

PROGRAM EVALUATION

OPERATIONAL REVIEW

EDUCATION PROGRAM

MANITOBA

FEBRUARY 1981

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Indian and Northern Affairs
Indian and Inuit Affairs Program
Program Evaluation Branch

OPERATIONAL REVIEW

EDUCATION PROGRAM

MANITOBA

FEBRUARY 1981

Prepared by Audit Services Bureau
for the Evaluation Branch, Corporate Policy, DINA.

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EXECUTIVE SUMMARY

A. GENERAL

The review of the Education Program in Manitoba has revealed weaknesses which suggest that completely fresh initiatives must be forthcoming from the Region in order that program objectives may be realized. There is a lack of emphasis, in the Program's activities, towards ensuring that the quality of the education being given to Indian children meets their needs and the wishes of the Indian people. Also, any concern over value-for-money in the spending of \$47 million on Indian Education in the Region has not been translated into a system of control that would ensure effective management of the program.

During the course of the review it became evident that communications between Regional officers and Indian education leaders were in need of strengthening if effective, mutually supportive action leading to improvements in the Indian education program in Manitoba is to occur. Those Bands who now have their own schools (only 4 Bands out of 58) just want to be given the funds and left alone to manage on their own. They believe they can do a better job than the Department has done.

There is frustration among Bands who do not run their own schools because the message they hear from the Department includes no new concepts and no positive assurance that real help is forthcoming towards the achievement of their goals. The ease with which such achievements are realized will depend heavily on the initiative and attitude of the Department in terms of action taken to rectify the weaknesses and shortcomings observed on during this review. The

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A. GENERAL (cont'd)

observations resulting from the study are presented in this report grouped under what are considered the four most important areas of concern:

Indian Control of Indian Education
Quality of Education
Resource Utilization
Resource Protection.

In this executive summary, the topic sentences from each observation are listed, followed by a set of recommendations. In total they reveal a need for new initiatives in support of a primary commitment - that of helping the Indian people acquire a satisfactory level of education.

B. OBSERVATIONS

The observations from the study are as follows:

Indian Control of Education

There is no clear policy and no regularized procedure in use to facilitate an orderly handover of education responsibilities to a Band.

No clear criteria are being used as a basis for deciding whether or not a Band should take over the administration of their education program.

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B. OBSERVATIONS (cont'd)

Indian Control of Education (cont'd)

In the few cases where Bands are operating their own schools, legal and financial technicalities have not been resolved.

The developing organizational structure for Education, incorporating Tribal Councils, is not supportive of Indian control of Indian Education by the Bands.

Organization planning at the Regional Office level is not responsive to changes inherent in the transfer of control to Indian Bands.

Quality of Education

Planning is not evident towards the task of achieving needed improvements in the quality of education received by Indian children.

Information is available on some factors which relate to quality of education, but is not being used for evaluation and corrective action.

Three different delivery systems are in use to educate Indian children, but comparisons of their several degrees of effectiveness are not available for analysis.

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B. OBSERVATIONS (cont'd)

Quality of Education (cont'd)

Discrepancies in grade levels between Federal (Indian) schools and Provincial schools are not analyzed for evaluation purposes.

Forty percent of the Indian students in Manitoba Region attend Provincial schools, but there is no evaluation of the quality of education they receive.

Resource Utilization

Data is not provided or collected in a form to permit cost/benefit comparisons of the three major delivery systems.

The rationale for the present processes or practices by which (education) funds are allocated to the different Bands is not clear.

A lack of Regional co-ordination over the maintenance of school facilities has resulted in the education staff being heavily pre-occupied with maintenance problems versus education.

The Education budget amounts to 39.8% of the total Region budget, but only 15.2% of the administrative staff are assigned to the task of managing the Education program.

There is a serious lack of co-ordination between Education and other programs and support services in the Region.

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B. OBSERVATIONS (cont'd)

Resource Protection

Poor maintenance of school facilities is affecting adversely the quality of education being provided.

The present method of deriving maintenance costs for budgetary purposes does not provide valid data for planning purposes.

Difficulties encountered in controlling capital projects have resulted in delays in their planning and completion, and in increased costs.

C. PROPOSED COURSES OF ACTION

Courses of action proposed in response to the preceding observations are listed below in the same arrangement. It is suggested, however, that these recommendations be viewed (and implemented if accepted) as an integrated set; and further, that they be put into the larger perspective of the long-standing policy which committed the Government to transfer control of Indian education to the Indian Bands.

Indian Control of Education

It is recommended that:

- a senior officer, appointed to facilitate transfer of control of education to Bands, be assigned as a first priority the task of developing policies and procedures that will facilitate the handover process.

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C. PROPOSED COURSES OF ACTION (cont'd)

Indian Control of Education (cont'd)

- the Department establish fair and reasonable criteria including their own funding and training commitments, by which the orderly and timely takeovers by a Band can be planned.
- the Director of Education include in priority tasks the definition and resolution of legal and financial questions which create difficulties in the area of school management.
- further funding of Tribal Councils for education activities be deferred, until such time as the participation of the Bands, to ensure their control is effective, can be arranged.
- that such participation by the Bands include a procedure by which funds are allocated to the Bands for further allocation (if they so decide) to the Tribal Councils.
- the Director of Education accelerate his plans for organizational changes; and that he request or initiate changes in the total Regional structure which will facilitate the handover of his program to the Indian people.

Quality of Education

It is recommended that:

- quality factors be identified, analysed and evaluated in the perspective of an urgent need for immediate remedial action; and that resulting action plans be such that they can be implemented within presently available resources.

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C. PROPOSED COURSES OF ACTION (cont'd)

Quality of Education (cont'd)

- Education officers' time and efforts be re-directed from maintenance, capital projects, etc., to more relevant duties in connection with the improvement of the quality of education for Indian students.
- data be collected as appropriate and analyzed regularly to determine the respective merits of the three main delivery systems, and to provide a basis for corrective action.
- Education officers devote their energies to such creative programs as will help Indian students overcome situations which inhibit or preclude progress in their efforts to get a good education.
- additional professional resources be requested and assigned the specific task of monitoring and evaluating the quality of education received by Indian students who attend Provincial schools.
- the same resources develop programs with Indian parents, Band officials, and school boards, to correct the problems identified by such evaluation.

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C. PROPOSED COURSES OF ACTION (cont'd)

Resource Utilization

It is recommended that:

- the arrangement with the Frontier School Division be examined with a view to rationalizing their costs with other Provincial schools and with the other delivery systems.
- actual costs for the Federal schools be determined, including full maintenance costs and at least estimated administrative costs, with a view to bringing standards in the schools up to a level comparable to the other systems.
- costs per student at Sandy Bay and Peguis be analyzed with a view to developing an acceptable formula for Band operated schools.
- education programs be transferred to Band administration with all possible dispatch.
- the process for allocating funds to a Band or School be rationalized, starting with the regular collection and analysis of data in a mode that will lead to such rationalization.
- the Education staff turn over its responsibilities for developing, directing and controlling repair and maintenance to Engineering and Architecture, including authority to make commitments against that portion of the education budget identified for repair and maintenance.

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C. PROPOSED COURSES OF ACTION (cont'd)

Resource Utilization (cont'd)

- the Director of Education assess his resources in the perspective of program demands, and request sufficient additional staff to carry out the major tasks which are now being neglected.
- the Director General and the Director of Operations initiate closer co-ordination between Education and other components of the Regional organization.

