

Canada. Indian and Inuit Affairs.

Manitoba Region Education Program.

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Indian and Northern  
Affairs Canada

Affaires indiennes  
et du Nord Canada

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# MANITOBA REGION EDUCATION PROGRAM

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SEPTEMBER 1984



GEORGE CAMPBELL

Director General      Directeur Générale  
Manitoba Region      Région du Manitoba

# Communiqué

Presentation by George B. Campbell, Regional Director General

Manitoba Region, Indian Affairs

- Chart 1 - We are here today to address one of the most serious issues facing Manitoba Region - the failure of our education system to meet the needs of Indian students and the Indian people. An issue I call "costing the
- Chart II - gap." It's not a new issue - in fact, the Indian Education Paper Phase I, is the published version of the submission to D.M.C. made in May 1982 which outlines - in a very comprehensive manner - problems which have long been outstanding issues in this program.

Problems which I see all over Manitoba Region - not only in our schools, but as major contributing factors to widespread Indian unemployment, severe social problems, restrained cultural development, and constrained economic development. The Phase I Paper discussed our education policy and departmental objectives to Indian education. It assessed our progress towards meeting these objectives by indicating the participation rates

of Indian students at all levels of education, and the involvement of Indian authorities in all aspects of education. It identified problems related to the quality of education, the transfer of education programs to Indian control, the education management framework, and the funding of Indian and Federal Schools.

But the yardstick used to really measure our education program was the provincial education system, and two years later, we still find we don't measure up in terms of both education standards and services. This is the "gap" we are addressing today.

The problems are not unique to Manitoba Region - in fact all regions will find themselves facing these problems to a greater extent in the very near future, but Manitoba Region is feeling the brunt of them right now. This chart illustrates why.

Chart III - Manitoba Region has been the frontrunner in the transfer of education programs to Indian control. The transfer process began in 1972/73, with one school transfer, and gained momentum through the 1970's. This was the time when Manitoba tribal councils were forming; the time when Indian Affairs district offices were phasing out; the time when Indian self-government really started to take hold in Manitoba. As of 1984, 26 schools have been transferred to Indian control. Today only 16 schools remain under federal jurisdiction. No other region in Canada has moved so quickly to Indian control of education.

The Phase I Paper clearly substantiates that the problems we face in our education system are directly related to, though certainly not caused by, the transfer of schools to Indian control. As schools have been transferred, the gap between our standards and services and those of the province has dramatically widened. The widening gap has had a severe and negative impact on the quality of education.

Manitoba Region, having moved so quickly and so completely towards the goal of Indian control of education, is now facing a crisis situation in the quality of our education program.

Chart IV - And, when we look to the future, we see the transfer of schools completed by 1987/88. How wide will the gap be by that time? What will be the impact of the deficiencies of our education system?

Chart V - This chart illustrates only a few of those deficiencies:

- An education system ill-equipped to deal with the large percentage of students requiring special education services.
- A system which cannot address the special curriculum requirements of Indian students and consequently fails to meet its own policy objectives.
- A system dedicated to providing education in Indian communities yet failing to address the additional financial needs of small schools.
- A system delivering education services to a clientele which is disproportionately disadvantaged, which fails to meet the additional needs of students from disadvantaged homes.

As you can see, the province does address each of these special requirements by having policies and standards in place to meet the needs. Mr. Maxwell will now elaborate further on the specific standards and services which are the strengths of the provincial system and the weaknesses of ours.

#### CONCLUSION

Chart VI - How do we begin to bridge this gap? Clearly our commitment is to Indian control of Indian education. Yet federal, and to an even greater extent, band schools, are unable to meet the needs of Indian students today, and we can only see the gap widening.

In Manitoba Region, we have one major factor working to our advantage. We have the strength and capability of an Indian education system dedicated to providing a quality system of education through Indian control.

We have called upon this resource to help us address the problem, through the development of band data base information, we are confident that the problems can be addressed, within the existing systems of the department and the government.

This is evidence of Indian self-government working towards the true meaning of Indian control of Indian education. Our role must be to support their initiatives in this most crucial of issues.



