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**"TAKING CONTROL OF YOUR
EDUCATION PROGRAM"**

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"TAKING CONTROL OF YOUR
EDUCATION PROGRAM"

CHAPTER 1 THE BEGINNING

Why would a Band want to takeover the education program?

There are many reasons expressed by Indian professionals, Indian leaders and Indian parents as to why it has been important for Indian Bands to implement Indian control of Indian education.

1. First of all, they say, every other education system in North America has been run, since the turn of the century by local people. Indian education has been traditionally run by churches followed by government. Most Indian people now feel it is time to update that system.
2. Professional educators, both native and non native, state categorically that that only effective education is community education.

The community school concept is quickly becoming an important model for Canadian schools both rural and urban. By attending school in your own neighborhood or community, the child is more likely to receive an education that reflects the desires, concerns and values of that community.

3. The education system of any community, native or non native, represents a significant economic factor in that community. Having complete control of the economics of education allows for greater economic control and in the long term greater influence on self determination through the Indian government process.
4. Indian control of Indian education has now been in effect in some Canadian Indian communities for over ten years. Statistical data on these communities reflect:
 - a) an increase of over fourteen times the number of high school graduates.
 - b) a significant decrease in vandalism due on part to influence of parents on the School Board.
 - c) an increase in attendance rates
 - d) more local employment
 - e) greater input of community people (parents, elders, leaders) into the school program.

It should be noted that although Band-operated schools receive up to twenty percent more funding than federal schools, most Bands did not feel that funding was the most important reason for transfer.

How does a Band start the process?

It all has to begin with a clear desire on the part of a Band to implement Indian control of Indian Education.

Once that desire for Band control is recognized, the process is ready to begin.

Band Councils, through the Indian Government process, determine the desire of the Band or its designate to take over the Education program. At the same time the Band Council determines the target date for takeover. Target dates fall on September of each year.

Band Council will, in most cases, be delegating responsibility for the transfer process to the local School Committee. Upon consensus of determination and target date, Band Council will sign a Band Council Resolution stating:

1. The readiness and desire of the Band to take over the education program.
2. The date of the proposed transfer.
3. The Band's application for pre-transfer funding decentralized to the Band or its designate.

*****NOTE: A designate would generally refer to an Indian governing body such as a Chief's Council Education Authority.

CHAPTER 2 THE MIDDLE (PLANNING)

What are the elements involved in planning?

The pre-transfer planning process occurs after the Bands decision to transfer.

The pre-transfer planning process is basically one of design and planning rather than a process of implementation.

The Band would produce the following documents in the pre-transfer stage.

What are the procedures for pre-takeover?

As pre-takeover funding is limited Bands may wish to explore various approaches to having this preparatory work completed. Funding is allocated on a formula basis outlined in Department Policy guidelines. Generally each Band receives approximately \$50,000.

Bands in Ontario and across Canada have now in place many of these policy documents.

Band Council may wish to hire a consultant or have a staff member obtain existing models of these policies for adaptation by the Band rather than doing the same work over again.

What are the final requirements in this stage?

- A Financial Management System including budget control, banking, accounting and payroll would be complete.
- A Human Resource Management System including a Personnel and Policy Manual, Superannuation Plan, and recruiting procedures would be complete.
- A School Committee and Student Policy Handbook including discipline codes, building regulations, transportation and other related policies would be complete.
- A three year planning document including capital plans would be complete.
- A statement of educational goals and objectives would be complete.

CHAPTER 3
THE COMPLETION (IMPLEMENTATION)

After a year of pre-planning activities the Band will be ready to fully takeover the education program the following September.

How are Bands approved for transfer?

Prior to December 1986, Band School transfers were individually submitted to Treasury Board for approval.

In December 1986, Treasury Board approved the Devolution Plan which identified resources for school transfers to bands as well as resources for the development of Chiefs Councils.

The devolution policy identifies funding for these existing programs and does not in itself create new programs.

By realizing the savings from a reduction in Departmental cost (person years) and with the addition of extra (incremental) funds, the Department is able to finance a number of transfers over the next five years.

Each year, the Region must submit a Corporate Plan outlining the programs to be transferred in the next year.

Priorities are set and within the resources available for that year, approvals for transfer are given.

The strength of a Band's B.C.R. within intention and date of transfer puts the Bands request into the Corporate Management Plan for pre-transfer dollars.

At the same time the Band's pre-transfer plan becomes part of the following year's Corporate Plan for full transfer.

Full transfer cannot occur until:

1. The pre-transfer activities package is ready and acceptable to the Band and the Department.
2. The Band and the Department are satisfied that the Bands financial status is sound.
3. The Band and the Department are prepared to sign the Transfer Agreement - Contribution Arrangement with the Terms and conditions outlined in the Policy Guidelines.

4. Headquarters has accepted the Bands transfer through the Corporate Management Plan and has given the Band priority status for the upcoming transfer period.

How will the Band be funded?

The Department will fund Bands for their education program through an education funding formula.

The formula process allows equal distribution of resources to all Band Schools across the country.

It has three main elements:

1. Number of students (units) are determined by the previous years October Nominal Role.
2. The cost per student depending on Grade Placement.
3. Factors such as geographic location and isolation are given extra points in the calculation.

Once established, the funding to a Band would only change through a change in units (students) or a change in unit costs as determined by Ottawa. All other factors would remain constant.

The funding formula covers such areas as:

Teacher salaries	Special Education
Substitute teachers	Curriculum Adaptation
Paraprofessionals (Associates)	Instruction Supplies
Professional Development	Student Supplies
Indian Language Instruction	Geographic, Isolation Costs
Administration	Advisory Inspection Services

Of these services the following could be done at the Band level or shared with other Bands at a Chiefs Council level.