Resource Protection

It is recommended that:

- as discussed elsewhere in this report, Engineering and Architecture be assigned overall responsibility and authority for repair and maintenance of school facilities to ensure the effective and efficient use of available personnel and funds for the task.
- detailed site inventories be established in order to facilitate the development of a preventive maintenance program.
- actual historical data be included in the data used to determine budget levels for maintenance (planned and preventive).

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C. PROPOSED COURSES OF ACTION (cont'd)

Resource Protection (cont'd)

- the preparation of historical data be co-ordinated with Engineering and Architecture, and consideration be given to having the latter assume a more direct responsibility for input to the Regional budget on maintenance matters.
- the funds expended for repair and maintenance be accounted for and reported on in a manner that will permit the practical generation of accurate information for planning purposes.
- a formal approach be taken to the control of capital projects in which responsibility and authority for overall management are clearly defined.

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INTRODUCTION

This report presents the findings of an operational review of the Indian Education Activity as it is managed/administered by DIAND in the Manitoba Region.

The review was carried out by Audit Services Bureau, during the period October - December, 1980, under contract to the Department of Indian Affairs and Northern Development, Program Evaluation Branch (P.E.B.). This review was the second such study, following one in Saskatchewan Region carried out during the months of August - October, 1979.

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METHODOLOGY

The study in Manitoba was conducted differently from that in Saskatchewan, in that it was internal to the Regional office, addressed specifically to the Education program and had no extensive involvement with Bands or other organizations. There was no Advisory Committee for the team to report to but rather the Regional Director General and the Director of Education were identified as the primary client/auditee.

Regular progress meetings were held with Program Evaluation Branch representatives, and a member of that Branch was involved in the study on a part-time basis.

Field work with Bands and Schools was very limited. Specifically it involved:

- a visit to the Dakota Ojibway Tribal Council at Brandon;
- a visit to Pukatawagan Reserve and School;
- a visit to Sandy Bay Reserve and School.

The field work included a visit to the District Office at Thompson, Manitoba.

The thrust of the study was to examine management processes and practices which are presently in use to achieve the major objectives of the Education program. The first objective relates to the long-standing obligation of the Government:

- to assist the Indian people in acquiring an acceptable level of education.

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METHODOLOGY (CONT'D)

The second major objective has been adopted by the Department in recent years, in response to a policy enunciated by the Minister in 1973. It may be stated as:

- to transfer control of their education program to the Indian people.

The major issues which were therefore addressed, and to which this report responds, are:

Indian Control of Indian Education

Quality of Education

Resource Utilization

Resource Protection

APPENDIX I

INDIAN CONTROL OF INDIAN EDUCATION

There is no clear policy and no regularized procedure in use to facilitate an orderly handover of education responsibilities to a Band.

There are two modes in which Bands in Manitoba are administering their education programs:

- (i) the Band has taken over and operates a school on the Reserve, handling all aspects of the education program, with funds provided by DIAND via the contribution process.
- (ii) the Band has opted out of the Master Tuition Agreement, (between DIAND and Manitoba Department of Education), and receives funds via the contribution process with which it negotiates for and pays for school services with a local school.

As of the date of this study, four Bands were operating their own schools (Mode (i)) and 16 Bands had opted out of the Master Tuition Agreement (Mode (ii)).

Despite this experience, the Department has not developed a regular procedure, nor defined clear policies which could be used as guides for both Department personnel and Band managers to effect an orderly and efficient handover of the program.

In respect to Mode (i), i.e., taking over and operating the school on the Reserve, there are also a number of points of policy and procedure which are not resolved. A number of these are identified or inferred in a Summary Report of a Workshop on: "Indian Control of Indian Education: Practical Applications". The workshop was held on May 12-15, 1980, and the report, prepared by the National Indian Brotherhood, is dated June 5, 1980. Some of the important concerns which were identified but have not yet been resolved are:

- i) the examination, assessment, and transfer of facilities to the Band;
- ii) procedures to be followed in setting up and carrying out capital projects or major maintenance projects designed to bring buildings/ facilities up to standard;
- iii) invoicing, paying and auditing tuition payments which may be due to the Band for students from other Bands, or due by the Band for students going to other schools;
- iv) the transfer of staff from Department employee status to Band employee status where that occurs;
- v) the establishment of curriculum content sources; and
- vi) the definition and organization of resources for staff training/ qualification.

and so on.

The effect of this absence of clear policies and regularized procedures is that the takeover of a school by a Band is made to appear difficult (to other Bands) and is in fact difficult for the Band concerned. It seriously impedes the transfer process.

A letter from the Manitoba Department of Education dated February 26, 1980, and subsequent correspondence identified a number of problems with respect to Mode (ii), including the following:

- i) the need for provincial school authorities to substantiate through a system of pre-registration procedures, the status of any Indian student;
- ii) the need to obtain commitment from DIAND and/or the Band for the payment of fees, and to assess the responsibility for tuition payments;
- iii) the need to deal with the various situations which arise when students from non-opted-out Bands are living with opted-out Bands, and vice versa;
- iv) the need to agree on the definition of an Indian student;
- v) the need to acknowledge immediate agreement for 1980 and to commence negotiations for a 1981 agreement; and
- vi) the need to ensure that adequate time is allowed by the Band when declaring its intentions.

Beyond this, there is a whole gamut of procedural points for the Bands to follow which have not been finalized, for example:

- vii) how does the Band arrange payments, keeping in mind the time-frame discrepancies between the DIAND fiscal year, the school year, and the School Division fiscal year?
- viii) how does the Band set up and use any kind of performance criteria by which the School concerned will be evaluated in respect to delivery of services contracted for?
- ix) who, if anyone, exercises truant officer responsibilities?

It is recommended that:

- a senior officer, appointed to facilitate transfer of control of education to Bands, be assigned as a first priority the task of developing policies and procedures that will facilitate the handover process.

No clear criteria are being used as a basis for deciding whether or not a Band should take over the administration of their education program.

Decisions to transfer the administration of the education program to a given band appear to be made by as many as four Responsibility Centre Managers (RCM's), and in each case made on an ad hoc basis with no accepted criteria for guidance.

There are at present only four Bands who administer the total program, i.e., receive all funds through contributions and operate a school on the Reserve. Of these, the last one (Lake Manitoba) took over all activities as of 1 September, 1979. Two more (Roseau River and Long Plains) are close to taking over. Although these schools are considered to be successful, the patterns of planning (and transfer) which were followed have not been defined or analysed to help other Bands and the Department staff achieve new successes.

Typical of the disorganized approach to this problem is the situation at Nelson House, where plans for full-takeover have been in an on-again off-again status for some time, as evidenced by documents on file at both the Regional Office and the District Office at Thompson. The net effect was that because of delays, lack of direction, and lack of agreement between the two parties as to training and funding needs, the original plan to take over full control as of 1 September, 1980 has been deferred by Band Council Resolution (BCR) 313-315 until 1 September, 1981.

This unstructured approach to handing over the education program is indicated by the mode in which funds are presently distributed. As an example, Nelson House in Fiscal Year 79/80 administered only 19% of their total education budget; the whole budget of \$627,995 was distributed by 5 different RCM's through 6 Vote Control Codes (VCC's) (including \$35,145 in VCC 350 (formerly 313)). This and other distribution patterns are shown in the following exhibit.

