used to the fullest extent possible. The purpose of this report is to pull some of this knowledge together and to recommend action that should be taken to ensure adequate knowledge of Indian control is available to Indian bands and Department staff throughout the country.

This report is primarily designed to indicate to the Department what action the Department should take to facilitate a smooth transition to Indian control and also what action the Department should take to give Indian bands every chance of success after they do take over.

In gathering information for this report it was decided that interviews would be conducted across the country to ensure that a good cross section of information was obtained. It was also decided that to obtain reliable information personal interviews as opposed to surveys or questionnaires would be used. All those interviewed had some experience in Indian control of Indian

education. These people were chiefs and councillors, band education boards, authorities or committee members, band education directors or co-ordinators, tribal council or district council members, band-operated school staff, other Indian educators and Department of Indian Affairs district and regional staff.

While interviews were designed to collect specific data they were conducted as informally as possible. Those interviewed were assured of the confidentiality of the interview. Because of the informal method of data collection and the assurance of confidentiality the rough notes and raw data are not included in this report.

Verbatim statements or comments made by those interviewed are used throughout the report to support points put forward or recommendations made.

III. Executive Summary

The Executive Summary consists of a consolidation of the Summaries and Recommendations appearing at the end of each section in this report. This portion of the report contains minimum supporting detail for the recommendations presented. To obtain this information it will be necessary to read each section of the report.

Status Report

The 1979-80 status report measures statistically the extent of Indian control for that year. The 1980-81 status report will measure statistically the extent of Indian control for the 1980-81 year and in addition, using 1979-80 as a base year, provide information on changes from the previous year, give some indication of trends, and provide the beginnings of an historical statistical data record on Indian control of Indian education.

- The status report should continue in subsequent years and should become a regular part of the data collection process.

Levels of Interest - Trends

The trends to take over education programs will continue to be strong in Northern and Western Ontario, Manitoba, Northern and Western Saskatchewan and Alberta with emphasis in the North. For the balance of the country there appears to be satisfaction with the status-quo. While take-overs will occur there will not be any sweeping movement as evidenced in Manitoba and Northern and Western Saskatchewan.

Major interest lies in the take-over of the Federal schools program with a lesser degree of interest in the Provincial schools program. Post school and private home placement will be taken over generally where district, tribal or education council organizations exist. The guidance and counselling program which is presently 70 to 80 percent Indian controlled will be almost totally under Indian management in the near future. Interest in the management of education capital is increasing therefore it can be expected there will be a move to Indian control of major and minor education capital works.

Three major factors influence the rate of transfer to Indian control. These are funding, Department policy and information and communication on Indian control.

First, the lack of a standard funding system, both for the transfer process and the operation of the education program after take-over, negatively affects the transfer rate. Second, although the Department has a policy on Indian control and a commitment to Indian control, the policy is too general to provide Indian people and Department staff with the necessary tools to put Indian control into effect. No clearly defined policy on Indian control and the extent to which the Department will transfer programs, no policy and system for providing developmental and operational funding for Indian control and no established processes or procedures for the transfer process and the Department's responsibility after take-over have produced a reluctance on the part of Indian bands to take over education programs. Third, information collection and information distribution are key ingredients in the Indian control process. At present because of the lack of a system for gathering and distributing Indian control information there is a large knowledge gap which slows down the transfer process.

The Department must meet its overall responsibility for Indian education and place itself in a position to respond positively to Indian control of education by taking the following steps:

- The Department must clearly define what it means by Indian control of Indian education and the extent to which program control and responsibility will be transferred to Indian people. It must set out policies and procedures which establish a process of transfer and the Department-Band responsibilities and relationship after transfer of education programs take place.
- The Department should establish a funding system for the transfer process and a funding system for operations after transfer. This latter system should have a base or guaranteed component and should take cognizance of geographical and inflationary factors.
- The Department must recognize that it will still be managing education programs in future years. Indian control must not detract from the need to deliver a quality education program in Departmental schools. This can only be accomplished by

capable education staff who have adequate resources at their disposal.

- There will also be continuing situations where the Department will have the major responsibility for education management but Indian bands will participate in varying degrees in this management. The Department must address itself to these situations by working out with the bands shared management responsibilities clearly defined in education agreements.

The Process of Transfer to Indian Control of Education

An examination of the approaches to Indian control used in the regions shows that each region is working in isolation from the others and that no uniform systems have been developed. There is a strong concern that the Department should develop a required transfer process which must be undertaken by each Indian band prior to the actual take-over of education programs. The important elements or critical factors in the transfer process have been identified.

- The Department must describe and put into effect a devolution process which includes the following elements or critical factors.

Community involvement in the local control process including a community decision in regard to take-over.

A rational approach to the reasons for take-over recognizing that while some reasoning may not be valid a solid take-over process should overcome weaknesses.

Adequate training for the people who will be managing and operating the local education program.

The development of constructive plans by the band for the process of take-over and the future operation of the education program.

An established funding system for both the transfer process and the education operation after transfer.

The establishment of a community education board, authority or committee to make education policy and manage the education program.

An analysis and assessment of the existing program so the community can establish a base from which to start, set goals and objectives and measure progress in future years.

The band and the Department must agree on their responsibilities during the transfer process and formalize their responsibilities after take-over through an education agreement.

Department Administrative Structure

The Department's education organization structure has changed little since the latter part of the sixties. The organization is still basically a two-section structure, one being elementary and secondary education and the other being post-school education. The reduction in scope in past years of the post-school program and the increase in the Indian control of education program has brought about no major organizational changes except that Indian control is frequently handled by post-school education staff. Several major concerns have been expressed at the lack of expertise within the Department on the local control of education process, the lack of a special section to handle local control, the dearth of information on local control and the difficulties that arise in trying to operate an education system within a bureaucratic structure.

In order to meet these concerns and improve the delivery of the total education program the department should take the following steps:

- In each region eliminate the specialist titles and functions of all education officers at and above the superintendent level. The officer titles would become Director of Education, Regional Superintendent of Education, Superintendent of Education. Each officer would be responsible for the total education program (elementary and secondary, post-school and Indian control) for a designated area or a specific number of reserve

communities. This structure would ensure a co-ordinated approach to the education program, provide staff continuity through the several stages of education development in the reserve community (Department operated programs, devolution period, and local control) and enable the Department to reduce its staff but still maintain its education responsibility as Indian control increases.

- Make certain that all education superintendents have expertise in each program area (elementary and secondary, post-school and Indian control). Where necessary provide training for superintendents so they may obtain a satisfactory level of expertise in each of the program areas. These superintendents will continue with a program from the time it is under department control, through the transition period and into the period of Indian control.

They will be committed to the education program in the community and accepted and trusted by the community membership. They will be in a position to fulfill the Department's education responsibility during the devolution process and after the community takes control.

- Establish an education information service at headquarters and in each region. These information sections will be responsible for the establishment of libraries complete with all available information on Indian control and the devolution process. The service will also ensure the distribution of these materials to regions, districts and bands. This function could be expanded to provide the same service for professional and academic education information.
- Examine the position of the education program within the total departmental operation and if necessary bring about changes to ensure the education program receives satisfactory recognition, attention and resources. Look at government policy, regulations and procedures as they relate to education administration, finance and personnel matters to determine if they are compatible with the management of an education program and where possible bring in changes which will facilitate the operation of the education program.

Department Services and Responsibility to Band Controlled Systems

The final responsibility for Indian education rests with the Government of Canada whether the education programs are operated directly by the Department or whether they are operated under Indian control. Methods must be devised whereby this responsibility can be fulfilled in Indian controlled systems. The following action should be taken:

- The Department must ensure there is a process of transfer that prepares the chief and council, the band membership and the education board for their task of developing, managing and directing a successful education program.
- The Department must make certain that a rational consistent funding system for Indian control is developed in order that the bands and the Department can devote their efforts to education as opposed to financial matters.
- The Department must be prepared to provide advice and assistance to bands who control their education programs. This advice and assistance should be delivered by professional education staff who preferably have worked continuously with a band through all stages of educational development in the reserve community. These staff members must have the respect and trust of the band leaders and band membership.
- The Department must achieve its financial and program audit responsibility through a positive process of involvement in Indian control systems. This process must provide constructive assistance and advice in order to strengthen Indian control systems.

By enacting the above the Department can be supportive of Indian control, maintain its ultimate responsibility for Indian education and not interfere in the education decision-making process which must be performed at the band level.

IV STATUS REPORT

The status report for 1979-80 has been completed as a separate document. At this time it is being reviewed by headquarters education staff in preparation for printing. It should now be available for reading. Also at this time the 1980-81 status report information gathering process has been completed. This report should be available by December 1981.

The status reports deal strictly with statistics showing the extent of Indian control of Indian education. The reports centre on the elementary and secondary education program, the post-school program, the student services program and educational administration.

The reports include a summary of the more important statistical data, more detailed data on the four program areas mentioned above, and forty-seven statistical tables separated into the following eight groupings: Student Enrolments - Nursery, Kindergarten, Elementary and Secondary; Student Enrolment Post-School Education; Student Placement - Private and Group Homes and Student Residences; Education Staff; Major Programs or Major Program Elements; Education Boards, Authorities, Committees; Finances - Capital; and Finances - Operations and Maintenance.

In order to ensure reasonable statistical validity, it was decided to start with the 1979-80 fiscal year because accurate information prior to that year was not available. The yearly status reports can provide the following information:

- the extent of Indian control by region and nationally;
- the extent of Department control by region and nationally;
- the program areas where Indian control is greatest;
- statistical comparisons of Indian control by region;
- an information source for Indian people and the Department;
- over time an historical statistical record of Indian control;

- over time the opportunity to measure statistical change in Indian control;
- over time to forecast trends in Indian control.

Summary and Recommendations

The 1979-80 status report measures statistically the extent of Indian control for that year. The 1980-81 status report will measure statistically the extent of Indian control for the 1980-81 year and in addition using 1979-80 as a base year provide information on changes from the previous year, give some indication of trends, and provide the beginnings of an historical statistical data record on Indian control of Indian education.

- The status report should continue in subsequent years and should become a regular part of the data collection process.

V. LEVELS OF INTEREST - TRENDS

Practically all individuals interviewed qualified their answers when asked questions on level of interest and trends. While most were quite positive that levels of interest were high they were somewhat reluctant to state firm trends. All however came through with strong statements on those things that have an influence on the rate of take-over. This latter aspect has serious implications for the Department as most of the influences are negative and relate to what the Department is doing or is not doing.