1. COSTING  
THE  
GAP

FEDERAL/BAND SCHOOLS

PROVINCIAL

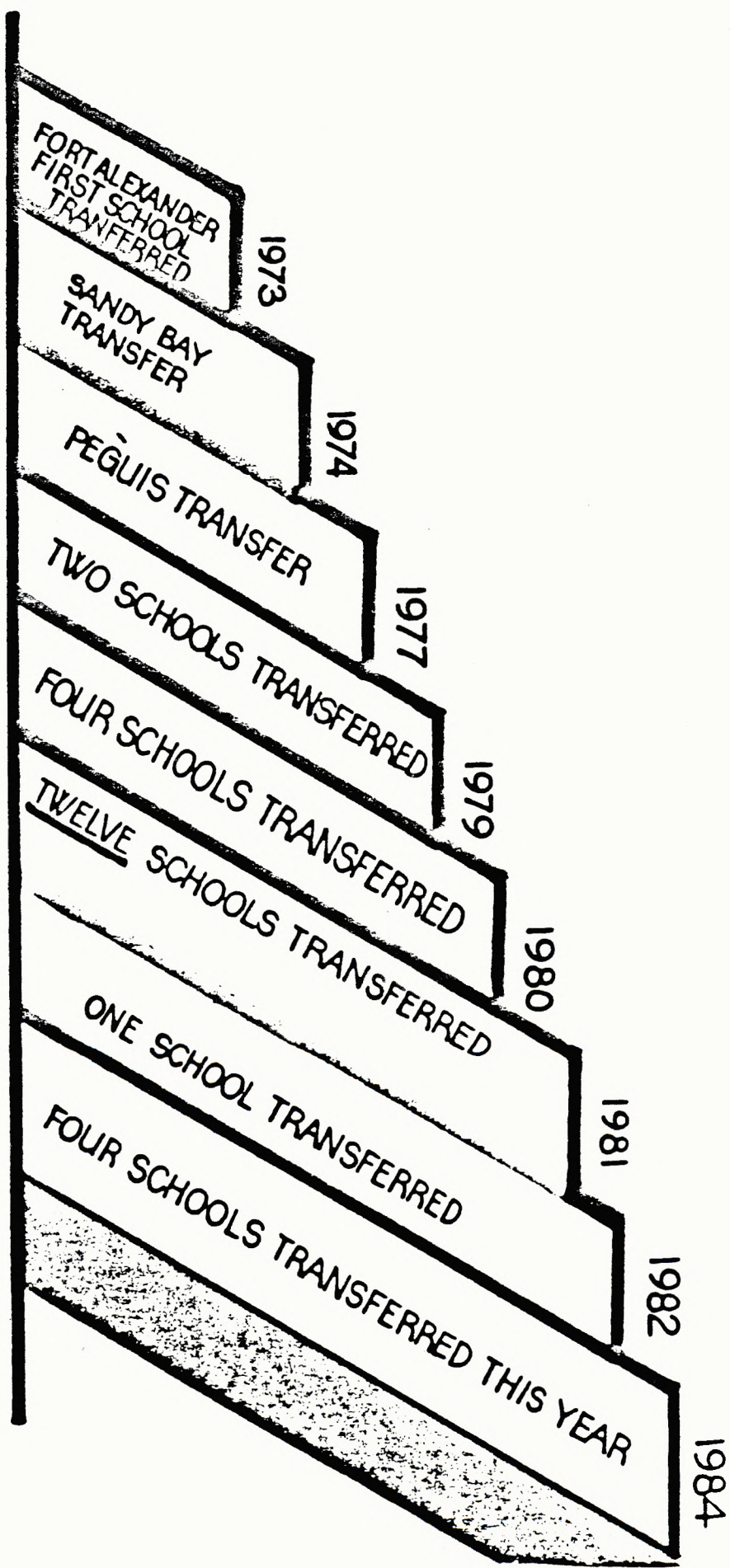
# ISSUE...