FUND DISTRIBUTION

<u>Band/School</u>	<u>Total Education \$</u>	<u>Distributed via</u>		<u>Payments in Grants & Contributions</u>	<u>% of Total</u>	<u>Payments in VCC 350/313</u>
		<u>RCM's</u>	<u>VCC's</u>			
* Sandy Bay	\$1,191,511	3	5	\$1,191,511	100 %	\$179,125
Roseau River	110,093	1	2	110,093	100 %	Ø
* Fort Alexander	2,037,344	4	5	2,035,462	99.9%	250,269
* Lake Manitoba **	451,806	4	6	352,574	78 %	5,402
Fisher River	696,651	4	6	393,587	56 %	109,511
Fairford	758,412	4	7	336,504	44 %	154,125
E.J. Johnson	327,154	4	7	54,512	17 %	11,361
Nelson House	627,995	5	6	121,778	19 %	35,145
Garden Hill	954,931	4	6	164,215	17 %	24,171
Cross Lake	1,216,220	4	6	240,326	20 %	Ø
* Pegu's	1,812,831	2	4	1,812,831	100 %	262,315
Pukatawagan	415,198	4	6	59,201	14 %	11,534

* Band Operated

** Converted during year

This approach to Band takeovers can only be seen as an inhibitor rather than a facilitator to the whole process. A Band cannot determine in advance just how much funding, training or assistance may be available, nor when it can be obtained. "Prerequisites" suggested by DIAND staff are formidable to an untrained person (e.g. Prepare and finalize Financial Management Procedure Manual...) and certainly must be discouraging to the Band Chief and Council.

It is recommended that:

- the Department establish fair and reasonable criteria including their own funding and training commitments, by which the orderly and timely takeovers by a Band can be planned.

In the few cases where Bands are operating their own schools, legal and financial technicalities have not been resolved.

There are now four Bands (of 58 in the Region) who operate their own schools on their Reserves. Their budgets are managed, however, as if the bands were an extension of the Departmental Administration, rather than as independent authorities. Their funds (budgets) are set up on the Budget Control System (via various Responsibility Centre Managers, Vote Control Codes, functions); their accounting procedures must adhere to Department patterns and schedules; the various amounts of money for different sub-activities or functions are calculated on the basis of Department guidelines.

There are a number of legal and financial technicalities which have not been resolved, and which may well cause further complications in the future if they are not now addressed. For example:

(a) Legal

- (i) does the actual ownership of the school facility pass to the Band?
- (ii) if so, should their contributions include funds for insurance?
- (iii) if the Crown retains ownership, who is responsible for ensuring that necessary maintenance (safeguarding) of the facilities is exercised, including safety requirements?
- (iv) in the event of claims resulting from injury or death, who is responsible?
- (v) will contributions include sufficient funds to provide for additional facilities and replacement of present facilities?

- (vi) can a Band legally enter into contracts with: teachers, contractors, Provincial Government, etc.?
- (vii) what recourse do teachers, etc. have in the event of unsettled claims against the Band?

(b) Financial

- (i) can the Band decide the timing and frequency of transfer of funds to them?
- (ii) what accounting procedures must a Band follow?
- (iii) who pays whom, and how much, for non-Indian children or Indian children from other Bands, who attend the Band-operated (owned?) school?
- (iv) to what extent can the Band rely on future payments?

This list is by no means exhaustive or all inclusive, but it does include some of the more urgent questions that arose during this audit.

It is recommended that:

- the Director of Education include in priority tasks the definition and resolution of legal and financial questions which create difficulties in the area of school management.

The developing organizational structure for Education incorporating Tribal Councils is not supportive of Indian control of Indian education by the Bands.

There are now six Tribal Councils (TC's) in Manitoba, and a seventh is in the process of being established. They are:

Dakota Ojibway TC (DOTC)
Swampy Cree TC (SCTC)
Interlake Reserves Development Council (IRDC)
South East Reserve Development Council (SERDC)
Keewatin TC (KTC)
West Region TC (WRTC)
Island Lake TC (the 7th) (ILTC)

It was originally planned, and still is the stated intent, that these Tribal Councils would be replacements for the several District Offices which had been operated by the Department. To that end, four main functions were identified for them: - delivery of program
- advocacy
- professional advisory
- development.

In the area of Education, there appears to be general agreement that Tribal Councils can fulfil some role in the Education program but there is no clear pattern or indication as to what that role is or should be. In 1979/80, the Education branch made contributions to only two Tribal Councils as follows:

Dakota Ojibway TC

VCC 340 Non-Federal Schools	- \$168,423
VCC 342 University and Professional Education	- <u>352,923</u>
	<u>\$521,346</u>

Interlake Reserves Development Council
VCC 340 Non-Federal Schools

\$ 13,970

In that same year, total contributions to Tribal Councils by the Department were:

SCTC	\$ 206,392
IRDC	144,430
DOTC	1,036,105
SERDC	249,340
WRTC	95,511
KTC	108,770
ILTC	<u>25,800</u>
	<u>\$1,866,348</u>

The major thrust to date by Education, therefore, is to channel funds through the DOTC for post-school education. The Manitoba Indian Education Board (MIEB) was set up to foster local government, and, among other things, provide professional leadership in improving the quality of education for Indian children and adults (total funds - \$107,378). The respective roles of the MIEB and the Tribal Councils, however, are not clear.

More importantly, this data reveals that the Tribal Councils receive most of their funds from sources (Programs) other than Education, suggesting that Education may have little say in the structuring of these entities. Of particular concern is the fact that after the District Offices were closed in favor of Tribal Councils and the Program lost some compensating Person Years, the task of operating the schools and managing the education program evolved almost entirely onto the Regional Office.

The examination of this whole process raises a number of issues which are stated here as problems since they have not been resolved:

- i) the Tribal Councils are not legal entities within the Indian Act as are Bands, and may not be entitled to any funds directly from the Department;
- ii) the transfer of funds directly to Tribal Councils without the consent of the Bands, excludes the Bands from any decisions as to how and where the monies are spent;
- iii) the funds transferred by Education are issued under VCC's 340 and 342 which in effect buries the costs in a larger budget intended for Bands' education activities;
- iv) where the funds are transferred, there is no clear agreement (statement of duties, etc.) as to what the Tribal Council should do in the way of Education program administration;
- v) there is no policy or guideline to define the respective roles of MIEB and the Tribal Councils vis-à-vis the post-school program;
- vi) there is no policy and there are no guidelines to indicate how or by whom the larger structure necessary to support an Education program is to be created, (by Bands, Tribal Councils, MIEB, or others); and
- vii) there is no data to show that the creation of seven Tribal Councils to administer 58 Bands with a total on-Reserve population of 30,000 people, is economical or effective.

It is recommended that:

- further funding of Tribal Councils for education activities be deferred until such time as the participation of the Bands, to ensure their control is effective, can be arranged.
- that such participation by the Bands include a procedure by which funds are allocated to the Bands for further allocation (if they so decide) to the Tribal Councils.

Organization planning at the Regional Office level is not responsive to changes inherent in the transfer of control to Indian Bands.

There are no clear plans for organizational changes within the Department to respond to the impact of control by the Indian people. Some tentative plans have been formulated by the Director of Education, but these have not been committed to the level of a firm proposal.

During the past year, the Regional Director of Education has identified the need to assign to a senior officer the responsibility of planning, implementing and guiding the transfer of control of the Education program to the Indian people. This plan would include other staff members to form a task force facility which could provide special assistance to any given Band establishing their own school program. This plan has not yet been activated.

Over the past four years, the number of District offices in the Region has been reduced from six to one, with their duties and responsibilities being transferred either to the Regional Office or to the Tribal Councils which have been established. There is no policy or set of guidelines by which these various responsibilities can be clearly allocated; there is no substantiation to the (inferred) position taken that District Office responsibilities need to be transferred rather than simply dropped; and there is no indication that a new set of responsibilities (specifically guidance, assistance, and training) have been identified much less assigned.

