

POLICY ON EDUCATIONAL SUPPORT SERVICES PROVIDED
TO PUPILS

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Department of Indian and Northern Affairs

Policy on Educational Support Services Provided to Pupils

A Paper Prepared For The
Executive and Planning Committee

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The Steering Committee on Educational Support Services
Provided to Pupils

Committee Members:

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1. Noon Lunch Supplement

(a) Background

As a part of the integration program and to relieve the concerns of Indian parents because their children would no longer be coming home for lunch, it was negotiated that Education Branch would supply funds to supplement the noon lunch program. The initial program, in 1960, provided noon lunch on an ad hoc basis. In 1965 the Director of Education stated guidelines for the noon lunch supplement as follows:

1. Programs which were already in effect will be continued.
2. The Department will approve additional programs to the limit of funds available at the rate of 25¢ per pupil providing that a Committee of women of the reserve would prepare the lunches.
3. Where a school noon lunch program is in effect at a non-Indian school, organized by the School Board or some other Agency, the Department does participate on behalf of Indian students through tuition fees on the same cost arrangement applicable to non-Indian students. Treasury Board approval was then obtained in the amount of \$100,000 for the fiscal school year 1965-66, on a trial basis.

In 1965 headquarters evaluated the program and found that the \$100,000 approved was already over-committed

before approval. The estimated costs of the noon day lunch program had totalled \$640,730.

By 1966 the 25¢ per pupil was still trying to be maintained for children attending school, off the reserve, from their homes on the reserve. Children attending school on the reserve were not to receive any further supplement than the vitaminized milk and biscuits. However, throughout this period costs were exceeding the authorizations. Students attending joint schools in which there were Student Residences were fed lunch at the Residence and the Residence received 30¢ a day from the Department for feeding day students.

In 1968 an attempt was made to review the noon day lunch program and to tie it in to grants to bands and to have it Band-operated. The most serious situation existed in Alberta where the Indian people took the stand that the noon lunch program was a Treaty right and that the full responsibility was that of the Department of Indian and Northern Affairs.

After decentralization of the program and of funds, headquarters periodically attempted to bring about some control to escalating costs of the program by indicating that any deviation from policy should have

approval. However, the result of decentralization was considerable variation in rates throughout the country and even within the various Regions. Recent returns from the field verify this considerable variation and show that the amount of the supplement per pupil per day vary from about 4¢ to \$1.18. The average appears to be around 50¢.

The following table is a statistical summary of noon lunch supplements provided to students by the Department. The chart shows the number of students in each region who may qualify for the noon lunch supplement and the total number on whose behalf a lunch supplement is being paid by the Department. The inter-regional differences are indicated as well as intra-regional variations. A more detailed summary of noon lunch supplement program rates and costs is attached as Appendix A.

Education Branch Noon Lunch Supplement Program

<u>Region</u>	<u>Total Population</u>	<u>Total No. Receiving Supplement</u>	<u>Range of Rates Per Day Per Student</u>	<u>Average Allowance Per Recipient</u>	<u>Budget 1974-75</u>
Maritimes	3,119	1,343	88½¢ - 90¢	89¢	234,400
Quebec	9,539	424	55¢ - \$1.18	77¢	44,700
Ontario	15,111	3,037	14¢ - 50¢	31¢	220,145
Alberta	12,152	3,483	12¢ - 75¢	25¢	83,000
Saskatchewan	11,529	5,193	16¢ - 60¢	31¢	301,300
P.C.	11,619	893	2.7¢ - 90¢	25¢	53,000
	<u>74,373</u>	<u>25,373</u>			<u>930,245</u>
Manitoba	<u>11,000</u>				<u>44,000</u>
Total	85,373				\$1,024,245

Lunch supplement allowances are given to parents, students or bands to supply a lunch supplement, for students attending schools from their homes on the reserve. Usually the schools are located off the reserve.

The two most common methods of providing the noon lunch supplement are;

- 1. Funds supplied to band and a committee prepares the lunches
- 2. Funds supplied to the band and the band contracts catering services; usually a local person on the reserve.