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TO IMPROVE THE  
EXTENT, NATURE AND  
QUALITY OF INDIAN  
EDUCATIONAL FACILITIES  
AND SERVICES TO  
A LEVEL COMPARABLE  
TO PROVINCIAL  
FACILITIES AND SERVICES

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# PLANNING FOR THE FUTURE

1986	1987	1988
THREE SCHOOLS TO BE TRANSFERRED	SEVEN SCHOOLS TO BE TRANSFERRED	LAST SEVEN SCHOOLS TO BE TRANSFERRED

# *THE WIDENING GAP*

PROV. NORMS FOR SPECIAL ED.

REQUIREMENTS... 8 - 10%

INDIAN STUDENTS ... 30%

PROV. CURRICULA MATERIALS GRANT SINCE

1979 - \$30/STUDENT, DOUBLED TO \$60 IN '84

INDIAN AFFAIRS - NOTHING COMPARABLE

PROV. SMALL SCHOOL GRANT (4 OR LESS ROOMS)

- \$4000 + \$25/STUDENT SINCE 1980, DOUBLED  
TO \$8000 IN '84.

INDIAN AFFAIRS - NOTHING COMPARABLE

PROV. SUPPORT FUND FOR STUDENTS FROM  
DISADVANTAGED HOMES, \$13 MILLION.

INDIAN AFFAIRS - NOTHING COMPARABLE



• BRIDGING  
• THE  
GAP





EDUCATION  
PRESENTATION

G. Maxwell

## INTRODUCTION

The present data base system has been in operation for 8 or more years with little or no change and was a good beginning.

It must now be challenged, upset, and redesigned into a new system that will reflect the individual needs of Indian communities.

The foundation of the new system lies with the Band to give Indian children an equal chance.

Today, we look at what has transpired since 1972 to today, with a look towards the future.

## BAND OPERATED TAKE-OVERS

The situation in 1970 had no local control.

- |                       |   |                        |
|-----------------------|---|------------------------|
| a) Federal Schools    | - | 44% of 9,000 enrolment |
| b) Provincial Schools | - | 56% of 9,000 enrolment |
| c) Band Operated      | - | 0%                     |

1972 - 1984 - Emphasis on local control.

As indicated in our charts, a major shift has taken place in the education process for Manitoba.

In 1984 -

- |                       |   |                         |
|-----------------------|---|-------------------------|
| a) Federal Schools    | - | 35% of 15,000 enrolment |
| b) Provincial Schools | - | 28%                     |
| c) Band Operated      | - | 37% or 26 schools       |

With this change, the question that is continually asked is "What are the policies or operating guidelines for Band Operated Schools?"

## TRANSFER PLAN

As indicated by this Chart, Manitoba Region has only 16 Federal Schools remaining, and they will be completely transferred by 1987-88.

It must be noted that Manitoba has evolved as the leader in Band Operated School systems. An education network second to none has evolved over the past 12 years.

With this extensive evolution into local control, many concerns are now just being identified, such as:

- High School Education
- Teacher Unions
- Liability Insurance
- Special Education

1985-86 - 1988-89 NATIONAL PROGRAM GOAL

It was with great pleasure I read this goal in the Operational Plan for this year.

COMMUNITY DATA BASE SYSTEM

As indicated in my initial remarks, the budget forecasting and allocation must be redesigned to reflect the individual needs of Indian communities.

The diversity can be cited in terms of differing dialects, closeness to urban centres, condition of school, etc.

With this in mind, the Manitoba Region piloted a new concept, having the Band initiate the first steps of the data base process.

- 2 meetings held with Tribal Council and Education Authority Superintendents.
- Band direct input in data base.
- Process lacked clarity in responsibilities; as indicated in this chart a more formalized approach is needed.

THE NEW APPROACH

As the chart indicates, this approach is both a forecasting and an allocation system. (Discuss chart)

The Region has developed training packages to be implemented prior to the November data base, if this approach is to be implemented. (Copy available)

Two Tribal Councils have been involved in the development of their co-ordinating role in this approach.

A possible Analysis Team has been discussed resulting in only one suggestion, being representatives from:

- a) Regional Education
- b) Regional Finance
- c) Liaison Officers from FNC, MKO, and BIN
- d) Manitoba Indian Education Association

PROVINCIAL PROGRAMS NOT OFFERED IN BAND OPERATED  
OR FEDERAL SCHOOLS

In the spring the four large Bands identified to Headquarters discrepancies in services delivered to their students.