In the area of capital construction and building maintenance, there is an urgent need to develop a whole new set of organizational relationships and responsibilities. This has not been dealt with; in fact, the organizational relationships (in the present structure) between Education and Engineering and Architecture are in serious need of rationalization.

Beyond the immediate sphere of Education, there are other organizational issues which require modification since they have some impact on the Education development. Local Government, Economic Development, Social Services, Finance, and Personnel all should be examining the new patterns and responding to the needs which are emerging as part of the plan for an orderly and accelerated transfer to Indian Control.

It is recommended that:

- the Director of Education accelerate his plans for organizational changes; and that he request or initiate changes in the total Regional structure which will facilitate the handover of his program to the Indian people.

APPENDIX II

QUALITY OF EDUCATION

Planning is not evident towards the task of achieving needed improvements in the quality of education received by Indian children.

Education officers at Regional Office have conducted or sponsored several studies which provided clear indications that skill levels of Indian children attending Federal schools lag well behind those of students in the Provincial schools. Very few plans or projects have been set up however, to devise and implement any corrective measures which may narrow that gap.

The standard "solutions" proposed by DIAND education officers are one of:

- i) hire more staff (so specialist teachers can be hired);
- ii) set up a separate education "ministry" similar to the Frontier School Division;
- iii) put Engineering and Architecture staff under the direct control of the Director of Education, thus improving physical facilities very quickly and freeing up education officers to attend to educational problems.

There is no consensus, however, on whether or not any of those solutions will in fact result in improved education for the Indian children. And while each may well be a valid proposal or solution, the absence of any planning at the Senior level means that the situation is unlikely to be resolved in the near term.

It is recommended that:

- quality factors be identified, analysed and evaluated in the perspective of an urgent need for immediate remedial action; and that resulting action plans be such that they can be implemented within presently available resources.

Information is available on some factors which relate to quality of education, but is not being used for evaluation and corrective action.

A report entitled "Nominal Roll, System 79/80, Table #1, Age By Grade and School Type", dated February 26/80, on file at the Regional Office, was examined to determine what significance its contents may have in respect to the quality of Indian education.

The report shows that well over half the Indian students are one or more years behind the "non-Indian" standard; i.e., a child starts at 6 years old in Grade I, progressing through to 17 years old in Grade XII. This pattern occurs in all types of schools (Federal, Provincial and Band-operated) as follows, for Grades VIII, IX and XII:

	<u>% Behind "Standard"</u>		
	<u>Grade VIII</u>	<u>Grade IX</u>	<u>Grade XII</u>
Federal	61%	62%	48%
Provincial	73%	64%	68%
Band-Operated	69%	71%	80%

There is no evidence of this data having been used as a basis for corrective action nor indeed of any effort to validate or discount the data itself.

Questions which arise are:

- (i) does the age-grade retardation ratio have any real significance?
- (ii) if not, why is it being kept?
- (iii) how do the Indian children in Provincial schools compare to the non-Indian children in those schools?

(iv) most importantly, does this data reflect the real problem?

There is some evidence that Indian children going to Federal schools on the Reserve are promoted whether they really qualify for the next grade or not. Students moving into the Provincial system at the Grade IX or X level apparently are found to be not fully qualified at that level (as per detail of registrations by schools). As a result, they either drop back or fail to compete at the "indicated" level. In either case, there is a high incidence of absenteeism, drinking, and unco-operative behavior.

Attendance is considered by some to be a key factor in a student's level of achievement. Because of the mix of delivery systems, overall attendance figures are not easily accessible, but they were available in Thompson District. Once again, this data does not appear to be used as a basis for planning corrective action; in fact, the data apparently is not calculated accurately. For January, 1980, the report shows an average attendance of 80.7% against a total enrolment of 1,697 students in eight schools. When the data is calculated with the weighted average method, this figure becomes 77.3%. Furthermore, the June, 1980, report shows an average attendance of 68.3% (weighted average 70.5%) but against an enrolment of only 1,357 as compared to 1,462 (drop E.J. Johnson, add Granville Lake) in January. In other words, the attendance in June really amounted to 65% of the January enrolment. Again, no analysis for cause and effect of this situation had been undertaken.

In summary, there appears to be a considerable amount of data or relevant information reflecting a seriously low level of quality of education for Indian children, but it is not used as a basis for evaluating results, much less as a basis for positive action plans.

It is recommended that:

- Education officers' time and efforts be re-directed from maintenance, capital projects, etc., to more relevant duties in connection with the improvement of the quality of education for Indian students.

Three different delivery systems are in use to educate Indian children, but comparisons of their several degrees of effectiveness are not available for analysis.

There are three main streams through which Indian children move to achieve their education; they are:

- (i) schools on Reserves, operated by the Department;
- (ii) schools on Reserves, operated by the Bands (only 4 of 58 Bands);
- (iii) Provincial schools attended by students from Bands with some form of tuition fee arrangement.

There are, in addition, those combinations in which a student may go to a Department or Band school on the Reserve up to Grade VIII for example, then transfer to a Provincial school.

There are some indicators available (meagre but perhaps useful) regarding the success levels of the different delivery systems. For example, in Sandy Bay Reserve, where the Band took over the operation of their school in 1976, there have been seventeen Grade XII graduates in the ensuing four years; while in all the years prior to 1976 there were only two Grade XII graduates.

The nominal role also provides some "indicators" in this respect:

	<u>Total Students</u>	<u>Students in Gr. XII</u>	<u>% in Gr. XII</u>
Provincial System	5,381	130	2.2%
Band Operated	2,115	41	1.9%
Federal Schools	6,363	21	0.3%

This data must be used very carefully. For example, a number of the Federally-operated schools (involving possibly 1/3 of the 6,363 students) have only Grades K-9, so that to some extent the absence of Grade XII students may not be a function of the quality of education. This situation however, does add further complications, in that the students from the K-9 schools must then proceed to Provincial schools and, as separately reported, often find themselves unable to cope. In this respect, it should be noted that the combined total for the Provincial and Federal school systems shows that only 1.2% of their students are in Grade XII.

It is recommended that:

- data be collected as appropriate and analyzed regularly to determine the respective merits of the three main delivery systems, and to provide a basis for corrective action.

Discrepancies in Grade levels between Federal (Indian) schools and Provincial schools are not analyzed for evaluation purposes.

An examination of student registration lists showed that many students who "graduate" from Grade VIII or IX on the Reserve (Federal school) are not adequately equipped or prepared to enter Provincial Schools at the Grade IX or X level. As a result, they are either set back to a lower grade and suffer the age-gap problem; or they are allowed to remain in the grade, and suffer a performance-gap problem. In both cases, there is understandably a high drop-out ratio.

There are a number of theories postulated by Education officers as to why this "drop" in status occurs, beyond the obvious one that the education in the Federal schools on the Reserves is just not as good as that of the Provincial system. These theories include:

- i) lack of motivation on the part of the student which should be provided by the parents and community;
- ii) the cultural shock which occurs when an Indian student transfers his school life from the Reserve to a town or city school;
- iii) the social disadvantage, in the matter of clothing, spending money, living conditions which the Indian student feels when he compares himself with the non-Indian students;
- iv) the actual disadvantage in matters of opportunities (and facilities) to study at the proper level of effort;

- v) the final frustration felt by the student when he begins to perceive for himself (now a teenager) the minimal levels of success achieved by so many of his elders in the "white man's world";
- vi) the forced mode of education (i.e., the Provincial system) which is not necessarily the best way of serving the Indians' needs.