In dealing with levels of interest and trends the paper looks at major program elements individually and then provides an overview. Next there is an examination of those things that affect the rate of change and lastly recommendations for action by the Department are provided.

A. An Examination of Comments on Levels of Interest and Trends

Comments from many individuals are used in this section. It must be remembered that most of the comments are based on the individual's personal knowledge of the bands within his or her area of operation. The composite of these answers, however, gives a fairly complete picture of all regions.

Federal Schools - Comments

- complete in five years
- will continue with some delays
- interest high - also frustration
- complete in five years
- will go in several years
- could go or could remain
- 70 to 80% in five years
- cautious move forward
- will continue slowly

- no movement
- all under Indian control now
- about 50% in five years
- gradual increase
- potential for total
- about 50% in five years
- complete in five years
- minimal take-over next five years
- total next few years
- move to more
- about 50% in five years
- none (status quo)
- continuing trend
- continuing to completion
- no move
- trend to take-over
- continuing trend

This is the one program in the total education operation that lends itself most readily to Indian control. It is also the program where levels of interest are highest and where the greatest number of take-overs have occurred. With a few exceptions it appears that the take-over of Department schools will continue at a steady pace. There are strong indications however that bands will move cautiously and that at the end of a five-year period under present circumstances and methods, somewhere between 50 and 75 percent of all Department schools will be under Indian control.

Provincial schools - Comments

- move back to reserve not strong
- trend to move back
- continuing trend to pull out
- no strong move back
- continued trend
- move to more (take-over of tuition)
- no status quo
- continue move back
- trend back

There is strong evidence in some regions that there is a movement to leave the provincial schools systems and return to reserve schools. Likewise there is a growing movement to control the administration of finances relating to the attendance of Indian children in provincial schools. These trends are difficult to measure and while there is more "movement back to reserve education" in some regions than in others much of the activity is localized to communities scattered through the regions.

Capital Construction - Comments

- more interest
- possible increase in minor works
- no strong interest
- some move to take-over
- not much interest
- some interest
- interest will increase
- increasing activity
- no great interest
- increasing interest

- none
- strong trend
- increasing interest
- more interest

Indian control of the education capital program has been minimal up to this point. Most of the activity centres around minor projects with the odd major project being handled by bands.

The evidence shows however that there is a growing interest and that this interest will be greatest in minor capital construction.

Post School Program - Comments

- not interested
- reluctance
- possible take-over
- reluctance
- some takeover
- reluctance
- some take-over
- moving toward total take-over
- in control now
- little interest
- no real trend
- moving toward take-over
- no move to take-over
- continue with Department control
- moving toward take-over

This program does not engender the high interest that is placed on the Federal and Provincial schools programs. Interest is regionalized and take-over activity will be most active where tribal or district councils are in existence. The administration of this program lends itself to a centralized operation for several bands as exemplified by these councils. Transfer to Indian control will be slow over the next several years.

Private Home Placement Program - Comments

- not too much interest
- some increase but not a major program
- yes and no
- continued expansion
- expanded take-over
- slow
- 65% now - will increase
- in control now
- no program
- no real trend
- moving slowly
- none
- continue with the Department
- increasing take over

This program has been declining over the past several years due to the increase in grade levels available in reserve communities. The program is relevant only to those communities where placement away from home is necessary in order that children may continue their elementary or secondary education. Similar to the post-school program it lends itself to a district or tribal council organization. Trends for takeover are greater however than in the post-school program.

Guidance and Counselling Service - Comments

- almost complete now
- all counsellors now at band level
- continued expansion
- total take-over soon
- yes - soon
- already done
- in control now
- no strong move
- all taken over now
- controlled by bands now

In 1979-80 seventy-five percent of the counselling staff were under Indian control. Within the next few years it is anticipated that almost one hundred percent will be under Indian control.

B. Trends Overview - By Program

Federal Schools

The greatest interest lies in the transfer of the Federal schools program to Indian control. This program, being community based, is more visible to band members, more directly related to their daily lives and, because of its proximity, most familiar to them. Most bands have some involvement in the operation of these schools now, therefore they see the move to total responsibility as the completion of a process that has already started. The trend to take over this program will continue at an even pace and in some areas may be rapid. There are, however, bands that will wish to continue with a Federal schools program.

Provincial Schools

Interest in taking over this program is not as great as in the takeover of Federal schools. Bands have not had the close contact with this program that they have had with the community-based Federal schools. Long-term conditioning has taken place producing a satisfaction with the status quo. The joint school agreements, the business of starting from scratch (no facilities, no band staff), and also parental satisfaction work against the establishment of an on reserve education program. The major factors that promote a return to reserve education usually are disillusionment or dissatisfaction with the provincial school. There will continue to be a trend away from provincial systems but it will occur in localized situations as opposed to a broad general trend. More rapid will be a movement to control the administrative aspects of provincial education such as tuition agreements and the handling of tuition fees.

Post-School Program

The pivotal point for Indian control rests with the bands who may transfer their authority to a district or tribal council, or even to a regional authority. Because post-school education is available with government support to all status Indians there is a large group of people living off reserves who have no ties with the band authorities. This factor creates some problems in the movement for control of this program. In addition, Circular E12 has become a contentious issue which is not accepted by some Indian bands or groups thereby slowing down the transfer process. Because the program normally occurs away from the reserve, familiarity and interest are low. On the positive side interest is increased as more and more Indian professionals and technicians locate on the reserves to earn their livelihood. There is also the factor mentioned earlier about tribal or district councils becoming logical vehicles to administer the program for member bands. While interest in this program is not that extensive, transfer to Indian control will continue at a steady pace where Indian bands have grouped together as tribal, district or education councils.

Private Home Placement Program

Individual parents are concerned about this program as their teenage daughters and sons are directly involved. The children involved however are usually from remote communities where Indian

control is less advanced than in non-remote communities. As the grade levels increase in these communities the numbers of students involved is decreasing. These two factors slow down the local control process; however, like the post-school program where there are tribal, district or education councils, Indian control under these organizations has taken place and will continue to do so. Transfer to Indian control for this program will continue at a slow pace.

Guidance and Counselling Services

This program for all intents and purposes is now under Indian control. The residue of Department counsellors will continue to decrease as the private home placement of students declines and bands take over that program. In several years there will be only a scattering of Department counsellors across the country.

C. Trends Overview - By Region

Atlantic Region

The interest in Indian control in this region appears to be limited. One large operation "Eskasoni" is under Indian control and it appears some bands wish to see how this works out before taking over any of their programs. The next few years in this region could bring only limited changes in the current situation.

Quebec Region

The James Bay Inuit and Cree are managing their total education programs. Of the remaining bands, three are managing their community education programs. Movement to total control in this region will not move too quickly in the next few years.

Ontario Region

The bands in the southern and eastern part of this region have not shown a major interest in changing the existing control of education which is now extensively managed by the Department. In the West and North however, control of education by Indian bands is in effect in some communities and there is strong interest in other communities. The next few years will therefore show little change in the South and East with extensive activity in the North and West.

Manitoba Region

The southern and central bands in this region are well into all aspects of Indian control of education. Northern bands are just now starting to take over major programs. In the next few years it can be expected that, except for the odd band in southern and central Manitoba, all aspects of Indian education will be under Indian control. Takeover in the north will take place gradually with many bands still relying on the Department for management.

Saskatchewan Region

Indian control of education has been most active in two districts, Prince Albert and North Battleford, with some activity taking place in other districts. This trend will continue with possibly some increased activity in districts other than North Battleford and Prince Albert. The move to Indian control will be steady over the next few years however the Department will still carry the responsibility for many education programs.

Alberta Region

Indian control in this region has taken hold primarily in communities north of Edmonton. There is no strong indication that this trend will change. For the next few years, take-overs will take place gradually in separate communities.

British Columbia Region

Of the 88 reserve-located schools in this region 68 are under band control. Most of these schools are of the nursery-kindergarten variety. There will be no dramatic change in direction in British Columbia but take-overs will continue gradually. Close to 80% of the Indian children in this region attend private, parochial or provincial schools. It appears that this will continue with only a limited move to Indian control in the next few years.

The trends toward take-over of the Education program will continue to be strong in Northern and Western Ontario, Manitoba, Northern and Western Saskatchewan, and Alberta with emphasis in the North. Major interest lies in the takeover of the Federal schools program with a lesser degree of interest in the provincial schools program. Post-School and private home placement will be taken over generally where district, tribal or education council organizations exist. The guidance and counselling program will be almost all under Indian management in the very near future.

D. Factors Affecting the Rate of Transfer to Indian Control

In examining those things that affect the rate of transfer of education programs to Indian control many factors were mentioned by the people interviewed. Emphasis was placed however on the several major influences which will be discussed here.

Funding

Surprisingly enough the issue in regard to funding was not the amounts received, although no one denied that more money would be welcome. Both Departmental and Indian people agreed that the funding system did not satisfy Indian control needs and dealing with it was a frustrating experience consuming time and energies which would be better spent on trying to deliver a quality education program.

Everyone emphasized the necessity for a period of preparation by the band prior to the takeover of an education program. This period of preparation entails establishing financial and administration systems, training people to operate the education system, developing community awareness and participation, assessing programs, setting goals, employing staff etc. All of the people interviewed stated that the present lack of a method or system for financing this developmental process is negatively affecting the desire of bands to take over programs.

There is a strong indication that a system or formula must be developed to provide funding for the developmental process. Some of the many comments supporting this are as follows:

- there must be dollars for development
- there is no system for development
- there is a need for front end money
- there must be developmental funding
- funds for development and planning needed
- there must be a system for providing training and development funding
- there must be front end money for development

The other aspect of funding that is of concern to bands contemplating local control (as well as those involved in local control already) is the lack of a standard system for financing control that guarantees adequate funding for future years, includes a process to meet inflationary increases and provides some developmental funding after takeover to permit growth and change. There is a real fear among bands, which cannot be allayed by departmental field staff, that they could be left with inadequate budgets after they take over their education programs. The support for an established, assured method of funding is reinforced by the following few of many comments:

- must have a guarantee or security of funding
- need an assured method of funding
- there is no mechanism for the distribution of dollars
- must be a better funding system (possible block funding)
- there is a need for a guaranteed funding system
- there must be a consistent method of securing funds
- salary dollars must be on a par with Department salaries
- need for a satisfactory system of financing Indian control
- financial increases do not meet inflation.