Subsequently, with the development of individual community data base packages, this discrepancy of services delivered was prevalent across all 72 packages.

To highlight this discrepancy or "gap" in service delivery, the following charts demonstrate the grant structure utilized by the Manitoba Department of Education to a provincial School Board without their tax base.

For this demonstration, the Manitoba enrolment in all Federal/Band Operated Schools has been combined to make one School Board.

SPECIAL EDUCATION

The Manitoba Provincial School Grant system has been utilized in this chart, with the exception that 30% of Federal/Band students require some form of Special Education in comparison with 8 - 10% for the Province (4,000 students tested - report available).

Speak to the charts to indicate:

- a) What low, medium, high means.
- b) That once Special Education has been introduced and operating for a period of time, then the 30% will be gradually reduced.

HIGH SCHOOL PROGRAMMING

The Department's funding base for education is determined considering the operation of an elementary program only.

Some questions we must consider are:

- a) Are we going to continue to operate high school programs on reserve?
- b) If so, what will be the standards?
  - Teachers' entitlements
  - Courses offered
  - Etc.



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### AUXILIARY PROVINCIAL PROGRAMS

These are basic programs offered to every Canadian child in a provincial school system.

A process of dovetailing capital costs with operating costs must be developed.

### CONSULTING SUPPORT SERVICES

As can be easily seen, each Education Authority cannot employ all the required consultant services.

However, Authorities may group together to share services or they may purchase specific services from outside agencies such as Universities, Department of Education, or Provincial School Boards.

### CONCERNS OF BAND OPERATED SCHOOLS ONLY

The Department has the following support for:

- |                                    |                             |
|------------------------------------|-----------------------------|
| a) Legal Issues                    | - Justice Department        |
| b) Insurance                       | - Legislative Support       |
| c) Professional Negotiation        | - Public Service Commission |
| d) Engineering & Technical Support | - Public Works Canada       |

### ONTARIO REGION FUNCTIONAL AUDIT

This statement is displayed here to demonstrate the requirement of educational policies and standards which would emphasize Indian controlled education.

### 1985-86 - NATIONAL PROGRAM GOAL

In conclusion of my presentation, I must commend Headquarters Education staff on establishing this one year goal and offer Manitoba's support as we have the required expertise in Band Operated Schools and data base development.

FINANCE PRESENTATION

As we have been speaking to the service "gap", Mr. Wally Draper/Finance will now display some hard numbers of actual Provincial programs in these areas which have not been funded by the Department.



COMMUNITY DATA BASE

POLICIES & STANDARDS  
FOR EDUCATION

?



## BAND OPERATED SCHOOLS

1973	Fort Alexander
1974	Sandy Bay
1977	Peguis
1979	Lake Manitoba Sioux Valley
1980	Dakota Tipi Roseau River Long Plain The Pas
1981	Dakota Plains Dauphin River Chemawawin Fairford Jackhead Little Black River Little Grand Rapids Bloodvein River Pauingasi Poplar River Swan Lake
	Nelson House Education Authority Inc.
1982	Waywayseecappo
1984	Fisher River Pine Creek Keeseekoowenin Crane River

SOUTH EAST  
TRIBAL DIVISION  
FOR SCHOOLS

# TRANSFER PLAN

## Federal School Program to Band Operated Schools

1985/86	Cross Lake Pukatawagan The Pas Provincial School
1986/87	Gods River Garden Hill St. Theresa Pt. Red Suker Lake Wasagamach Oxford House Gods Narrows
1987/88	Split Lake York Landing Tadoule Lake Lac Brochet Shamattawa Lake St. Martin Little Saskatchewan

1985/86 – 1988/89  
NATIONAL PROGRAM GOAL

" ...The extent, nature and quality of Indian educational facilities and services are not at a level comparable to equivalent surrounding provincial facilities and services... "

# COMMUNITY DATA BASE SYSTEM

(Is an expectation of Indian control)