Any or all of the above may be significant factors in the extent of Indian student failures in the non-Indian high schools. It was not within the mandate of this study to analyze or evaluate those factors; but the study does include the question of how well management determines or measures the effectiveness of the program's product: i.e., good education for Indian people.

The conclusion is that while the above "possibilities" or factors affecting Indian students are much discussed and "theorized" about, very little is done to evaluate their impact, or to alleviate it.

It is recommended that:

- Education officers devote their energies to such creative programs as will help Indian students overcome situations as described above which inhibit or preclude progress in their efforts to get a good education.

Forty percent of the Indian students in Manitoba Region attend Provincial schools, but there is no evaluation of the quality of education they receive.

Out of a total of 14,300 Indian students listed in the Nominal Roll for 1979/80, 5,830 (or 40.7%) are shown as eligible to attend Provincial schools. The distribution of that population could not be precisely determined, but it is known to be composed of five categories:

- i) students attending under the Master Tuition Agreement (2,864);
- ii) students from opted-out Bands, fees paid by Bands via contribution arrangements;
- iii) students from opted-out Bands who attend schools other than the one the Band has a contract with, under a letter of understanding (total for ii and iii approximately 1,900);
- iv) students who are eligible but do not attend school (number not known);
- v) students from Reserves where Band or Federal school operates (number not known), fees paid outside M.T.A.

The lack of information about this segment of the total student population is indicative of the level of concern on the part of the Department as to the quality of education being received by the particular students. When studies on reading skills and writing skills were carried out these students were not separately identified or tested. In fact, they were probably included in the test data for the "Manitoba schools" segment of the study which may have had the effect of making the spread between Indian and non-Indian students appear less serious than it really is.

The Master Tuition Agreement includes clauses which purport to give Indian parents and Department Education officials the right to exercise an interest in the educational matters of schools attended by their children; and permission, with the knowledge and approval of the Province to assist in planning, developing or improving a cross-cultural education program. It does not, however, provide any guarantees as to the quality of education to be delivered to the Indian students; and does not provide for any evaluation process to be carried out in that respect.

The Department has very little information about the successes or failures of students going through this particular system. Age-grade retardation levels are, of course, available from the nominal roll, but no effort is made to relate this data to specific schools, nor to carry out cause/effect analyses. The job descriptions of the Education officers include responsibility for quality of education; but with District Office staffs almost entirely eliminated, and no clear role established (or funded) for Tribal Councils to carry out monitoring, there are insufficient resources available, so that little is being done in the way of monitoring the education process to which Indian students are subjected.

It is recommended that:

- additional professional resources be requested and assigned the specific task of monitoring and evaluating the quality of education received by Indian students who attend Provincial schools;
- the same resources develop programs with Indian parents, Band officials, and school boards, to correct the problems identified by such evaluation.

APPENDIX III

RESOURCE UTILIZATION

Data is not provided or collected in a form to permit cost/benefit comparisons of the three major delivery systems.

The Budget Control System/Expenditure Accounting System (BCS/EAS) does not provide reports in a format that permits cost comparisons between schools, or between Bands or between the three major delivery systems. The data, however, is in the system, and can be assembled (manually) for Federally operated schools and for Band operated schools.

Tuition payments via the Master Tuition Agreement (MTA) are not set out in the EAS to permit cost analysis by Band or School, but the MTA itself and resulting invoices do provide cost data per student for that delivery system.

In both the above cases, there is no evidence of any efforts made in the Regional Office to assemble such data, much less use it for cost analysis and evaluation purposes. In sum, the Director of Education has no regular or even special reports which could be valuable assists in his decisions on resource utilization, i.e., allocation of resources to achieve the Program objectives.

In the meantime, certain assumptions are held by various Departmental officers which on closer examination may not be found to be valid. They are:

- (i) Assumption: - the Frontier School Division (FSD) is very effective, and the Department's Education group should be organized on the same basis.

Facts: - the Director of Education has no way of knowing how effective FSD is in terms of quality of education.

- the tuition fee for FSD in the MTA is \$4,050 per student, more than double the average (\$1,950/student) for other Provincial schools operating under the same agreement.

(ii) Assumption: - the Band-operated schools are successful but they cost too much.

Facts: - none of the Band-operated schools cost as much per student as the FSD on a per student basis; their average (4 Schools - \$2810/student) is \$1,240 less than the FSD fee.

- Federal schools average about \$1,750 per student compared to \$2,810 per student for Band operated schools, but all administrative costs at the Regional and District Office are not factored in, and a substantial amount of maintenance costs is buried in "Capital".

(iii) Assumption: - the Department can provide good education at least cost.

Facts: - total real costs for the Federal schools are not identified (see above).

- regular increases (inflation indexing) in tuition fees via the MTA are paid with little argument, while economies in the total budget are squeezed out of the Federal schools; conditions in the Federal schools are so bad that they seriously affect (adversely) the quality of education.
- some of the Federal schools are only K-9 at which levels lower ratios could be expected.

During this study, detailed information on the cost of education per student, in the three main delivery systems, was assembled manually from reports, records, agreements, etc., which were on file at the Regional Office. The results of that analysis, although not precise, are summarized in the exhibits following. Detailed, back-up worksheets can be provided if required.

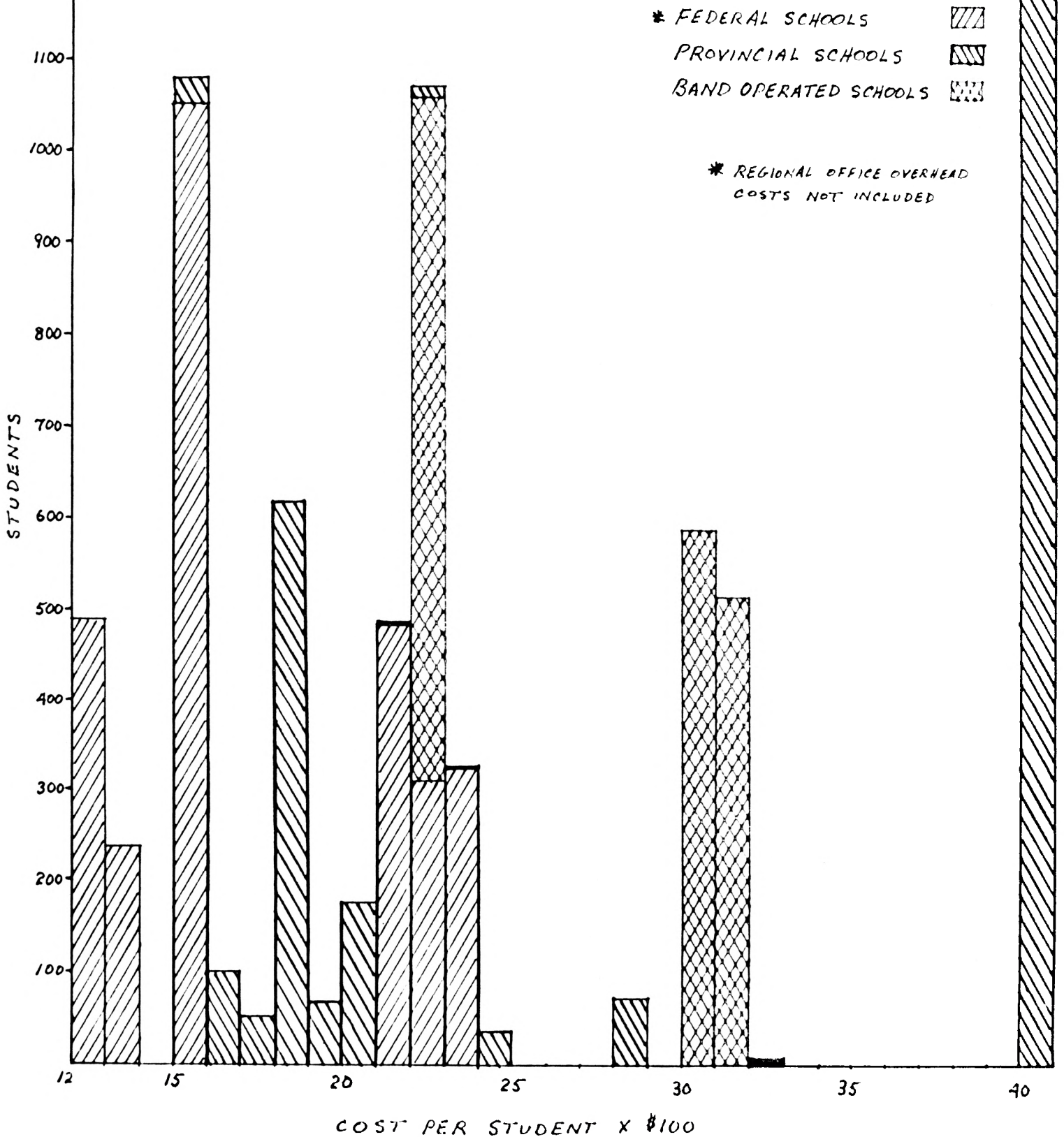
COMPARATIVE COSTS* PER STUDENT
IN
THREE DELIVERY SYSTEMS FOR
INDIAN EDUCATION IN MANITOBA
1979/80