Manitoba has been omitted from the table as they operate on a per capita basis which accumulates to \$44,000.00. This money is allotted to bands on their request and in accordance with available funds.

(b) Current Policy

The current policy of the Department to pay at the rate of 35¢ per student per day has been in effect since 1965. In

practice, however, the noon lunch program has become quite varied across the country - both in terms of rates and manner of administration. Because parents are of different opinion regarding the noon lunch program, and because of high costs in extending noon lunches to all schools, the Department has tended to hold the line on both rates and expansion.

(d) Alternative Recommendations

The regional recommendations are included in Appendix A.

The committee feels that the following represent the alternatives open for consideration:

1. Discontinue the noon lunch program
2. Continue the noon lunch program as it is presently being conducted, at the same level of support.
3. Amend the present policy and continue the noon lunch program in a different matter.

(e) Implications of the Alternative Recommendations

Recommendation number 1, if accepted, would result in widespread disagreement from the Indian people. In addition, the following issues would be raised;

- a) many Indian people consider the noon lunch program as a treaty right.
- b) promises were made, either implicit or explicit at the time of integration to joint schools, that noon lunch supplements would be provided by the Department.

- c) due to pressure at the regional level, the regional offices would have difficulty in disposing of the program.
- d) Confrontation situations would arise.
- e) the saving to the Department would be 1.1 million per year.
- f) school attendance has improved with the provision of a noon lunch, and attendance might drop off if the noon lunch program is discontinued.
- g) can hungry children be taught effectively?

Recommendation number 2, if accepted, would leave the responsibility with Education Branch. This service is not a responsibility of Education since education is not in a position to determine need. This program also takes the time of education staff who should be providing a professional education service.

Recommendation number 3, if accepted, would fulfill our commitment to the Indian people. The general implication of continuing the noon lunch program is that the Department may face greater demands for noon lunch supplements than in the past. In Quebec, for example, 424 students out of a school population of 9,534 are receiving the supplement. A more formal policy might increase the applicants for the program significantly.

(2) Committee Recommendations

The committee recommends that the noon lunch program be continued in a different manner. The method proposed is the one presently

used in Manitoba. By this scheme funds are allocated to bands on a per capita basis, X cents per day per student for 200 days. It is also recommended that the funds be directed from the Community Affairs Branch to the bands, under the contributions to bands program. Funds would be allotted to bands on a per capita basis on their request and in accordance with available funds. The majority of the regions have suggested (Appendix A) that the funds be directed through the Community Affairs Branch. Manitoba region states that the bands are using these Department funds and their own resources to provide noon lunches.

If the Manitoba rate, 2 cents per day per students for 200 days is applied to the rest of the regions, the budget reduction would be significant.

Total Indian student population	85,373
At a rate of \$4.00/student/year the Total budget would be	\$341,492.00

This would present a significant reduction in the funds allocated to each region. The rate of 2 cents per day per student for 200 days would result in a reaction from the regions and the Indian people similar to discontinuing the program altogether. It is recommended that the rate per student per day be 6 cents, giving a yearly rate of \$12.00 per student.

Based on a total student population of 85,373 this would result in a total budget of \$1,024,476.00 as compared to the present budget of \$1,024,245.00.

Bands could submit applications for noon lunch supplement funds to the Assistant Regional Director, Community Affairs, for funding on a student per capita basis.

Clothing Allowances(a) Background

Clothing allowance was a direct result of the integration program. The Indian people demanded clothing on the basis that their children must be as well dressed as the other students in the joint schools. There was precedent for this, where clothing was supplied to students in residence and their clothing was continuously upgraded throughout the years and particularly so when students attended school in joint schools rather than in residence. Eventually another clothing provision question arose when students began to graduate from high school and needed such things as suits and dresses for graduation. Recent surveys indicated that the clothing allowance was running from about \$122.00 to \$170.00 per student per year for those that qualify. The average being approximately \$120.00.

The following chart is a statistical summary of the number of Indian student clothing allowance recipients and the ranges of rates per year per student inter-regional and intra-regional. A more detailed summary is provided in Appendix B.