Department Policy

Few would deny that the Department has a policy which states that the Department will work toward the goal of transferring education programs to Indian control. The problem is that the policy is too general and that it lacks the necessary definitive aspects that bands and Department personnel can use in putting Indian control of education into effect. People want the Department to define clearly what it means by Indian control of education and to state positively the extent to which the Department will transfer programs to Indian bands. They are looking for policy on both developmental and operational funding, for the establishment of procedures in the transfer process and specifics on the Department's responsibility in relation to monitoring and evaluation after takeover.

The lack of a definitive policy creates a hesitation among bands contemplating local control and it works against well-planned management among those bands which have taken over programs.

In addition to the preceding comments relating to funding here are some of the comments on policy:

- the Department has no policy on Indian control of Education
- the Department needs clear planning and policy
- there should be step-by-step transfer packages
- there is a lack of Department policy
- the Department is pushing local control to save person-years
- there is a lack of commitment and assurance by the Department
- the Department should develop objectives and philosophies
- local control is pushed for management convenience
- the Department must develop policies and procedures on local control of education

Information and Communication

Most people felt there is a lack of information on Indian control, that the information in existence is not readily available and that communication systems for distributing information are lacking. Information collection and information dissemination are key ingredients in the process of Indian control. While information and communication systems will be dealt with more extensively in a later section of this report, it should be stated here that people interviewed felt that a system of information collection and distribution is required to facilitate Indian control. Some comments are as follows:

- there should be better communication systems
- there should be better information systems
- the Department should set up communication and information systems
- there is a vacuum in communication
- there should be communication advice and direction from Regional Office.
- build up information systems
- there should be information packages
- information and communication systems are not in evidence

There were numerous other things mentioned that influence the rate of takeover such as loss of treaty rights; departmental staff - no security; Department lacks experience, internal policies; physical condition of schools; don't want E12; satisfaction with Department program and many others. The major influences however were the three described above; funding, Department policy and information and communication systems.

Summary and Recommendations

The trends to take over the Education program will continue to be strong in Northern and Western Ontario, Manitoba, Northern and Western Saskatchewan and Alberta with emphasis in the North. For the balance of the country there appears to be a satisfaction with the status quo. Take-overs will occur in these areas, however there will not be any sweeping movement as evidenced in Manitoba and Northern and Western Saskatchewan.

Major interest lies in the take-over of the Federal schools program with a lesser degree of interest in the Provincial schools program. Post-school and private home placement will be taken over generally where district, tribal or education council organizations exist. The guidance and counselling program which is currently 70 to 80 percent Indian controlled will be almost totally under Indian management in the near future. Interest in the management of education capital is increasing, therefore it can be expected there will be a move to Indian control of major and minor education capital works.

Three major factors influence the rate of transfer to Indian control. These are funding, Department policy and information and communication on Indian control.

Firstly, the lack of a standard funding system both for the transfer process and the operation of the education program after take-over negatively affects the transfer rate.

Secondly, the Department has a stated policy and commitment to Indian control of education however the policy is too general to provide Indian people and departmental staff with the necessary tools to put Indian control into effect. No clearly defined policy on Indian control and the extent to which the Department will transfer programs, no policy and system for providing developmental and operational funding for Indian control and no established processes or procedures on the transfer process and the Department's responsibility after take-over have produced a reluctance on the part of Indian bands to take over education programs.

Thirdly, information collection and information distribution are key ingredients in the Indian control process. At present, because of the lack of a system for gathering and distributing

Indian control information, there is a large knowledge gap which slows down the transfer process.

The Department must meet its overall responsibility for Indian education and place itself in a position to respond positively to Indian control of education by taking the following steps:

- The Department must clearly define what it means by Indian control of Indian education and the extent to which program control and responsibility will be transferred to Indian people. It must set out policies and procedures which establish a process of transfer and the Department-Band responsibilities and relationship after transfer of education programs takes place.
- The Department should establish a funding system for the transfer process and a funding system for operations after transfer. This latter system should have a base or guaranteed component and should take cognizance of geographical and inflationary factors.
- The Department must recognize that it will still be managing education programs in future years. Indian control must not detract from the need to deliver a quality education program in Federal schools. This can only be accomplished by capable education staff who have adequate resources at their disposal.
- There will also be continuing situations where the Department will have the major responsibility for education management but Indian bands will participate in this management. The Department must address itself to these situations by working out with the bands shared management responsibilities clearly defined in education agreements.

VI. THE PROCESS OF TRANSFER TO INDIAN CONTROL OF EDUCATION

A. Approaches to Indian Control of Education

By examining the approaches that have been used across the country to change from Department control to Indian control of education it has been found that the most common element is the fact that most approaches are different. This is not unusual because there are a multitude of factors which have worked against the use of a common or standardized process. Some of these factors are:

- (1) No centralized information sources on the process of take-over. Neither the Department nor Indian education organizations have developed solid information gathering and distribution systems on the take-over process. There is valuable information all over the country but because there are no information collection and distribution systems bands and departmental staff spend valuable time and money in duplicating work that has been already accomplished by others.
- (2) Bands wish "to do their own thing". This is understandable because it is their community, their education program and their children who will be the beneficiaries of the education program. While each community is unique and while the goals and objectives in education for each community may differ there are actions that take place during the take-over process that are common in any situation. While "doing your own thing" can be educational and self-fulfilling it can be carried to the extent where time, money and effort are wasted.
- (3) The "newness" of Indian control. While Indian Control has been around for some time the number of major or medium sized school take-overs in each province has been minimal. There has been a learning, experimenting and searching process taking place. It is only now that best methods, common steps and uniform procedures are beginning to appear. Until recently the knowledge, information and expertise may not have been available to develop a process of take-over.

- (4) While the Department has made a commitment to "Indian Control of Indian Education" it has not identified a firm course of action as to how it will proceed in order to achieve this goal nor has it identified and taken action to secure the resources required to achieve the goal. Each region and frequently each district are acting on their own. Processes or partial processes of transfer are being developed in isolation from region to region. Again we have wasted effort, time, and money which could be eliminated with a basic process that allows for differences to meet unique situations.

The above factors indicate why no standard approaches or processes have been developed. We should also examine what is currently happening and what should be happening. The following comments made by people interviewed provide a frank assessment of how they see the situation and what action they feel should be taking place. These are the comments of the people at the action level; the band, district or tribal Indian people and the regional and district departmental people who work directly with bands.

Comments

- there is a lack of policy by the Department
- local control is used to save person-years
- this region has objectives and philosophies
- control is pushed for managerial convenience
- Government of Canada must establish philosophy, system and dollars for Indian education
- approaches and processes not yet clearly defined
- there is a sensitivity to Indian control in this district
- there is a lack of flexibility in the Department
- clear planning and policies are required by the Department
- Department policy to reduce person-years should not be the basis for Indian control
- Headquarters must provide policy
- there has to be a change in attitude - lip service by Department staff
- Department should bring out policy - lack of policy is a cop out
- policy must come from the top
- what is the Department's policy? Not now defined
- there is nothing from Headquarters - no co-ordination
- objectives in Indian control are set in this region

- the region says take over all or nothing at all
- there are no real objectives except to cut person-years by transferring programs to bands
- there is no real commitment. Dollars are subject to raiding
- no real planning - "small fire" type of situation
- the objectives are pretty well defined in this region
- there is a need for a clear definition of responsibilities of Department and band in local control
- there should be more honesty in dealing with the bands
- this Region is responsive but not pushy. They are trying to follow the rhythm of the bands
- this Region is reorganizing in preparation for takeover
- the Department has no system, no policy, no pre-planning for Indian control.

In summarizing these comments we find that the common assessment of Indian control approaches and processes is that the Department has no policy, no real planning, no system or procedures, some local or regional objectives and in many instances is pushing Indian control of education as a managerial convenience to save person-years. The message delivered by these people is that the Department should establish policy for Indian control of education, develop processes and procedures, and make a commitment to Indian control based on improving the education program.

B Critical Factors in the Process of Transfer to Local Control

The process of transfer of education control to Indian people has been discussed with band councils, band education boards, authorities or committees, tribal or district councils, Indian educators, and departmental staff in each region of the country. These people who have all experienced the process of transfer of education to Indian control have described what they see as the critical factors or the important elements of the process. Following are a list of these critical factors and while everyone did not put forward each of them a majority did see each one as important to the process.

Community Involvement

If the community wants Indian control, if the community understands it, if the community is involved in it and if the community feels a responsibility towards it then control of the education program will work and will be successful. Conversely if the above community participation is not present then community control of the education program will meet with many obstacles. Due to the magnitude and importance of the education program there is a major concern that the band membership should make the decisions with regard to take over. The suggested method is through a referendum supported by a band council resolution. However, prior to these decision-making steps, the band membership must be made knowledgeable of what the management of the education program entails. By engaging in community meetings, community workshops, fact finding trips to other bands under local control, bringing in to the community for speaking engagements people knowledgeable about Indian control sufficient information should be given the band membership to enable them to make an objective decision on take over. Community involvement should not end with this decision. The band membership should continue in an active role in establishing the goals and objectives of its education program, facilities and staff, the establishment of the management and administrative structure and the overall planning for each step of the take-over. Steps should be taken during the take-over process to ensure an active, responsible role for community members after take over has been accomplished.

The message therefore is community support, community involvement and community responsibility from the beginning,

through the transfer process and into the operation of the education program.

Rationale for Take-over

The reasons given for take-over are many and varied. Some of them are:

- a band's desire to manage its own programs. Education is part of an overall take-over plan
- a band's desire to control directly the education of its children
- a band's belief it can provide a better education program for its children than that being provided by the Department or the Province
- disillusionment with the education program operated by the Department or Province
- crisis situations (usually where children attend provincial schools)
- the personal drive of strong individuals
- a band's desire to manage money and to create employment
- pressure by the Department

There was a general concern that some bands could be taking over for the wrong reasons and that this could have a detrimental effect on the eventual operation of a good education program. However, it was recognized that in the band's view even though some people might not agree with the reasons for take-over, in the members' eyes the reasoning was valid. It is therefore the belief that a solid developmental take-over process leading to good education management and the delivery of a quality education program could offset the effects of less than positive reasoning for take-over. The recommendation is that the take-over process must cover all aspects of operating a good education program, must not be compressed into a short time frame, must involve the total community and must be an educational process for the band membership and the band leadership.