<u>NUMBER OF STUDENTS</u>	<u>TOTAL COSTS</u>	<u>COST PER STUDENT</u>
<u>PROVINCIAL SCHOOLS</u>		
(Not incl. FSD)		
- 1172	\$2,286,700	\$1,950
FSD only		
- 1370	\$5,548,500	\$4,050
All inclusive		
- 2542	\$7,835,000	\$3,082
<u>FEDERAL SCHOOLS</u>		
2907	\$5,083,900	\$1,748
<u>BAND OPERATED</u>		
1850	\$5,198,300	\$2,810

* Based on an examination of costs for approximately half the total student population.

D.I.A.N.D.
MANITOBA REGION
1979/80

NUMBER OF STUDENTS
VERSUS
COST PER STUDENT






D.I.A.N.D.
MANITOBA REGION
1979/80

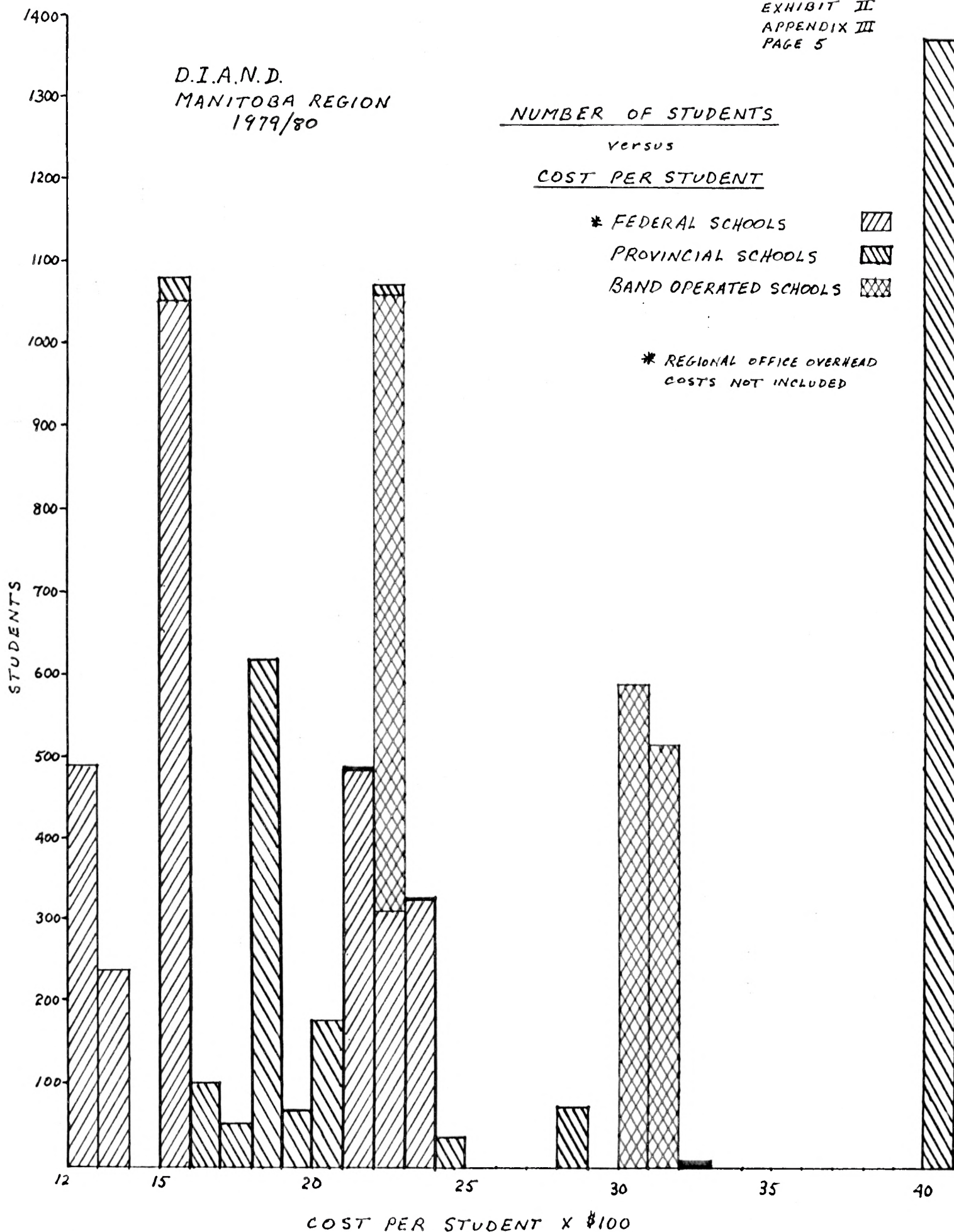
NUMBER OF STUDENTS

versus

COST PER STUDENT

* FEDERAL SCHOOLS 
PROVINCIAL SCHOOLS 
BAND OPERATED SCHOOLS 

* REGIONAL OFFICE OVERHEAD
COSTS NOT INCLUDED



It is recommended that:

- the arrangement with the Frontier School Division be examined with a view to rationalizing their costs with other Provincial schools and with the other delivery systems.
- actual costs for the Federal schools be determined, including full maintenance costs and at least estimated administrative costs, with a view to bringing standards in the schools up to a level comparable to the other systems.
- costs per student at Sandy Bay and Peguis be analysed with a view to developing an acceptable formula for Band operated schools.
- education programs be transferred to Band administration with all possible dispatch.

The rationale for the present processes or practices by which (Education) funds are allocated to the different Bands is not clear.