Clothing Allowances Based on Statistics for School Year 1974-75 and Budget Year 1974-75

<u>Region</u>	<u>Total School Population</u>	<u>Total No. Receiving Allowances</u>	<u>Range of Rates Per Year Per Student</u>
Maritimes	3,119	18	\$ - \$125.00
Quebec	9,539	732	\$125.00-150.00
Ontario	15,111	1,197	\$ 25.00-200.00
Manitoba	11,304	818	\$100.00-170.00
Saskatchewan	12,152	Approx. 966	\$100.00-120.00
Alberta	11,529	176	\$ 70.00-150.00
B.C.	11,619	865	\$100.00-125.00
Totals	74,373	4,772	

Total number receiving allowances include:

1. Students on educational assistance in boarding homes. This constitutes the great majority of cases.
2. Clothing for special occasions - that provided by welfare is not included.
3. Students from their home on the reserve. This occurs in special circumstances only and includes a few cases only.

1973-74 Clothing Allowance Expenditures

(a) Pupils in student residences	\$ 553,623.00
(b) Other pupils	<u>537,256.00</u>
Total Expenditure	\$1,040,879.00

Education Branch estimates that the expenditure for "other" pupils may be broken down as 90% for students in Boarding Homes and 10% for special clothing allowances.

1974-75 Clothing Allowance Budget

(a) Pupils in student residences	\$ 575,000
(b) Other Pupils	497,000

(b) Current Departmental Policy

The Department's policy on providing clothing assistance to students who attend school on or off the reserve from home on the reserve is as follows:

(i) Families in receipt of Social Assistance

Clothing is provided through social assistance programs and request for clothing for a special school-sponsored activity such as graduation should be directed to the local social assistance officer.

(ii) Families not in receipt of Social Assistance

Many families living at or close to a marginal subsistence level do not request social assistance and yet cannot afford the clothing to enable their children to participate in special school-sponsored activities, such as graduation exercises. In situations such as this, special clothing assistance may be provided from education funds to enable the children to participate in the school-sponsored activity.

Provincial Departments of Education

(Policies on clothing are included in Appendix "C")

(c) Alternative Recommendations

The regional recommendations are provided in Appendix B.

The committee feels that the following are alternatives open for consideration;

(1) Continue to have Education Branch provide clothing in student residence and boarding home programs including clothes for special occasions. Since such students are being maintained away from home and it is Departmental policy to provide education at all grade levels, either on or off the reserve. For all other students clothing allowances are to be provided through Community Affairs Branch on the basis of need.

(2) Transfer clothing program from Education Branch to Community Affairs Branch.

(3) Discontinue clothing allowances for all students.

(d) Committee Recommendations

The Committee felt that clothing allowance should be continued for students in the residence and boarding home programs. The committee representatives from Education Branch stated that Education Branch is prepared to accept responsibility to continue the clothing allowance for residence and boarding homes programs, but the "special function" allowance should be provided to social assistance recipients by the Community Affairs Branch, and discontinued for others.

A check was made with Saskatchewan regarding clothing allowances to pupils in their own homes. Saskatchewan

pays an allowance of \$120 per annum to all pupils age 14 and over or are in grade 9 and up. They estimate the cost of this at approximate \$120,000 per year. Saskatchewan seem to be the only Region paying allowances for pupils residing at home on reserves.

This is a duplication of services when parents are social assistance recipients.

Student Personal Allowances

(a) Background

Student allowances originally came into being to take care of transportation and other incidental expenses of Indian students. Funds are provided to students whose parents are unable to provide them with an allowance or only a partial allowance.

It should be noted that these programs are subject to a means test but there is no evidence of it being applied. The Indian people would challenge the means test on the basis that these are legitimate costs of integration. When Family Allowance was increased these educational allowances were looked at and it was decided that the Department would not alter the allowance and the increased Family Allowance would not be tampered with. There is argument to be put forth that education allowances should not be an education responsibility, but parental responsibility and the funds should be from the income of the family, be it from work, family allowance, social assistance or some other source.

(b) Current Department Policy

The present policy on student personal allowances is that an Educational Allowance in the amounts stated below may be provided to cover miscellaneous and personal supplies, and to enable the student to take part in community affairs and social activities. This allowance is intended for students whose parents are unable to provide them with an allowance, or only a partial allowance, and on whose behalf the parents have completed an Application for Educational Assistance form.