Training

One point that was strongly emphasized was the need for training. It was stated that, with few exceptions, the people who would be managing and operating the local education program had little experience in this field. Training was not viewed in the narrow sense e.g. training someone to account for the finances, keep the books, and do the purchasing, but in the broad sense that everyone - band membership, band council, education management, education administration, school teaching staff, school support staff and even students - required preparation in order to make local control of education a viable program. It has been suggested that training (understanding, awareness, involvement and responsibilities) for council, band membership, school teaching staff, school support staff and students can be accomplished through workshops and meetings. For the management group (education board, authority or committee) and for the administrative group (education co-ordinator or director and the clerical staff) the training should be more intensive and specific and directed toward their areas of responsibility. Where the band decides to make major changes in the education program (e.g. curriculum) professional training may also be required. In summary, once the band has determined its goals and objectives, training should take place to enable them to achieve these goals.

Planning

There is a consensus that a band must develop an overall plan for the process of take-over which contains stages of achievement within established time frames. The plan must consider the immediate take-over process, the future operation of the education program and be designed to meet the education goals and objectives as conceived by the community.

Developing plans to ensure the achievement of goals and objectives of an ongoing process is not overly difficult. Even developing plans to bring about changes in an ongoing process does not present major problems. However developing plans and also establishing goals and objectives for an entirely new process is not an easy task. Even so there must be planning if there is to be achievement. The key to good planning for a take-over process is that it must be flexible, it must be reviewed frequently and it must be changed when necessary.

Planning should commence in earnest during the community meetings and workshops. The community in broad terms will describe what it wants in an education program (goals) and how it should be achieved (objectives). At this time it would be well advised to establish a planning group. Their responsibility would be to refine the goals and objectives for community approval and to develop specific action plans for the achievement of these goals and objectives. The planning group could also become the action group who would ensure the plans were acted upon and brought to fruition.

As the take-over process is a growth process it is important that planning reviews should be frequent and that changes in the plans should be made when necessary.

Development and Developmental Funding

It was strongly emphasized that the process of transfer is a process of change. To underestimate the magnitude of this

change and to prepare inadequately for the change would only provide a poor base for the operation of an education program and be a disservice to the community.

While there may be people in the community who have had experience in education management, for the majority of the people this will be a new experience. The development process therefore must take the form of a positive learning experience for the community at large and for those directly involved in the management of the program. This developmental process requires adequate funding in order to be effective. It is imperative that a funding system be established to meet developmental needs. The current method of using funds from other education program areas is completely unsatisfactory.

Education Program Funding

The inadequacy of funding for Indian controlled education programs was not brought forward as a major issue. The major issue is the uncertainty in regard to the amount of funding to be received. There is a real fear that funding could be decreased from one year to the next or that increases would not keep pace with inflation. In addition it was stated that the developmental process does not end with the actual transfer of the program. During the first years after transfer there is still a need for developmental funding with a gradual levelling off to a point where there will still be a requirement to permit innovation and change.

The consensus is that there is too much time and emphasis placed on negotiation, argument and debate on funding. Valuable time and effort which should be devoted to the actual education program is now being spent on financial matters, frequently creating animosity between bands and the Department.

The most favoured method of funding would be a system of establishing standard per capita rates taking into consideration special costs relating to geographical locations etc. In addition there should be guaranteed increases based on yearly inflation rates. Provision should be made for developmental funding as part of the standard rate.

Management

It is recognized that the ultimate management authority in a community rests with chief and council and that any management system for education can only be established under the authority of chief and council. The consensus was however (with the exception of small education operations) that chief and council, being concerned with so many matters relating to life in the community, do not have the time to manage effectively a large education program.

The establishment of a board, authority or committee, either appointed or elected, is a necessity if the education program is to receive the attention it deserves. This body should have the authority and responsibility to develop policy, establish procedures, and make managerial decisions. The board would have to be ultimately responsible to chief and council and to the band membership. The board should have an operating budget and board members should receive remuneration for their work. Unless economy dictates otherwise the education program should operate its financial and administrative program separate from the band administration program.

An administration section reporting directly to the board would be responsible for the direct operation of the education program. The size of this administration section should be governed by the size of the education program being offered.

Program Analysis and Assessment

It was frequently expressed that success in local control could only be achieved if the band established immediate and long term goals for the education program. In order to establish these goals and to measure achievement there is a requirement to identify the education program level at the time of take-over. By analyzing and identifying the program level a starting point can be established on which goals can be based and against which achievement can be measured.

While some might call this an evaluation of the existing program the use of this term places an emphasis on determining whether the program is good or bad when really the major thrust is to determine where the program "is at" and "where do we go from here". An analysis of the program will meet the requirement to determine "where it is at". In doing an analysis of the program it was stated that the following program elements should be examined:

- Teaching and other staff

There is an immediate need to determine the attitude of staff to local control, to identify what their working qualities will be under local control and to see if they can relate to a community-based education program. It is necessary also to examine career plans with each staff member. This is a very uncertain time for teachers therefore the band and the Department would do well to pay special attention to this group as they can be quite influential in determining the direction things will move in the community.

- Facilities

If the band is to operate a first class education program then it must be in a position to devote the major portion of the available time and energy to education as opposed to spending time on education support systems.

A thorough assessment of the physical plant (school and teacherages) should take place. Steps should be taken to have these facilities in good working order by take-over time. Plans for the future agreed upon by the Department and Band should be developed to take care of those things that cannot be accomplished by take-over time and those things required for future expansion or improvement.

- Education program

If the band is to develop a sound educational plan to be followed, a plan which enables the community to measure progress, it must perform an assessment of the existing program. This entails an assessment of the

courses being offered, student progress, teaching methods, program relevance and curriculum change. Using the results of this assessment the community can establish educational goals and related performance indicators.

- Community involvement in education

This assessment should identify the extent of community involvement. It should also determine the wishes of the community as to how and to what extent members want to be involved. From this analysis the band can develop a strategy to make community and especially parental involvement more meaningful and positive. Increased parental involvement should result in better student attendance, fewer disciplinary problems, greater student commitment to learning and a program meeting community needs.

- Support systems

Similar to the examination and upgrading of the physical facilities a smooth flowing support system is necessary for the delivery of a first rate education program. Examination, assessment, action planning and implementation are therefore necessary for the following support systems; pupil transportation education supplies purchases (texts, reference, general and individual pupil supplies, library, sports, audio-visual, etc.), caretaking and maintenance, administration and finance (school and office) equipment and furnishings etc.

- Employment practices

An assessment should be made of salary scales, staff benefits, recruitment methods, employment termination methods, staff discipline codes, working hours, etc. By an analysis of the existing systems, the band can develop its own system for dealing with staff matters.

Department-Band Responsibilities

One of the obstacles to a smooth transfer process is the failure of the Department and the band to establish a clear understanding of what each party will do during the process. The Department should provide timely information to the band and provide assistance when required. At the same time the band should keep the Department informed of the steps it is taking and the progress it is making. At the beginning of the process the band and the Department should meet to determine responsibilities and confirm this in writing. Meetings should continue through the process, adjusting and adding responsibilities as necessary. The end product of course will be a formal agreement clearly delineating the responsibilities of the Department and the band for the operation of the education program under Indian control.

C. A Suggested Process of Transfer

Indian control at this point in time has reached the stage where a number of bands in each region are managing the education programs for their communities. There are other bands who are in the process of take-over and there is a last group, the majority, who will be taking over in the future. The opportunity and the knowledge are now at hand to put together a procedure which will assist these bands in the process of taking over and especially help those bands who will be taking over in the future. Failure to take advantage of this opportunity and knowledge will leave the impediments to local control intact, slow down the transfer process and weaken the strong educational thrust that Indian control of education should attain.

It is clear from the comments made on the Department's approach to Indian control of education and the identification of the critical factors that the Department must take steps to define policy, set up procedures and establish criteria for Indian control of education and the process of transfer to Indian control.

In looking specifically at the take-over process a generally accepted approach can be described by putting together all the elements put forward by the people in identifying the critical factors.

The process should be as follows:

Stage 1 - the Community - Information and Decision

Control of the education program should take place on the basis of informed community membership, involved community membership and a decision on the part of the community membership. The first stage in the process requires extensive work in the community informing the membership about education and about local control of education. This can normally be accomplished through meetings, workshops, reserve intervisitations, distribution of written material and the use of resource people knowledgeable in education and Indian control of education. Early in the above process, probably at the first meeting or meetings, the band membership should appoint or elect a co-ordinating group to plan and implement the program of meetings, workshops and reserve intervisitation. During the initial stage an

assessment can be made of the community's general goals for education. The end result of this community awareness and participation program will be a decision on whether or not to proceed with local control. This decision should be made by having a community referendum. As local control should have a strong community base to ensure success it is suggested that a clear majority vote be required as authority to proceed. As chief and council are the ultimate governing body in the community, approval to proceed would also require their sanction through a band council resolution.

Stage 2 - Goals, Objectives, Plans

After the decision to proceed is taken community members should set their broad goals for education and their intermediate objectives in enacting the take-over process. A plan should also be developed to meet and secure these objectives.

At this time it is imperative that the band establish a working group to oversee and co-ordinate the take-over process. The band, as a result of setting out their goals, may have established a management group such as an education board, committee or authority. If this has been accomplished then this body could co-ordinate the activities of action groups composed of band members who would actually perform the tasks in the take-over process. However, if the management group has not been set up then the band should proceed with a co-ordinating body and action groups.

Stage 3 - Program Analysis and Assessment

The band in establishing take-over objectives and setting out an action plan will have identified most of the activities that have to be carried out in the take-over process. In order to measure the extent of the action required and to establish a base to work from they will require an analysis and assessment of the existing education program. This analysis and assessment should include an examination of the physical plant (school, teacherages and other works) school staff, academic program, community involvement, education support systems and employment practices.

Stage 4 - Goal Refinement and Management Plan

Using the information gathered in the analysis and assessment exercise the band is now in a position to refine and finalize its education goals and immediate objectives in the take-over process. In this last instance members can put together firm plans for the training, development and preparation required prior to the actual start of the local control operation. If it has not yet been completed the first step should be to set up a management group (board, authority or committee). In conjunction with this they should identify their administrative requirements and if possible recruit the administrative staff.