BUDGET FORECAST

BAND PREPARED DATA BASE

Review & coordination of data base

Regional education team analyse data base

H.Q. education recommend data base

T.B. approves data base

BUDGET ALLOCATION





STANDARD PROVINCIAL PROGRAMS

NOT OFFERED IN

BAND OPERATED & FEDERAL SCHOOLS



# 1) SPECIAL EDUCATION

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(Testing of 4,000 students showed 30% require special education)

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## A) Elementary

i) 6,000 students X 30% : 1,800 special education students

ii) High incidence	} level of seriousness	20%	: 360 students
Medium incidence		30%	: 540 students
Low incidence		50%	: 900 students

iii) 360 students X \$3,000 : \$1,080,000

540 students X \$2,000 : \$1,080,000

900 students X \$1,000 : \$ 900,000

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sub total \$3,060,000

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# SPECIAL EDUCATION

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## B) Junior High

i) 2,500 students X 30% : special education students

ii) High incidence	} level of seriousness	10% : 75 students
Medium incidence		20% : 150 students
Low incidence		70% : 525 students

iii) 75 students X \$4,000 : \$300,000

150 students X \$2,000 : \$300,000

525 students X \$1,000 : \$525,000

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Sub total    \$1,125,000

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# SPECIAL EDUCATION

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## C) High School

i) 1,500 students X 30% : 450 special education students

ii) High incidence	} level of seriousness	5% : 23 students
Medium incidence		10% : 45 students
Low incidence		85% : 382 students

iii) 23 students X \$6,000 : \$138,000

45 students X \$3,000 : \$135,000

382 students X \$1,000 : \$382,000

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Sub total    \$655,000

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<b>TOTAL    \$4,840,000</b>
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## 2) HIGH SCHOOL PROGRAMMING

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specialty type programs	approx. no. of students	Prov. grant per student	total cost
Vocational education	500	2,000	1,000,000
Business education	500	1,000	500,000
Computer education	1,500	100	150,000
Outdoor education	1,500	100	150,000
Science credit courses	1,500	500	750,000
Life skills	1,500	100	150,000
			TOTAL \$2,700,000



### 3) AUXILIARY PROVINCIAL PROGRAMMING

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type of program	start-up cost	operating cost	total
Library	500,000	125,000	625,000
Music	600,000	400,000	1,000,000
Drama	-	100,000	100,000
Art	-	200,000	200,000
Physical education	-	600,000	600,000
Health/Nutritional educ	-	250,000	250,000
		TOTAL \$2,775,000	

#### 4) CONSULTING SUPPORT SERVICES

##### TYPES of CONSULTANT SERVICES REQUIRED

Language Arts  
Home Economics  
Industrial Arts  
Curriculum  
Mathematics  
Science  
Social Studies  
Teaching English as a Second Language  
Music  
Computer Education  
Business Education  
Native Languages

Provincial ratio is 1 consultant for every 250 students.

federal/band enrollment	eligible allotment	present positions	required	\$ cost
10,000	40	6.5	33.5	1,340,000*

\*average salary - \$40,000

## 5) OPERATIONAL SUPPORT REQUIREMENTS FOR BAND OPERATED SCHOOLS

a) Extra curricular program requirements	
Field trips	50,000
Inter-school / provincial sporting competitions	50,000
Music festivals	25,000
Science fairs	25,000

Total 150,000

b) Services not available to band operated schools	
Legal costs	1,250,000
Insurance on equipment & facilities	125,000
Liability insurance	50,000
Professional dues	50,000
Access to professional negotiator	50,000
Engineering & technical support	150,000

Total \$1,675,000

# OPERATIONAL SUPPORT REQUIREMENTS FOR BAND OPERATED SCHOOLS

## SUMMARY

1) SPECIAL EDUCATION	4,840,000
2) HIGH SCHOOL PROGRAMMING	2,700,000
3) AUXILIARY PROVINCIAL PROGRAMMING	2,775,000
4) CONSULTING SUPPORT SERVICES	1,340,000
5) OPERATIONAL SUPPORT REQUIREMENTS	
a)	150,000
b)	1,675,000
TOTAL \$13,480,000	



## ONTARIO FUNCTIONAL AUDIT

"...The Director of Operations and the Director of Education should initiate action with Education Directorate, Headquarters, to develop and document a comprehensive set of policies, procedures and guidelines to direct the delivery of education in the Ontario Region..."