(a) \$10.00 per month may be provided to students in Grades 9 to 13 or aged

between 14 and 17 years, who are attending school full-time from their home on the reserve.

- (b) \$20.00 per month may be provided to students aged 18 years and over attending school full-time from their home on the reserve, and who are enrolled in grades up to and including Grade 13. As the Youth Allowance terminates at age 18, the increased amount for this age group is intended to replace the Youth Allowance.

(c) Regional Applications of Policy

The following rates are being applied for student allowances:

- \$10.00 per student - Grade 9 to grade 13 or 14 years to 17 years old
- \$20.00 per student - 18 years and older, enrolled in school up to and including grade 13

The cost is not isolated in the budget but the costs approximate:

1972-73 (Estimate)

Number of students in grades 9 to 13 or aged between 14 and 17 years.	8,469	Number of students aged 18 years and over attending schools up to and including grade 13	3,151
	\$10.00	monthly rate	\$20.00
	\$84,690.00	monthly total cost	\$63,020.00
	\$846,900.00	yearly expenditure (10 months)	\$630,200.00

Approximate total yearly cost 1972-73 was \$1,477,100.00 as determined by 72-73 computer produced tables.

The 1973-74 expenditure for student allowances was \$2,205,158.00

(d) Alternative Solutions

- (i) Eliminate the student allowance program.
- (ii) Continue the program at the present level of funding.
- (iii) Continue the program and apply the means test.

(e) Implications of Alternative Recommendations

Recommendation No. 1, if accepted, would result in some students

Student Personal Allowances (e) continued

being denied an opportunity to participate in school functions. The administrative work of accounting for all the student costs would also increase. There would be widespread disagreement from the Indian people and decreased student attendance at schools.

Recommendation No. 2 fulfills our commitment to the Indian people that we would grant a student allowance. The allowance provides an incentive to staying in school and it teaches responsibility in handling money. In addition, it allows the student to participate fully in school activities if he desires to.

Recommendation No. 3 would result in some students who are presently receiving the allowance being cut-off.

(f) Committee Recommendations

The Committee recommends No. 2 as stated above.

SCHOOL SUPPLIES

(a) Background

Traditionally the Education Branch has always footed the bill for school supplies. This was a simple matter when the schools were located on the reserves or students were attending student residences. In schools where the Provincial Department of Education provided school supplies to all students either free of charge or at a nominal fee, we acted as parents and paid the cost for each student directly to the School involved, through tuition fees.

SCHOOL SUPPLIES (a) continued

The issue here is that these supplies have come "piece meal" and there appears to be a usurping of responsibility by the parents and the assumption that these are a legitimate charge to Indian Affairs.

(b) Current Departmental Policy

The Department's policy with respect to school books and school supplies, for Indian students who attend school from home on the reserve is as follows:

Books and supplies are paid for by the Education Branch. This includes authorized texts, reference books, note-books and supplies such as pens, pencils, paints, etc. Home Economics and shop fees, gym uniforms and supplies for approved school activities may also be included. Control of these funds will be exercised through normal regional accounting procedures. Only supplies prescribed by the school authorities will be provided and only when the supplies are not available from the school and when there is no duplication of provincial or local services.

(c) Regional Application of Policy

The usual formula which is used is:

Elementary Students - \$15.00 a year - usually the money is given to the mother who purchases the supplies.

Elementary Students in more senior grades (7 and 8) - \$20.00 a year handled as above.

SCHOOL SUPPLIES (c) (continued)

Secondary Students - \$25.00 a year plus gym clothing (approximately \$30.00) plus industrial arts and home economics supplies as necessary (approximately \$40.00) plus text books. The text books may be on a rental basis and the student pays the rental fee to the school. If books are required to be purchased, this allowance may be as much as \$60.00.

Education Branch estimates this service to cost approximately \$1,785,000.00 per year. This does not include any payments included under tuition fees. Payments are made directly to the student.