Stage 5 - Development, Training and Preparation

This is a stage of intense activity leading up to the actual take-over of the education program. Developmental training (awareness, involvement, decision making, responsibilities), should be provided for community members, students, education staff, education management and administrative staff and even chief and council. Training in their special responsibility areas should be given to the education board, authority or committee members, administrative staff and other support staff i.e. - caretaking, maintenance, pupil transportation, etc.

The education support systems should be set up i.e. - the office, financial system, purchasing, building maintenance, pupil transportation, municipal services, bonding, audit, insurance, etc.

The facilities should be prepared for take-over and short and long range plans should be developed for their continued maintenance, upgrading and possible future expansion.

The staff management systems should be established in relation to salaries, benefits, staffing methods, contracts, staff evaluation, termination, working hours, etc. Teachers and other staff should be interviewed to determine their future plans. Required staff changes and needs should be identified and steps should proceed to employ staff for program start up.

If this has not already been done the agreement between the Department and the band for the band's operation of the education program should be finalized.

Stage 6 - Band Operation Commences

The band should now be in a position of readiness for start up, however a final review of goals, objectives and plans should take place and changes should be incorporated if necessary. In all probability development and training will still be required after the band education program commences. This should be completed during the first year of operation, however in the education program area i.e. curriculum, teaching methods, etc. change and progress is a long term exercise therefore provision should be made for continuing development in this area.

Comment

While the above process is more or less described sequentially this is not to say that the stages must occur in this order. In addition activities of several stages could be carried on at the same time.

There is the matter of a time frame within which the take-over process should take place. No one was specific in stating an exact length of time but all felt that if adequate preparation was to be ensured the take-over process could not be rushed. Indications were that a period of from one to two years would be required with the one year period being a less than ideal minimum. The other end of the problem is that if the process is extended over too great a time community interest and momentum could falter due to the time lag between planning objectives and achieving results. The take-over date for the convenience of the band and the Department should probably be the beginning of the fiscal year (April 1) or the beginning of the school year (Sept. 1). There is no reason why this could not be phased. An example might be the take-over of pupil transportation contracts on April 1 if they expire on March 31 and the take-over of the teaching staff on Sept. 1 as teachers' employment terminates on August 31.

Summary and Recommendations

An examination of the approaches to Indian control used in the regions shows that each region is working in isolation of the others and that no uniform systems have been developed. There is a strong concern that the Department should develop a required transfer process which must be undertaken by each Indian band prior to the actual take over of education programs. The important elements or critical factors in the transfer process have been identified.

- The Department must describe and put into effect a devolution process which includes the following elements or critical factors:

Community involvement in the local control process including a community decision in regard to take over;

A rational approach to take-over recognizing that while some reasoning may not be valid, a solid take-over process should overcome weaknesses;

Adequate training for the people who will be managing and operating the local education program;

The development of constructive plans by the band for the process of take-over and the future operation of the education program;

An established funding system for both the transfer process and the education operation after transfer;

The establishment of a community education board, authority or committee to make education policy and manage the education program;

An analysis and assessment of the existing program so the community can establish a base from which to start, set goals and objectives and measure progress in future years;

The band and the Department must agree on their responsibilities during the transfer process and formalize their responsibilities after take-over through an education agreement.

VII. DEPARTMENTAL ADMINISTRATIVE STRUCTURE

A. An Examination of the Education Structure

A brief history of the Department's organizational structure for education in the Regions is as follows:

In the early fifties the appointment of Regional School Superintendents established the education program as an identifiable entity within the Indian program. During the fifties and up to the middle sixties the organization grew slowly with the addition of Assistants to the Regional School Superintendents (District School Superintendents), the appointment of some Education Specialists, the establishment of the counselling service and the appointment of Supervising Principals and later School Superintendents at the agency or district level.

In the latter half of the sixties a major thrust was started in the area of post school and adult education. This led to the establishment of a special section to handle this program. The education program was now divided into two distinct sections, the Elementary and Secondary Section which handled federal schools, provincial schools, student residences, and supporting guidance services and the Post-Secondary program which handled university, professional and vocational training, adult education, upgrading, training on the job, placement and relocation and supporting guidance services. As the seventies progressed the Post-Secondary Program became narrower in scope when the Department of Manpower and Immigration took on responsibility for training on the job, placement, relocation, upgrading and much of the vocational training. Also in the seventies, as Indian control of education increased, a new and different program area developed.

The education program situation at present is a gradually decreasing Department-managed elementary and secondary program, a scaled down post-school program which is confined to university professional and vocational training and an every growing Indian control of education program. While the number of education staff has decreased with the expansion of Indian control the education program organization with only a few minor adjustments is the same as it was in the late sixties. It is time to address this situation directly by bringing about changes in the education program organization which will facilitate the move to Indian control and still maintain proper management of Department-controlled programs.

As this report is directed toward Indian control most of the people interviewed looked at the education program organization as it affected this program area. They did however provide comments on the total organization. It has also been pointed out in the section on Levels of Interest - Trends that the Department will continue to operate programs for some years to come. This section of the report will deal with the total organization with emphasis on the Indian control program.

In order to get an overview on what people feel about the education organization structure it is appropriate at this point to list their comments. The following comments from Indian people and departmental staff exhibit strong feelings about the organizational structure of the education program. While some of the comments are repetitive they serve to reinforce points of view.

Comments

- there should be a team or teams of experts on Indian control in the regions.
- there should be more authority, responsibility and control for education superintendents.
- there should be an Indian Department of Education.
- there should be more advisory capacity in the Department.
- there should be a central planning group and information service.
- there should be an education A.D.M.
- there should be more expertise in Indian Affairs.
- possibly there should be an education organization apart from the Department.
- there should be a core of experts including knowledgeable people from everywhere.
- the Department should have a local control section.
- before and after local control the Department still needs staff for expertise and advice.
- there is a need for a special group in I.A.B. with expertise.

- more Department expertise.
- more doers and fewer planners.
- possible need for some individuals to have some expertise on Indian control.
- should be expertise available at region and if necessary at the district level - possibly at headquarters also.
- the education program should be removed from the Department.
- there should be an education branch not under the jurisdiction of other sections.
- there is a real need for expertise and experts.
- there should be a separation of education from the Department.
- now there are no persons in Regional Office to key in on local control.
- there is a need at the district for an Indian control officer.
- need a regional team of experts to assist, advise etc.
- separation of education from the Department.
- departmental staff should be informed, involved, committed and protected.
- restructuring of the organization is required to meet Indian control.
- there is a need for some expertise in the program.
- there is a lack of flexibility in the education organization.
- education must be separated from the rest of the operation.
- there is a need for better qualified people - specialists who can advise and help bands.
- there is a need for people who have expertise in personnel, finance, training etc.
- the organization has to be efficient and simple.

- education must be divorced from the other sections.
- education does not fit into the government bureaucracy.
- stronger Indian control section in the region.
- inexperience in the Department.
- lack of experts at band disposal.
- teams of specialists - local control - respond to local needs.
- establish unit on local control with people in the district.
- need for special officers in local control.
- a district organization with representation from band controlled schools.
- need for local control expertise at the district level.
- need for special section with expertise on Indian control.
- technical advice required from Indian Affairs Branch.

These comments can be reduced to three areas of major concern which are:

1. Establish local control sections at regional offices and district offices.
2. Provide a staff of local control experts at regional offices and district offices.
3. Separate the education operation from the rest of the Department.

The above three areas of concern will be dealt with under the following topics: Education Organization, Local Control - Experts and Expertise and Education as a Separate Organization.

B. A Proposed Education Organization

One of the problems, which has existed over the years in the education program has been the separation of the education program into distinct parts, each with its specific responsibility to deliver certain program services. While this has led to specialization which in itself is not negative, it has worked against an integrated approach to education for Indian people. This specialized approach is less evident in those regions where the major responsibility for the delivery of the education program is done through the districts, however, in regions where operations have been more or less centralized in regional office there are distinct areas of management specialization. Even in the districts the organizational structures reflect specialization with an education superintendent in charge, an assistant superintendent for post-school programs, and possibly local control, and an assistant superintendent for elementary and secondary education. In the districts however, because of staff members' close working relationship, there is frequently an integrated approach.

The problem then is to establish an organization which will meet the needs of the ever-growing local control program and still maintain the capability of providing quality service to Department-operated programs. An organization to meet the needs of local control implies a need for expertise in the process of transfer and the services required of the Department after transfer. An organization which will provide quality service for Department-operated programs implies a need for expertise in elementary, secondary and post-school education.

From this it appears the obvious direction to follow then is to set up a two section organization - one for local control and one for the Department-operated programs. In this case however, the obvious is not necessarily the most appropriate way to set up the organization. If the two section organization is set up we still have the divided approach which is not as productive as a co-ordinated approach.

If we examine the management of Indian education programs, we see a progression that can be described thusly; first Department control, second Department-Indian control (transition period) and last Indian control. It makes good sense to have a continuity of management throughout this progression instead of having one staff member responsible for the program in a community before local control; another staff member working with the community on the transfer of the program to local control and possibly a third staff member being involved after the community takes over the

program. There should only be one staff member for all three stages. This staff member who would have expertise in elementary, secondary and post-school education, expertise in the transfer of programs to Indian control and an ability to provide a service after local control, would provide a total education service to the Indian community. This type of service has several positive advantages which are:

- the staff member will have a total commitment to education in the community.
- trust and co-operation will exist between the community and the staff member and, if one extends this, between the community and the Department.
- because the staff member has a commitment to the total education program in the community he or she, by integrating all aspects of education, should be able to deliver a better service in all areas.
- the transition to local control should be more positive and productive with fewer problem areas.
- after local control is in operation the staff member can continue to provide service to the community in a professional advisory capacity.
- as the Department still has a responsibility to audit local control programs after take-over this staff member should be acceptable to the community for involvement in professional educational assessment and review.

There is another factor which must be considered in structuring an education organization which will meet the needs of Indian control and department-managed programs. As Indian control increases there is a decreasing need for Departmental management services. The education organization must be structured in such a way that it can be reduced in size without disrupting the delivery of service. The organization should also be established in such a way that, even if local control has become total, a core of experts would remain who could provide a professional advisory service to bands under local control and also maintain the necessary professional education audit services required to monitor local control education programs.