## 1985/86 NATIONAL PROGRAM GOAL

"...Standards for Indian educational services and facilities which reflect Provincial norms, are in place. Mechanisms set up to ensure that standards are maintained..."

FINANCE  
PRESENTATION

W. Draper

Our presentation today is simply a comparison between two selected Manitoba School Divisions where Indian Students attend classes, and Manitoba Region's presentation of Indian Student need, as discussed by Mr. Maxwell.

In the first chart we highlight the activity in Special and Vocational Education. It must be noted that there is no comparable point in the current Education Data Base to provide funding for Vocational and Special Education. For comparison purposes, the total enrolment in these two school divisions approximates the total Indian Affairs student enrolment.

The second chart is for information and comparative purposes. It shows actual school division expenditures compared to the amounts Mr. Maxwell presented in his costing of services.

In our analysis we found that the instructional services costs for School Divisions are not easily identified in an analysis of financial statements. These instructional services costs are however important and significant in any education system.

The third chart again compares the two School Divisions to Mr. Maxwell's presentation. The table presents operation support requirements as actually spent by the Brandon and Frontier School Divisions compared to the need in Band Schools.

We can conclude from our analysis that comparability is difficult to achieve because each school board makes decisions about the courses to be offered. We can conclude that I.N.A.C. costs per student in the areas of Special Education and Vocational Education are higher than in Provincial School Divisions. This phenomenon can be explained by the fact that each of our Band Operated Schools is viewed as a School Division. However, none of our Band Schools approach the size of Provincial Divisions. Therefore, economies of scale are not realized in our schools.

The issue before us today, therefore, is one of addressing needs, and quality of education. An analysis of costs alone does not begin to address the gap.

I return the floor to Mr. Campbell.

# EDUCATION COSTS

September 1984

	INAC		FRONTIER S.D. PROVINCIAL SCHOOL		BRANDON S.D. PROVINCIAL SCHOOL	
PROGRAM	COSTS	STUDENTS	COSTS	STUDENTS	COSTS	STUDENTS
SPECIAL	\$0	10,000	\$1,448,560	5,092	\$1,565,268	5,956
VOCATIONAL	\$0	10,000	\$146,437	5,092	\$1,263,620	5,956
	\$0	10,000	\$1,594,997	5,092	\$2,828,888	5,956

NOTE: COSTS FROM SCHOOL BOARD AUDITS AT DECEMBER 31, 1983.

# EDUCATION FUNDING GAP

## STANDARD PROGRAMS NOT OFFERED IN BAND/FEDERAL SCHOOLS

	BRANDON S.D.	FRONTIER S.D.	Total	INAC	
NUMBER OF STUDENTS	5,956	5,092	11,048	10,000	
SCHOOL DIVISION					INAC PROGRAM
EXCEPTIONAL	\$1,565,268	\$1,448,560	\$3,013,828	\$4,840,000	SPECIAL EDUCATION
VOCATIONAL	\$1,263,620	\$146,437	\$1,410,057	\$2,700,000	HIGH SCHOOL
IDENTIFIED COSTS			\$4,423,885	\$7,540,000	
INSTRUCTIONAL SERVICES				\$1,340,000	CONSULTANT SUPPORT
				\$2,775,000	AUXILIARY PROGRAM
				\$11,655,000	

NOTE: COSTS FROM SCHOOL BOARD AUDITS AT DECEMBER 31, 1983

# EDUCATION FUNDING GAP

## OPERATIONAL SUPPORT REQUIREMENTS FOR BAND OPERATED SCHOOLS

	BRANDON S.D.	FRONTIER S.D.	Total	INAC	
NUMBER OF STUDENTS	5,956	5,092	11,048	10,000*	
SCHOOL DIVISION					
PROF., TECH. & SPEC.	\$53,034	\$145,796	\$198,830	\$1,250,000	LEGAL COSTS
INSURANCE	\$31,191	\$68,067	\$99,258	\$175,000	INSURANCE
DUES & FEES	\$22,682	\$16,797	\$39,479	\$50,000	PROFESSIONAL DUES
IDENTIFIED COSTS			\$337,567	\$1,475,000	
INSTRUCTIONAL SERVICES				\$150,000	EXTRA CURR.
				\$50,000	PROFESSIONAL NEG.
				\$150,000	ENGIN. & Tec TECH.
NOTE: COSTS FROM SCHOOL BOARD AUDITS AT DECEMBER 31,1983				\$1,825,000	
*25 EDUCATION AUTHORITIES					