A detailed analysis of education costs per school/per student, (based on all data available but done manually) failed to reveal any kind of rational pattern in the cost structure or fund distribution. Exhibit III following this page show the costs for seven Federal schools and four Band operated schools (F/Y 1979/80). The anomalies are too numerous to list fully, but some of the highlights are:

(a) Federal Schools

	<u>Range</u>	
	<u>Low</u>	<u>High</u>
(i) Overall cost per student	\$1,284	\$2,312
(ii) Instruction cost per student	\$ 865	\$1,444
(iii) Maintenance cost per sq. ft. (not including minor capital)	51¢	\$1.49

(b) Band Operated Schools

(i) Overall cost per student	\$2,170	\$3,159
(ii) Instruction cost per student	\$1,341	\$2,134

COST PER SCHOOL BY FUNCTION

FEDERAL SCHOOLS

	Activity Admin.	Tuition	Instruction	Cultural Enrichment & Development	Student Maint.	Per Student	Transport	Educ. Committees	Guidance	Design	Construction	School Maint.	Based on Total School and Residence Square Footage	School Op'n	Band Training	TOTAL (less Design & Construction)	Cost/Student
1137 Cross Lake 785 students	138,667		751,103 957/Student	34,476	9,460	12.05	91,806	1,200	14,854	15,685	12,934	90,698	\$1.49/sq. ft.	83,776		1,216,220	1,549
1138 E.J. John- son 239 students	15,279		231,229 967/Student	1,279	3,360	14.06	7,705	559	14,382		111,615	13,040	.51/sq. ft.	40,540		327,154	1,369
1139 Fisher River 311 students	22,095		405,617 1304/Student	2,292	10,670	34.31	95,820	39,665	20,015		25	46,500	1.02/sq. ft.	100,477		696,651	2,240
1140 Fairford (Steadman) 328 students	0		473,729 1444/Student	1,400	7,100	21.65	59,460	58,790	14,432			25,923	.58/sq. ft.	117,335		758,412	2,312
1155 Garden Hill 477 students	89,480		543,644 1140/Student	1,530	2,000	4.19	73,659	16,200	13,805		55,382	32,838	.62/sq. ft.	181,775		954,931	2,118
1161 Pukatawagon 269 students	38,965		260,242 967/Student	2,121	2,100	7.81	6,050	1,200	80		1,311,993	22,275	.87/sq. ft.	82,165		415,198	1,543
1162 Nelson House 488 students	18,650		423,082 865/Student	3,387	7,700	15.75	31,082	3,559	10,650			43,755	.73/sq. ft.	86,130		627,995	1,284

COST PER SCHOOL BY FUNCTION

BAND SCHOOLS

Fort Alexander 1337 Anicabe 1338 Sagkeeng 514 students	0	52,650	1,096,830 2134/Student	5,824	239,467		95,885	20,000	78,728			41,356		286,835	2,734	1,623,758	3,159
1339 Sandy Bay 549 students	79,457	1,799	736,504 1341/Student	3,845	7,558		106,558	6,180	25,043		40,000	34,184		190,383		1,191,511	2,170
1341 Pequis 588 students	153,097	11,287	1,023,663 1741/Student	2,554	254,843		179,398	22,000	69,695	109,575	27,600	166,588		154,888		1,812,831	3,083
1345 Lake Mani- 1143 toba 199 students	9,640		334,220 1697/Student	693	2,350		47,618	9,833	14,590		67,302	20,021		5,661	7,089	451,806	2,270

These figures are presented only to demonstrate that no cost analysis is carried out by Education officers and that serious anomalies do exist. The figures are not necessarily precise, since the data sources are garbled and lacking in definition. There is evidence of a number of weaknesses or errors in the data collection system. Some of them are:

- i) inconsistencies in the use of vote control codes as a budget source from which to allocate funds (eg. VCC 313 (other national programs) for school maintenance funds);
- ii) inconsistencies in the use of expenditure codes when distributing funds (e.g., no funds shown for Fairford for Activity Administration);
- iii) lack of precision in the various student population numbers; e.g.:
 - the number of qualified or eligible students in a Band
 - the number that actually attend the local school (Band or Federal)
 - the number that go to Provincial schools, and which schools
 - the number of students from other Bands who attend a given local school.

Finally, the total situation for any one school (or Band) is not under any one person's control, since funds are allocated by as many as four or five RCM's to each Band for education.

It is recommended that:

- the process for allocating funds to a Band or School be rationalized, starting with the regular collection and analysis of data in a mode that will lead to such rationalization.

A lack of Regional co-ordination over the maintenance of school facilities has resulted in the education staff being heavily pre-occupied with maintenance problems rather than education.

The responsibility for planning, organizing and controlling the management of a major maintenance program (preventive and operating) for capital assets rests with Engineering and Architecture. However, the Regional Superintendent of Education Support Services is tasked with planning, developing and directing a long range and day-to-day repair and maintenance program for education buildings.

The Regional Director of Education and his staff plus the District Superintendent of Education are the focal point for the reporting of all maintenance related problems and, by virtue of the program budget, exercise control over all maintenance expenditures. Maintenance therefore must be authorized by the Education program before Engineering and Architecture are free to act.

Therefore, in spite of the responsibilities ascribed to Engineering and Architecture, they operate in a purely reactive mode in dealing with maintenance problems. Because there is no co-ordinated, planned approach to maintenance (commented on elsewhere in this report), or a preventive maintenance program, a great deal of effort is expended in reacting to breakdowns and establishing repair priorities.

The effect on the Education Program staff at all levels, both in the Regional Office, District Office and at the schools, is a preoccupation with the immediate needs of maintenance at the expense of their primary responsibilities as educators. In the Thompson District Office, the

preoccupation of the educators and the difficulties associated with inadequate maintenance are compounded by the fact that six out of seven positions in Technical Services are vacant (including the District Superintendent's position); only a warehouseman is left.

It is recommended that:

- the Education staff turn over its responsibilities for developing, directing and controlling repair and maintenance to Engineering and Architecture, including authority to make commitments against that portion of the education budget identified for repair and maintenance.

The Education budget amounts to 39.8% of the total Region budget, but only 15.2% of the administrative staff are assigned to the task of managing the Education program.

Of a total of \$118 million in the Region's current budget for 1980/81, \$47 million or 39.8% of the total is allocated to Education. The allocation of administrative resources, however, is far out of proportion. Education's actual strength, as per the organization chart dated June 1980, was 42 persons, or 15% of the total strength of 276 persons at the Regional Office and Thompson District Office.

There is no suggestion that administrative staff should be in direct proportion to the budget being administered. In fact it could be argued that Education should have a staff that is proportionately greater than its share of the budget. Education is the only major statutory program, and is the only program which has the management and direction of an extensive field organization as part of its responsibilities. Specifically, the Director of Education and his staff are responsible for:

- the operation of 29 schools, mostly in remote or completely isolated communities;
- the selection, training, direction and supervision of 365 persons in those schools (principals, teachers, teachers' aids, janitors, support staff);
- the quality of education of over 14,000 Indian students, including approximately 6,000 who attend Provincial schools.

It is recommended that:

- the Director of Education assess his resources in the perspective of program demands, and request sufficient additional staff to carry out the major tasks which are now being neglected.

There is a serious lack of co-ordination between Education and other programs and support services in the Region.

There are approximately 100 positions in the Region's establishment which require the incumbent to deal directly with the Bands, either by visiting the Reserves or by having consultations, etc., at District or Regional Office locations. Of this total, 17 are in the Education program.

Interviews with program managers and with Education staff indicate that there is little co-ordination between programs. The next largest major program in terms of dollars spent is Social Development, with \$33.9 million in this year's budget. There is no evidence of any mutually agreed strategy which would permit the Education budget to be enhanced by the careful linking of welfare payments; or, conversely, which would gradually reduce the Indian's reliance on welfare through a modified approach to Education. Local Government has the assigned task of preparing and working towards a comprehensive long-term plan designed to improve the well-being of the Indian people; this plan is not yet developed, and in any case lacks any input from Education which might identify for local government a co-ordinated approach to Indian self-sufficiency.