Examples of the organizational models for regions with centralized operations and regions with district operations are as follows:

A Regionalized Operation

- Directors of Education - this position would certainly remain. The duties of the position would not change as the overall responsibility for the total education program would still be the same.
- Regional Superintendent of Education - the position of Regional Superintendent of Post-School Education, Regional Superintendent of Elementary and Secondary Education and if established the position of Regional Superintendent of Local Control would disappear. These positions would be replaced by a position called Regional Superintendent of Education. The Regional Superintendent of Education would be responsible for all aspects of the education program i.e. post-secondary, elementary and secondary and local control for the total region, a specific geographical area in the region or a designated number of Indian bands in the region. Currently most regions have at least two or three positions of Regional Superintendents therefore, it follows there would probably be a similar number of new positions.
- Superintendents of Education - under each Regional Superintendent of Education there would be a designated number of Superintendents of Education each one with specific communities for whom they would have responsibility. These staff members would again have the responsibility for the total education program. Taking into consideration travel costs etc. it would probably be wise for each Superintendent to have an educational mix in his area of responsibility i.e. communities in the provincial system, communities with federal schools, communities with local control schools and of course, the post-school program for all communities.

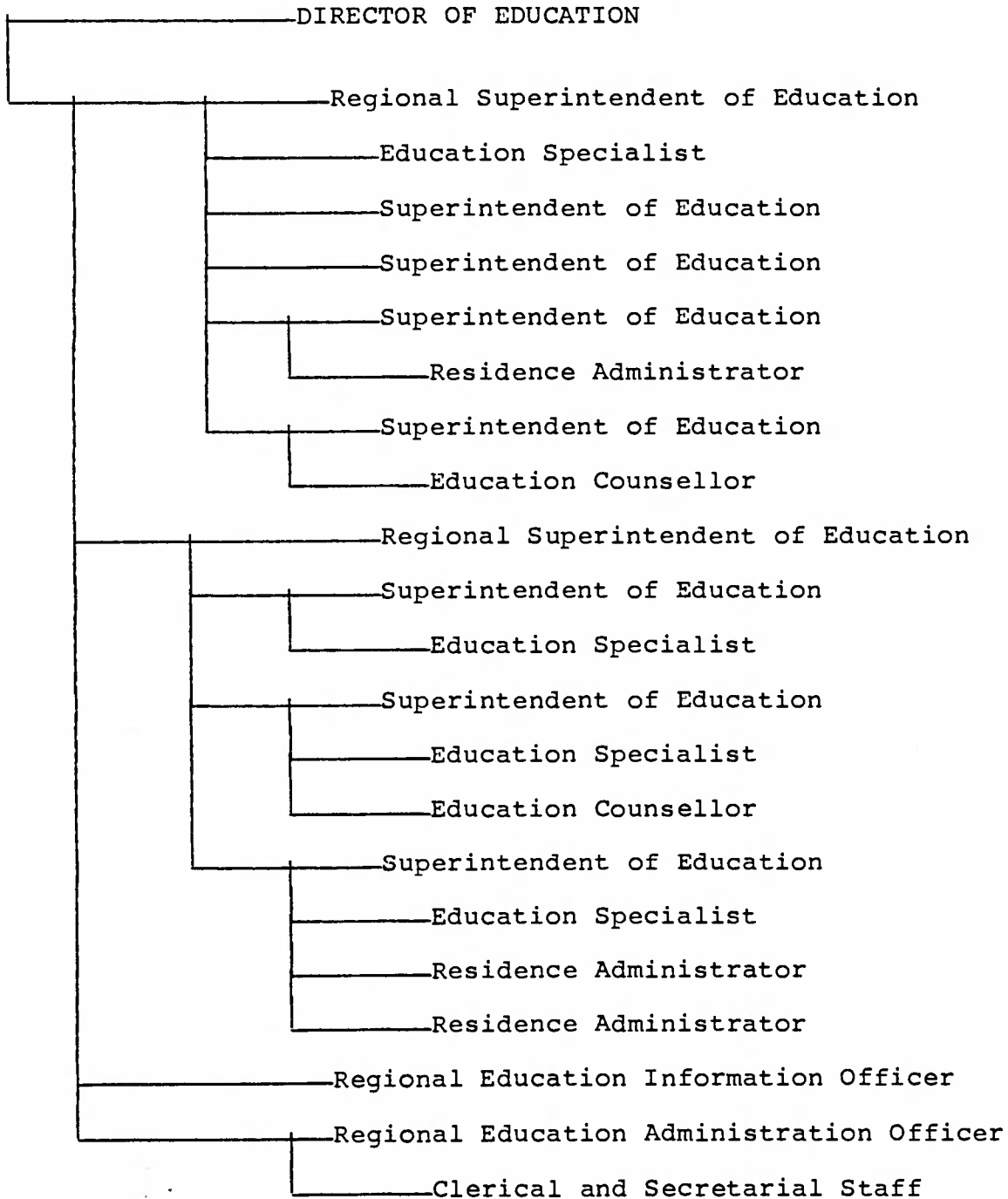
Another approach might be to have the Superintendents work in teams. This would mean that each Superintendent would be familiar with every community in his Regional Superintendent's area and when it came time to decrease staff because of local control take-over, the remaining superintendents would be familiar to all of the communities.

- Assistant Superintendents of Education - there is really no requirement for these positions. Where they exist now, they should be eliminated. If the workload is such that there is a need for more officers working an area then there should be additional Superintendents of Education appointed.

- Education Counsellors - in most regions the counselling program has been substantially transferred to Indian control. Where it is necessary to retain a counselling service then the counsellor or counsellors should report to a Superintendent of Education.
- Student Residences - in those regions where student residences still exist the Residence Administrator should report to a Superintendent of Education.
- Administration Officer - in a regionalized operation there is a definite need for an administrative section. The Regional Administration Officer should be responsible for all internal office operations, contracts, agreements, purchasing, etc. The major task would be, of course, in the area of education finances.
- Regional Education Information Officer - one of the major problems in dealing with Indian control is the lack of an information gathering and distribution system. An information section which will develop a library of Indian control materials is a must. These materials must contain information that covers the total scope of the Indian control program, and all those things that affect it i.e. Federal and Provincial legislation, Departmental policies, Departmental procedures, Provincial policy, legal aspects, program accreditation, benefits information, financial systems for Indian control, methods used by bands in the process of transferring to local control, methods used by bands after local control, agreements and contracts, etc. Besides being an information source the section must keep abreast of all things new in local control and through a distribution system such as regular bulletins make certain this information is distributed throughout the region. The information service could be expanded to include the gathering and distribution of professional education program materials. This section should report directly to the Director of Education.
- Education Specialists - there will probably still be a need for some specialists such as classroom consultants, reading specialists and remedial teachers. However, if the workloads of the superintendents are not excessive these individuals should have more time to devote to the professional aspects of education. In any case specialists should report to the Superintendents of Education or if there are only one or two for an area they should report to the Regional Superintendent of Education.

Sample Organization Chart

Region with Centralized Operation



Regions with District Operations

The major difference between the regional type of operation and the district type of operation is reporting lines. While some people may believe that education should become a regionalized operation in every region it is not feasible unless the total Indian program for the region is regionalized. The reporting relationship therefore will probably remain as presently established.

The Regional office organization should change however to parallel the suggested organization for a regionalized set up.

The Director of Education position would remain unchanged, the Regional Superintendents' positions as they are now established would disappear to be replaced by Regional Superintendents of Education who would have responsibility for the total education program in a specified number of districts.

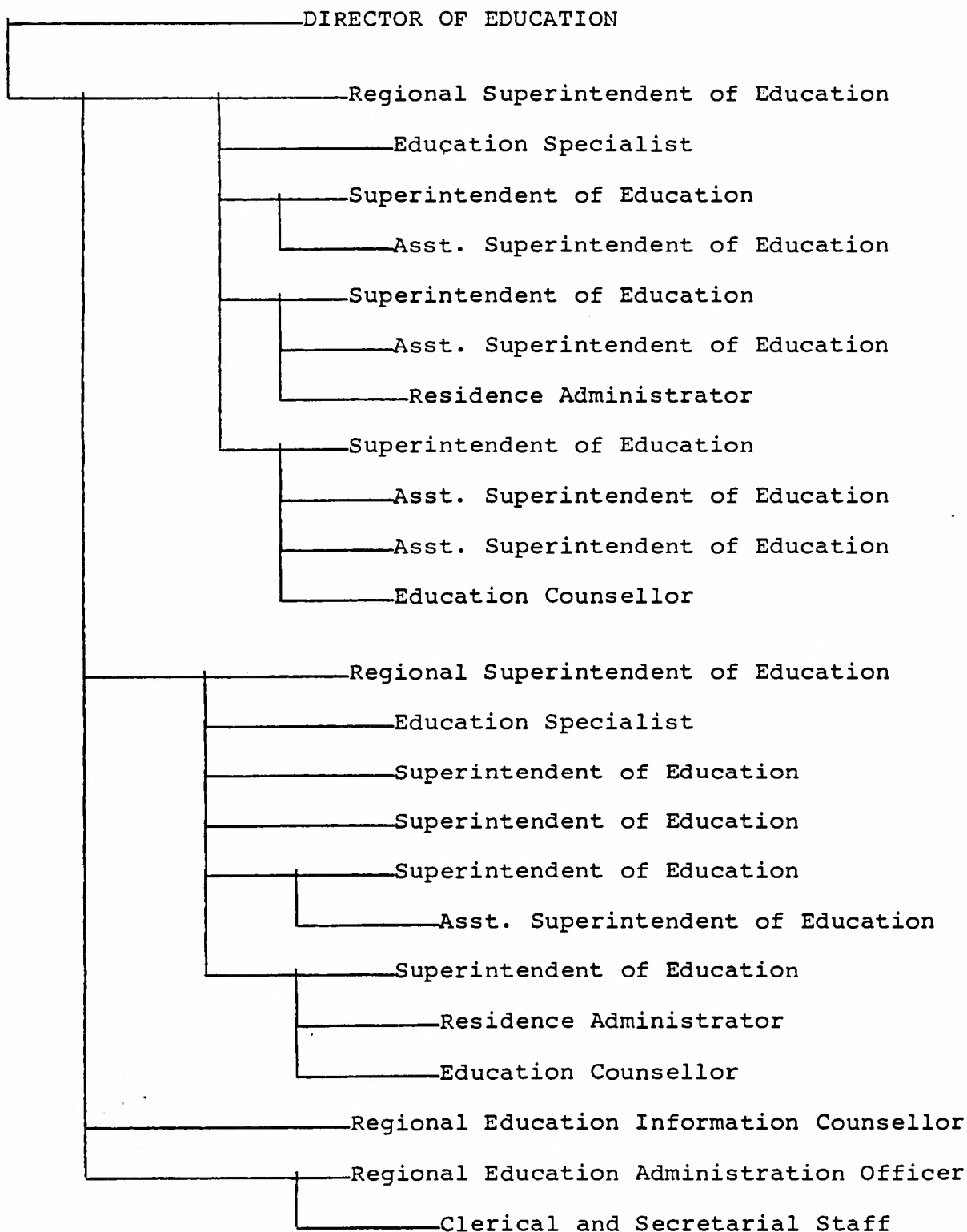
An administration section would be required but not on the same scale as the regionalized operation as much of the education administration requirements would be performed at the district level. Similar to the regionalized operation there would be the need for an information section.