(d) Alternative Solutions

- (i) Maintain the present policy of providing school supplies through the Education Branch.
- (ii) In order to bring about more adequate control, we should be considering a per capita grant program regardless of who it is charged to and budgeted accordingly turned over to the Band to be administered as they see fit in accordance with the money available and the demands of their members.

(e) Committee Recommendations

The Committee recommends alternative No. 1.

Extra-Curricular Activities

(a) Current Departmental Policy

The only coding budget for extra-curricular activities is found under student residences. This allotment is to supply funds for students participating in extra-curricular activities such as sports events, league games, tournaments, track meets, bands, etc.

In all other cases there is no specific allotment for extra-curricular activities. It is assumed that extra-curricular activities are an integral part of the education process regardless of whether students attend schools on or off the reserve. In most school districts this is a responsibility of the Board and is financed by them. The same applies to Federal Schools and the charges are made against whatever section of the educational budget appears appropriate for the occasion. Some examples of where charges are made are transportation, social education, etc. Frequently for specific projects operated by outside agencies but sponsored by education, a service contract is drawn up.

The student residences are provided with \$600.00 each, plus

\$ 20.00 per student. The total budget for 1974-75 for student residence extra curricular program is \$216,000.

This expenditure, along with other budgets included in this paper, will reduce as the number of student residences is reduced.

(b) Alternative Recommendations

1. Continue providing funds to the student residences at the present level of funding.

- 2. Increase funds for the extra-curricular programs.
- 3. Discontinue funds for extra curricular programs.

(c) Implications of the Alternative Recommendations

Recommendation number 3, if accepted, would result in the reduction and possibly the elimination of sports and other co-curricular programs. These programs do form an integral part of the education process.

Recommendation number 1, if accepted, would result in present extra curricular program continuing.

Recommendation number 2, if accepted, would provide for more co-curricular programs.

(d) Committee Recommendations

The committee recommends that the present level of funding be maintained by Education Branch.

Educational Counselling Services

(a) Current Departmental Policy

The counselling service being offered to Indian students by the Department for those students living at home and attending school on or off the reserve. The service comes from two types:

1. Joint School Counsellors

- (a) School based - these are guidance teacher counsellors who provide a service to all students in the school and the cost is included as part of the tuition fee costs. For most students this is all the educational counselling they require.

(b) Department counsellors - these are professional counsellors on the Education staff of the Department, who provide a counselling service for Indian students.

2. Para-professional counsellors - these counsellors are also referred to as Home School Co-ordinators.

Their prime function is to act as a liaison among the school, the home and the student. Their duties seem to concentrate on school attendance. They perform a very useful function and they are well recieved in the schools and the communities. Because of their lack of formal training they need supervision which should come from the professional counsellor. They should be the ultimate successor to the Counsellor.

(b) Regional Applications of Policy

Costs of Counselling Service funded by Indian Affairs

British Columbia	- 594,800	Ontario	- 1,024,562
Alberta	- 524,000	Quebec	- 486,700
Saskatchewan	- 635,500	Maritimes	- 187,700
Manitoba	- 748,000	TOTAL	4,203,962

Number of Para-Professionals in Counselling - 232

Number of Professional Counsellors 185

Total School Population - 85,373

Total Number of Counsellors - 417

Ratio: 1:179

Indian Affairs funded only

Counsellors are allocated to schools in the ratio of approximately 1 counsellor to 75 students.

(c) Alternative Recommendations

1. Increase the counselling services program.
2. Continue the counselling services program with the present ratio of professionals and para-professionals.
3. Continue a counselling service program, with fewer professional counsellors and greater responsibility for para-professionals.

(d) Implications of the Alternative Recommendations

Recommendation number 1, if accepted, would increase the duplication of professional counselling with the Department and the Provincial Departments of Education.

Recommendation number 2, if accepted, would maintain the Department counselling services with the present number of professional counsellors. Recommendation number 3 would maintain a counselling service but would decrease the role of the professional counsellor and increase the responsibility of the para-professional.

(e) Committee Recommendation

The committee supports recommendation 3, above. Where professional counsellors leave their positions, they should be replaced by para-professionals. Professional counsellors should act as training co-ordinators for the para-professionals, in either education or social services.