Lack of co-ordination between Education and E&A (Technical Services) has been commented on elsewhere in this report. A similar problem can be reported in respect to Personnel and Finance. "On again off again" situations in respect to handovers to Bands create serious difficulties for Personnel in matters of lay-offs and transfers of teaching staffs; conversely, strict adherence to Public Service rules and regulations make it difficult for Education to operate a school system which should be very flexible within a very dynamic environment. In the area of finance, more relevant data or analysis of present data might be expected to flow to Education; and yet such reports have not been identified by Education as one of their needs.

It is recommended that:

- the Director General and the Director of Operations initiate closer co-ordination between Education and other components of the Regional organization.

APPENDIX IV
RESOURCE PROTECTION

Poor maintenance of school facilities is affecting adversely the quality of education being provided.

The present disjointed approach to planned maintenance is recognized within the Regional Organization. Little, however, has been done to alleviate the after-the-fact situation which now exists as a result. There are numerous examples of the effects of poor maintenance practices and the lack of preventive maintenance:

- A three-year delay in effecting repairs at an estimated cost of \$15,500 resulted in \$148,500 having to be spent because of the eventual damage created by the original breakdown. The funds authorized for the original repair were diverted to make available added funding for a capital project.
- As compensation for the inconveniences caused while work was being done to bring living quarters to a liveable condition, teachers were given rent waivers and reductions. The amount of lost revenue to the Department because of this is not specifically documented but it is interesting to note that at the same time, notification was given that because of restraints on spending, refurnishing of accommodation was not possible. In some instances, poor design and/or construction appears at fault, but delays in responding to collapsing ceilings and the need for insulation and repainting contribute further to the demands for rent waivers, rebates and reductions.
- Water and sewer line blockage and freezing have resulted in the closing of school facilities. This was attributed to a lack of maintenance. Problems with flooding have also contributed to a situation which a concerned and angered community has complained about at length.

The Engineering and Architecture staff are not generally involved in establishing priorities for maintenance. While the education personnel are in a position to identify maintenance requirements, it is suggested that comparisons on a cost-effective basis should depend on engineering expertise to establish priorities as part of a planned approach to maintenance.

While the adverse effect on the quality of education, caused by such problems, cannot be stated in any quantitative sense, such unpleasant studying, teaching and living conditions are hardly conducive to a healthy learning environment.

It is recommended that:

- as discussed elsewhere in this report, Engineering and Architecture be assigned overall responsibility and authority for repair and maintenance of school facilities to ensure the effective and efficient use of available personnel and funds for the task.

The present method of deriving maintenance costs for budgetary purposes does not provide valid data for planning purposes.

Input to the Regional budget for maintenance of schools and teacher residences is based on an overall multiplier of \$1.35 and \$1.25 per square foot respectively. Actual fund allocation on the basis of the approved budget is determined using \$0.35 per square foot. Some actual expenditures are shown in the following examples based on total school and residence square footage:

Cross Lake	-	\$1.49/sq. ft.
E.J. Johnson	-	\$0.51/sq. ft.
Fisher River	-	\$1.02/sq. ft.
Fairford	-	\$0.58/sq. ft.
Garden Hill	-	\$0.62/sq. ft.
Pukatawagan	-	\$0.87/sq. ft.
Nelson House	-	\$0.73/sq. ft.

Planned fund allocation for maintenance bears no relationship to actual allocations, and Regional expectations from a budget point of view, assuming they are based on a valid analysis of needs, fall far short of those needs.

It is evident that historical data is not used as a basis for calculating the requirement for funds. In order to achieve some validity to the projected expenditures for maintenance, site inventories are needed to establish maintenance requirements and develop a planned approach to maintenance and ultimately a preventive maintenance programme.

Since actual maintenance and preventive maintenance requirements are not identified or considered in the budgetary process, the validity of the budget submission is weakened.

Further compounding the problem of identifying maintenance costs with any accuracy is the practice of using capital funds for maintenance. In the case of Sandy Bay, a report on the 1980/81 Education Capital Budget shows \$153,000 for repairs. The Budget Control System, however, reports this same expenditure under VCC 350 - other national programs. The \$153,000 for Sandy Bay was coded under function 6051 - school operation. For Sandy Bay therefore, \$153,000 is accounted for on one hand for repairs under capital, and on the other for school operation under "other national programs". Other cases of confusion associated with cost allocation include the reporting of \$6,000 in repairs under the capital budget for Anicinabe, and the reporting of a "capital budget" cost for fuel at Garden Hill (\$17,000).

It is recommended that:

- detailed site inventories be established in order to facilitate the development of a preventive maintenance program.
- actual historical data be included in the data used to determine budget levels for maintenance (planned and preventive).
- the preparation of historical data be co-ordinated with Engineering and Architecture, and consideration be given to having the latter assume a more direct responsibility for input to the Regional budget on maintenance matters.
- the funds expended for repair and maintenance be accounted for and reported on in a manner that will permit the practical generation of accurate information for planning purposes.

Difficulties encountered in controlling capital projects have resulted in delays in their planning and completion, and in increased costs.

Responsibility for project management is not clearly assigned nor are there specific guidelines on what such responsibility entails. Difficulties have been encountered in co-ordinating the activities involved and in providing continuity or control over the evolution of capital projects. Delays in completing projects often amount to years and are attributable to a variety of reasons:

- incompleteness in cost estimates, necessitating a time consuming amendment process to Treasury Board submissions,
- transfer of funds to other priorities,
- lack of commitment towards the completion of projects,
- lack of co-ordination with other projects,
- redrafts of project development proposals,
- failure to plan effectively around the constraints that the seasons impose on building and transportation of materials.

Some examples of the effects of poor control over capital projects are:

- Pukatawagan
 - project planning and cost estimate for a new school to replace the Junior High was completed in the summer of 1975. The estimate of \$3,252,000 was considered excessive and for various reasons further consideration of the project was delayed until early 1976. Plans to build an addition to the primary school in lieu of replacing the Junior High were completed in October 1976. Treasury Board approval was given in April 1977 for \$1,593,000, with a scheduled start during the summer and completion in December of 1977. In August of 1977, it was estimated from the planning then in progress that costs would increase by \$437,000. Construction in fact was not completed until 1980. The addition could not be opened for use in September 1980 because no booster pump had been installed for the fire system.
- Poplar River
 - Errors in estimating the construction cost of the elementary school totalled \$1,389,000, although the net error amounted to a total increase of \$443,000. Resubmission to Treasury Board to cover the increase resulted in the Board directing the Department to submit to the T.B. Secretariat a report, in cooperation with the Department of Public Works, on measures taken to improve cost estimating procedures and project control for on-reserve capital construction.

- Poplar River (cont'd)
 - The Poplar River water system project, although under the control of the Local Government program and Engineering and Architecture, is a startling example not only of the lack of an organized approach to project management but of poor coordination - the new school could not open because the community water system to which it was to be connected was not in place. Available cash for the project appears to have been decommitted on two occasions in order to make money available for other priorities.
- Sandy Bay
 - In January of 1978, the new school project was costed at \$3,177,000. Treasury Board approval for \$3,618,000 was obtained in January of 1979. A new submission (October 1980) estimates costs at \$7,300,000, with a target date for completion in September, 1982. The present school was condemned ten years ago.

The ability to correctly reduce spending on capital projects based on budget restrictions is not apparent. Agreements are signed, bands anticipate action on capital projects, and are advised later that funds are not available or discover that in fact Treasury Board approval has not been obtained.

It is recommended that:

- a formal approach be taken to the control of capital projects in which responsibility and authority for overall management are clearly defined.