At the district level there would be a need for a Superintendent of Education and possibly, according to the size of the workload, one or two Assistant Superintendents. The Assistant Superintendents would each have responsibility for the total education program in a specified number of communities or they could work as teams in a way similar to the superintendents in a regionalized operation. Another approach might be to have one or more superintendents of education at the district level as opposed to having a superintendent and assistants. This may not be acceptable in a district operation as it would bring in the possibility of several education staff reporting directly to the district managers. It would be wise however to examine this approach.

Again where the need exists Residence Administrators, Education Counsellors and Education Specialists should report to the Superintendents of Education.

Sample Organization Chart

Region with District Operation



C. Information and Communication - Indian Control

In the section "The Process of Transfer to Indian Control" and earlier in this section it was mentioned that no solid information gathering and distribution systems have been developed on Indian control. This has been an impediment in the take-over process and has led to much unnecessary experimentation and duplication of effort.

The following are comments made by Indian people and Department people in regard to information and communication on Indian control.

Comments

- more information between regions required.
- must have information available somewhere (national and regional).
- information and communication a must; not in existence now.
- better information and communication to bands.
- centralize information on local control.
- central planning group and information service required.
- more communication, more exchange between Department and band.
- co-ordination of information and information distribution from Ottawa.
- there are no established information or communications systems.
- there is a need for more information, co-ordination and communication (now we just "wing it").
- vacuum in communication between bands and the Department.
- communication problems with Regional Office; lack of advice and direction.

- should be open information - Indian Affairs to band councils.
- information exchange systems and communication systems should be established.
- more information, more distribution of information through seminars and band staff training.
- should be "meets", regional and national, on local control.
- information systems and communication systems should be established in regions and at Ottawa.

It is obvious from these comments that people have a strong feeling there is a decided lack of information on Indian control and the information that is on hand is not readily available for use.

The need is clear and the recommendations are clear. Ottawa must establish a national library of materials on Indian control, set up an information distribution system to the regions and co-ordinate the information gathering and distribution process between regions and headquarters. Each region should likewise establish its own information and communication systems along the same lines as the headquarters section. In order to accomplish these tasks it will be necessary to establish Education Information Sections at headquarters and at regions. While we are dealing here with Indian control there is no reason why these Education Information Sections cannot include in their operations the collection and distribution of information that relates to the professional and academic content of education programs.

Knowledge is the cornerstone of Indian control and to acquire knowledge, information and communication of information are of vital importance. It is imperative that these information and communication systems be established.

D. Local Control Experts and Expertise

From the previous topic on the "Education Organization" it will be noted that the recommendation is to make all field officers experts in local control. While this does not follow exactly the suggestions put forward to have a core of local control experts at region and district it meets and goes beyond this recommendation. If one accepts the rationale that the education

program for Indian people should be treated as a whole then a method of total approach must be established.

This means Department officers must have sufficient knowledge to work with expertise in the three major education program areas - Elementary and Secondary Education, Post-School Education and Indian Control. Most officers in the Department have a basic knowledge in all three program areas and probably expertise in at least one of the areas. The task then is to ensure that all officers will have expertise in all three program areas. This can only be acquired by an intensive training program for staff.

While the Post-School Program is of great importance because post-school education is the ultimate goal of most Indian students the knowledge required by staff to work in this program area is not as extensive as in the other two program areas. For those staff members who require training in this area one or two short training sessions should be sufficient to provide them with a good working knowledge of the program.

For the Elementary and Secondary Program there is a requirement for extensive knowledge in such areas as curriculum, teaching methods, supervision, staff recruitment, school administration etc. If a staff member has limited knowledge and experience in this area the training requirement would be very great. The best approach for staff members with very limited knowledge in this category would be to reassign them to other duties in other sections where their abilities and knowledge could be effectively used. For those staff members whose knowledge and experience need some upgrading, appropriate training should be provided through seminars, short courses, and on the job training with knowledgeable staff.

The number of staff members with expertise in Indian control is limited therefore there is an extensive training requirement in this program area. The Department should prepare a detailed training program on local control. The exact length of time required for this training would be determined after the program is drawn up, however, it would probably take from three to six weeks. The training should be phased i.e. if it is a six-week program it could be broken down into three two-week sessions

spread over several months.

There are two factors which must be considered in providing training for staff. One is that while the department officers are being trained they are not performing their normal duties and therefore there is a stoppage of the service they provide and the other is that the training suggested here is quite extensive and could be costly.

In dealing with the first factor two steps should be taken. First the officer's capabilities in the three program areas should be assessed and the employee should only take training where a need is identified. Second if training sessions are short, intensive and phased over a time period then the officers will only be away from their duties for short periods which will not bring about any serious interruption of service.

In dealing with costs these can be kept to a minimum if the following steps are taken:

- the training should be internal to the education program. The education program has the staff expertise to prepare and conduct the training programs. Very little costly external expertise should be required.
- whenever possible Department facilities should be used to conduct training sessions. This will cut down on the cost of meeting rooms and in some instances e.g. using a student residence - it will reduce the cost of accommodation and meals.
- most training course materials can be produced within the Department which will limit the need to secure the services of commercial firms.
- the costs for travel, accommodation and meals for staff members being trained cannot be avoided however, through good travel planning and the use of provincial or private training facilities as opposed to commercial facilities (hotels) these costs can be kept to a minimum.

E. Education as a Separate Organization

Strong views were expressed by Indian educators and departmental education staff about the separation of the education program from the Department and from Government altogether. Some suggestions were as follows; a Crown Corporation to handle education, an Education Commission to run the education program, an all-Indian National Education Board to run education, an Assistant Deputy Minister of Education within the Departmental structure, and a system whereby Indian bands could deal directly with Treasury Board on financial matters and even a Minister of Indian Education.

In examining the reasons for these proposals it can be determined that people expressed two major concerns.

- The education program lacks status, power and recognition within the Departmental structure. It is the largest program within the Department from the financial standpoint and it is the largest in terms of staff (Department and local control). It is a program that holds the key to the future of Indian people. It deals with Indian children, the major resource of Indian bands. Yet despite all this, the program is placed in a position that is five steps down from the Ministerial level. The concern is that the education program cannot receive the necessary recognition, command the needed attention or secure the required resources when it occupies such a subordinate position.
- The second concern is that government policies, procedures and systems are designed and structured to encompass a total government operation and that the management of education programs is impossible within this government structure. Cases were cited where government establishes programs as separate entities such as Atomic Energy of Canada and PETRO Canada. These steps are taken because of the uniqueness of these programs and the rationale is that Indian education is also unique. Cases are also cited from the provincial education systems where communities cannot maintain or manage their own education programs primarily due to an almost total reliance on the provincial Departments of Education for financing. In these instances the provincial Departments of Education do not directly manage and operate the schools but they set up school divisions and districts such as Frontier School Division in Manitoba and Northland School Division in Alberta whose operations parallel in almost every way the operations of regular provincial school divisions or districts.

As Indian education is moving forward under Indian control and the total education program is in a state of change it may be inappropriate to consider a separation at this time as an Education Crown Corporation or a Ministry of Indian Education.

It would be appropriate however for the Department to examine education's position within the Departmental operation and if necessary bring about positive changes to ensure it receives adequate attention and resources. In addition the management systems (Personnel, administration and finance) of government should be examined to determine if they are compatible with the management of an education program and if necessary changes should be made to eliminate impediments to the operation of the education programs.

Summary and Recommendations

The Department's education organization structure has changed little since the latter part of the sixties. The organization is still basically a two-section structure one being elementary and secondary education and the other post-school education. The reduction in scope in past years of the post-school program and the increase in the Indian control of education program has brought about no major changes except that Indian control is frequently handled by post-school education staff. Several major concerns have been expressed relating to the lack of expertise within the Department on the local control of education process, the lack of a special section to handle local control, the dearth of information on local control and the difficulties that arise in trying to operate an education system within a bureaucratic structure.

In order to meet these concerns and to improve the delivery of the total education program the Department should take the following steps:

- In each region eliminate the specialist titles and functions of all education officers at and above the superintendent level. The officer titles would become Director of Education, Regional Superintendent of Education, Superintendent or District Superintendent of Education and Assistant Superintendent of Education. Each officer would be responsible for the total education program (elementary and secondary, post-school and Indian control) for a designated area or a specified number of reserve communities. This system would ensure a co-ordinated approach to the education program, provide staff continuity through the various stages of the education program (Department-operated programs, devolution period, and Indian control) and enable the department to reduce its staff but still maintain its education responsibility as Indian control expanded.
- Make certain that all education superintendents have expertise in each program area (elementary and secondary, post-school and Indian control). Where necessary provide training for these superintendents so they may obtain a satisfactory level of expertise in each of the three program areas. These superintendents then will continue with a program from the time it is under Department control, through the transition period and into the period of Indian control. They will be committed to the education program in a community and accepted and trusted by the community membership. They will be in a position to fulfill the Department's education responsibility

during the devolution process and after the community takes control.

- Establish an Education Information Service at headquarters and in each region. These information sections will be responsible for the establishment of libraries complete with all available information on Indian control and the devolution process and the distribution of these materials to regions, districts and bands. Their function could be expanded to provide the same service for professional and academic education information.