\* 25 EDUCATION AUTHORITIES

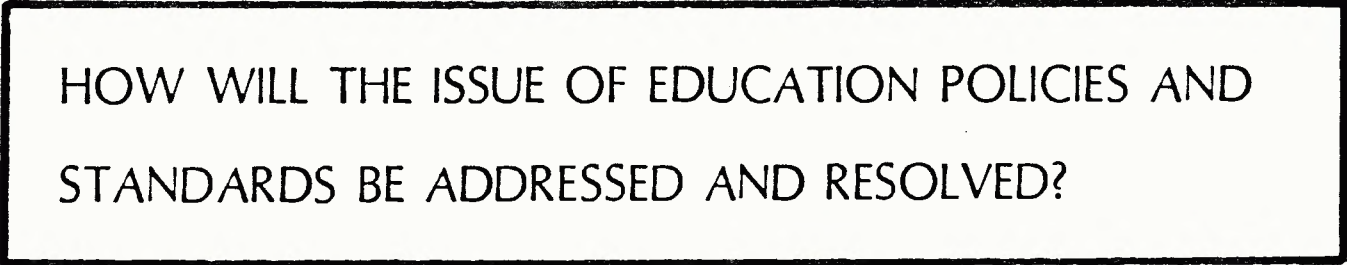




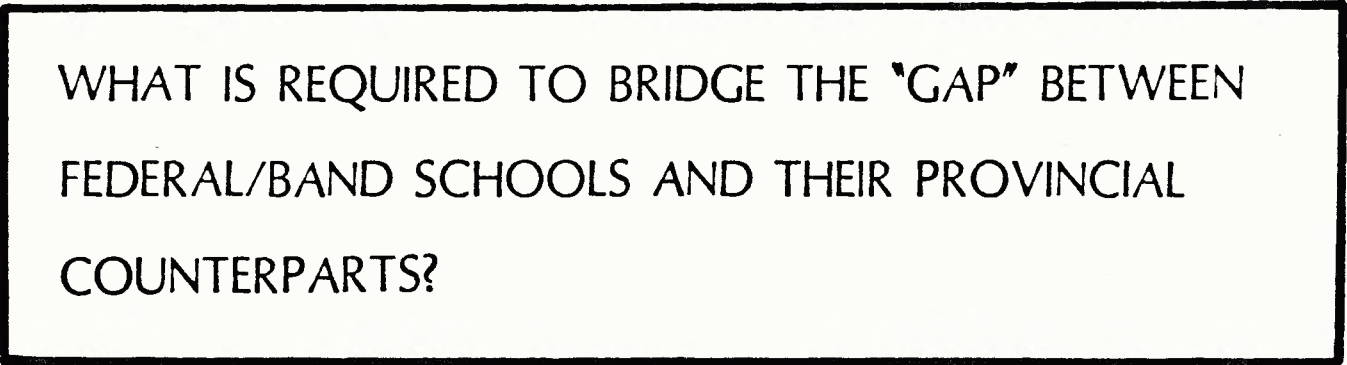
WHERE DO WE GO FROM HERE ?



DOES THE DEPARTMENT NOW INITIATE A COMMUNITY  
DATA BASE SYSTEM FOR THE NOVEMBER DATA BASE?



HOW WILL THE ISSUE OF EDUCATION POLICIES AND  
STANDARDS BE ADDRESSED AND RESOLVED?



WHAT IS REQUIRED TO BRIDGE THE "GAP" BETWEEN  
FEDERAL/BAND SCHOOLS AND THEIR PROVINCIAL  
COUNTERPARTS?