- Examine the position of the education program within the total Departmental operation and if necessary bring about changes to ensure the education program receives satisfactory recognition, attention and resources. Look at government policy, regulations and procedures as they relate to education administration, finance and personnel matters to determine if they are compatible with the management of an education program and where possible bring in changes which will facilitate the operation of the education program.

VIII. DEPARTMENTAL SERVICES AND RESPONSIBILITY TO BAND
CONTROLLED EDUCATION SYSTEMS.

The extent to which the Department should be involved in band controlled education systems has not been clearly defined. The extent to which the Department has been involved in band controlled education systems has ranged from almost total "hands off" situations to extensive participation in the local control activities. Opinions range widely as to how the Department should be involved and to what extent the Department should be involved. There is one fact that remains however and that is the final responsibility for Indian education rests with the Government of Canada whether the education programs are operated directly by the Department or whether they are operated under Indian control.

The task then is to establish methods whereby the Government of Canada can fulfill this responsibility in local control systems and in the process of fulfilling this responsibility provide support and assistance to the local control systems.

The Department can meet this education responsibility by dealing effectively with four specific aspects of Indian control which are:

- the process of transfer to Indian control;
- financial resources for Indian control;
- Departmental advice and assistance in Indian-controlled systems;
- auditing - financial and program.

A. The Process of Transfer to Indian Control

One of the major ways the Department can fulfill its responsibility to Indian education in an Indian-controlled setting is to ensure that a band gets off to a good start. This can be accomplished with the establishment of a take-over process that adequately prepares the band for the management of its education program. This process which has been described in detail in the previous section must become the required procedure for the transfer of education programs to Indian control. While this take over process will not guarantee success it will enable Indian bands to assume the management of their education programs from a position of knowledge and strength.

B. Financial Resources for Indian Control

Another major area of Departmental responsibility in Indian-controlled systems is the matter of funding. The Department must ensure that Indian bands have sufficient financial resources to operate their education programs.

The following comments from Indian people and Departmental staff support this position.

Comments

- there must be a satisfactory system of financing Indian control.
- tuition agreements must be negotiated similar to those with provincial school system.
- the Department must facilitate the turn-over of dollars on a rational basis.
- the delivery of services and dollars is presently inconsistent. This should be corrected.
- there must be a firm base for financing Indian control.
- there should be block funding.
- money must be available to hire quality people.
- financing should be established using data base or a per capita system.
- there must be solid financial agreements.
- there must be flexibility in funding.
- there must be an assurance funding is available from year to year.

Unfortunately an excessive amount of time and effort is expended by the bands and the Department in dealing with the financial aspects of Indian control of education. This is time and effort that should be spent on the delivery of a quality education program. The matter of funding for Indian control has been brought up in detail in the previous sections of this report on

"Levels of Interest - Trends" and "The Process of Transfer to Indian Control of Education".

It should suffice to say that the Department must formulate and put into effect a standardized guaranteed funding system for Indian-controlled education programs.

C. Department Advice and Assistance in Indian-Controlled Systems

Before examining the role of Departmental staff as advisers and helpers after Indian control is in effect it is necessary to examine the comments made by Indian people and departmental staff on this aspect of Indian control of education.

Comments

- Departmental staff should be available as advisers or experts.
- the personality of advisers is very important.
- there is a need for professional advisers but these people must not be involved in finance.
- there should be a greater involvement in giving professional advice.
- either hire consultants (band) or provide service (Department) on request.
- there is a need for a core of experts (knowledgeable people from anywhere).
- Departmental knowledge and expertise should be available.
- staff must be compatible with Indian control.
- the Department has an advisory responsibility.
- there should be Indian advisers.
- there should be more trust.
- Departmental staff should provide professional advice.
- professional aid should be secured through outside contracts.

- there is some need for professional services.
- on request there could be an advisory relationship.
- only need Indian Affairs when necessary.
- the Department should provide advice on request.
- Departmental staff should be available.
- the bands need education advisers.
- need education (staff) to provide advice to band councils.
- on request the Department should provide professional services.
- technical advice required from D.I.A.N.D.
- there should be a close working relationship between the bands and the Department.

From these comments it is obvious that there is a need and a demand for Departmental staff to act in an advisory capacity after transfer of education programs takes place. The most important point that is brought out is that this advice should be professional in nature and that it should relate directly to the delivery of quality education programs.

A second point that is put forward is that the advisors should be people whom the band can trust, people who have an understanding and acceptance of Indian control and who are personally suitable for the role.

A third point put forward is that advice should be available on request and the fourth point mentioned is that advisory services could be purchased from outside agencies such as Departments of Education or universities.

To enable the Department to continue working with bands in an advisory capacity after takeover the Department must take the following steps.

- Ensure that Departmental staff have a high degree of professionalism and expertise in education programs i.e. curriculum, teaching methodology, education administration and supervision etc.

- Ensure that there is a strong trusting relationship established between Departmental staff and bands. One way of developing this relationship is by having staff members who manage the federal school in a community work with the band during the process of take over and continue with the band in an advisory capacity after take-over.
- where required to supplement the Departmental advisory service the Department should work out with the band arrangements for professional education services from a third party or parties.
- the arrangements for professional advisory services should be firmly spelled out in the local control agreement between the band and the Department.

D. Auditing - Financial and Program

When it comes to the Department auditing or monitoring the education program and the financial program we are faced with a controversial issue. This can best be described by the following comments of Indian people and Department staff.

Comments

- there must be clear agreements laying out responsibility.
- must be professional monitoring.
- Indian control through an Indian association.
- I.A.B. keep their nose out of it.
- monitoring of the professional aspect could be done by D.I.A.N.D., Department of Education or private organizations. (University or consultants).
- responsibility must go with program transfer. Accountable to the electorate of the reserve and the people of Canada.
- no real requirement for D.I.A.N.D. after Indian control.
- monitoring now basically financial.
- if agreements firm problems can be solved.

- must be monitoring of finance and program.
- monitoring of the professional aspect could be done.
- there is too much control - too much direction.
- Department and band should agree to outside evaluation.
- the agreement terms and conditions should contain monitoring and advisory function.
- should be financial monitoring in the agreement.
- provincial inspection necessary for the accreditation of teachers.
- there is still a need for contact and monitoring by D.I.A.N.D. after local control.
- the Department's responsibility should be built into agreements.
- program monitoring could be performed by an outside agency agreeable to the Department and the band.
- the Department must insist on basic standards.
- there must be continuous evaluation by an outside agency.
- parents are the ultimate inspectors.
- inspection and monitoring must be built into the agreements.
- monitoring should be done to keep the bands on track financially.
- there should be an audit of the level of service (could be provincial).
- there should be monitoring and evaluation for quality control.
- band operations must be compatible with the provincial system.

Unfortunately auditing (or monitoring) is viewed as a policing activity. The Department must take steps to dispel this view and establish auditing or monitoring as a positive, constructive business-like process. There is no choice in this matter as the Department, in order to maintain its education responsibility for Indian people, must be involved before local control takes place, during the transition process to local control and after local control is in place.

Following are the approaches the Department must take in auditing or monitoring the financial and program aspects of Indian control:

1. Financial Monitoring or Auditing

Financial monitoring or auditing has become an accepted practice by the bands and the Department. This function is now carried out through annual audits and regular reviews of the bands' financial statements. In order to improve the system the first step the Department must take is to put into place a sound funding system for Indian education in order that Indian education authorities know exactly where they stand on financial resources. The second step is for the Department to put into effect a devolution process which prepares the education authority for sound financial management.

In support of these two steps the Department should provide a financial advisory service to the education boards. This service, probably not a function of the education program, should be available to the education authorities on request and in addition terms in the education agreement should make provision for reviews of the education board's financial activities at regular intervals. This last exercise should be done in a positive way, which would assist the education board in managing its financial affairs.

In summary, by providing a satisfactory funding system for local control, by providing sound preparation for financial management during the devolution process, by providing a financial advisory service and by conducting regular financial reviews the Department can fulfill its fiscal responsibility in Indian control systems.

2. Program Auditing or Monitoring

From the comments it is apparent that people view the monitoring or auditing of local control programs as formal exercises to measure the quality or success of the program. While there is an obvious resistance to this type of exercise the comments also emphasize the point that there should be some form of program audit. It follows then that there must be a change in emphasis in program auditing in order that it becomes acceptable to Indian bands. The auditing or monitoring must be accomplished through an ongoing process of providing advice and help for Indian control systems.

The whole thing falls back on establishing a Departmental advisory service staffed by education professionals who are accepted and trusted by the bands. As mentioned earlier this service could be supplemented by the involvement of outside professionals from the Departments of Education or universities.

These services clearly described in an education agreement coupled with the fact that the education authority has to live with and answer to the band membership should certainly meet the program auditing needs of the Department.

Summary and Recommendations

The final responsibility for Indian education rests with the Government of Canada whether the education programs are operated directly by the Department or whether they are operated under Indian control. Methods must be devised whereby this responsibility can be fulfilled in Indian controlled systems. In the process of fulfilling this responsibility the Department should be able to provide support and assistance to the Indian controlled systems. The following action should be taken.

- The Department must ensure that there is a process of transfer - a devolution process that prepares the chief and council, the band membership, and the education board for their task of developing, managing and directing a successful education program.
- The Department must make certain that a rational, consistent funding system for Indian control is developed in order that the bands and the Department can devote their efforts to education as opposed to financial matters.
- The Department must be prepared to provide advice and assistance to bands who control their education programs. This advice and assistance should be delivered by professional education staff who preferably have worked continuously with the bands through all stages of their education development program. The staff must have the respect and trust of the band leaders and band membership.
- The Department must achieve its financial and program audit responsibility through a positive process of involvement in Indian control systems. This process must provide constructive assistance and advice in order to strengthen Indian control programs.

By enacting the above the Department can be supportive of Indian control, maintain its ultimate responsibility for Indian education and not interfere in the education decision-making process which must be performed at the band level.

IX. APPENDIX A

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PRINCE ALBERT, Saskatchewan

Lyle Davies,
District Superintendent of Education,
Yorkton District,
YORKTON, Saskatchewan

Stewart Gates,
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Fort Frances District,
FORT FRANCES, Ontario

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QUEBEC CITY, Quebec

René Carrière,
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Dickson Taylor,
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Jim Hawks,
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