Professional Development
Language Instruction
Special Education
Curriculum Adaptation
Advisor/Inspection Services
Administration

What is Economy of Scale and how does it affect Band education?

This theory basically states that as you share resources through a larger organization your costs decrease and you are, therefore, able to provide more functions for less money.

An example of this could be the cost of providing one Superintendent to each Band versus the cost of one Superintendent providing service to six Bands.

As more and more schools become band operated there will be an increasing need for Indian controlled second level services.

CHAPTER 4 SECOND LEVEL SERVICE

What is meant by second level service?

There are two basic components to any school system.

The first component is the community or first level service. The local authority operates the school in all aspects including staffing, program implementation and financial control.

The second component of a school system is the advisory or support system. This may or may not be located in the home community. Generally this function is located in a central location and service is provided to all member communities.

What is a definition of second level services?

Generally, second level services are support and advisory services including Curriculum Development, Professional Development, Advisory and Inspection Support, Administration Support, Language Instruction Support and Special Education.

Can second level service be provided at the Band level?

Second level service can be provided at the Band level and in most circumstances it may be important for certain elements of these areas to be done at the local level.

The funding level of a Band by formula allows for up to 100% of all support services to be delivered at the Band level.

In most cases Band's budgets could not realistically allow for a full support system development. Many Bands may choose to pool a portion of the formula money allocated for support service to their Chiefs Council Education Authority.

This "pooling" of resources allows for greater second level service development through:

1. less duplication of resources
2. greater variety of service
3. continuity of developmental programs

What are the specific areas of second level service?

There are six areas in the funding formula that can be identified as first or second level services.

a) Special Needs

This refers to specialized programming and instruction for children having difficulty with the regular school programming either because of learning disabilities, behavior problems or social factors. Increasingly the concerns of the gifted children are also being addressed in the special needs category.

The funding formula identifies \$214.00 per student for this service. Bands may choose to designate 50% of this at the Band level and 50% at the shared level.

b) Curriculum Development

This refers to the continuing need to develop and modify curriculum materials to meet existing standards yet at the same time reflect and build on the strength of Indian content.

The funding formula identifies \$43.00 per student for this service. Bands may choose to designate 50% of this at the Band level and 50% at the shared second-service level.

c) Advisory/Inspection

From time to time Bands will require professional, objective evaluations of their staff, programs and overall education systems. Generally, they prefer this service to be done by outside evaluators in tandem with the local evaluation process.

The funding formula provides \$129.00 per student for this function. Bands may choose to designate most of these funds to the second level service organization.

d) Professional Development

As Bands take on responsibility for staffing, there develops an increasing responsibility for upgrading the skills and abilities of that staff. Professional development can mean increased training and understanding of local issues as, well as the upgrading of skills and knowledge of the staffs professional skills and knowledge.

The funding formula provides \$36.00 per student for this function. Bands may choose to designate up to 50% of this function to a second level service.

e) Language Instruction

Most Indian controlled school systems are considered to be bilingual and there is a continuing effort to implement E.S.L and N.S.L. programs into the curriculum.

The formula provides for the cost of a Language Instructor portion or approximately \$10.00 per student.

The Band may wish to use this at the local level or designate up to 50% for a second level service.

f) Administration

Administrative services for a Band operated school include locale administrator, clerical and administrative support and executive management.

Second level administrative services could be those such as regularly provided by a secretary-treasurer, administrative consultant. Central purchasing or financial and human resource management consultant service would be other administrative

It a Band operated system, most of this resource would stay at the Band level. In a Chief's Council administrated education system there would need to be more funds allocated at that level.

The funding formula identifies \$163.00 per student in Administration.

In total, the funding formula identifies a minimum of \$300.00 per student as available for purchase of second level service. These could be purchased privately by an independent Band or jointly by Bands through their Chief's Council.

As well, the Department will may available \$100.00 per student for each student enrolled in a federal school inside the Chief's Council jurisdiction and \$100.00 per student for each student in a provincial school located in the Chief's Council jurisdiction.

CHAPTER 5
ADMINISTRATIVE STRUCTURES

What is a Financial Management System?

A Financial Management System is a documented process for the management of the education budget.

The Financial Management System would include:

- a) an accounting package
- b) a banking package
- c) an expenditure plan (Budget Panning)
- d) a payroll system
- e) an audit review process
- f) a filing system
- g) a financial reporting system
- h) Band Financial and Management Regulations:

The Band's Financial Management Plan is a series of documents that clearly outline to the Band government, Band members and funding agencies, the exact process for receiving funds, spending funds and accounting for funds.

* This system must be intergrated into the overall financial management system of the Band.

What is a Human Resource Management System?

The Human Resource Management System is simply the rules and regulations around issues dealing with people working for the Band.

The Human Resource Management System would include:

- a) All job descriptions
- b) Personnel Policy Manual
- c) Operational Regulations i.e. hours of work
- d) Organizational Structure

- e) Staffing guidelines - Employment Policy
- f) Evaluation procedures
- g) Disciplinary procedures
- h) Leaves - Annual, Sick, Special, Sabbatical, etc.
- i) Roles and Responsibilities
- j) Program reviews
- k) Staffing records

The Human Resource Management System is a system of Band regulations that provide a structure for the efficient productive and fair management of Band staff in the education program. It is not meant to be a hard and fast series of rules but rather a guideline for operations that reflect local concerns and changes that occur with greater development.

What is a School Policy Handbook?

A Band will want to have a School Policy Handbook to provide an outline of goals, regulations and services provided by the Band Education Program.

The School Policy Handbook could include:

- a) a statement of educational philosophy
- b) an outline of goals and objectives
- c) a student policy guide
- d) a curriculum and program guide
- e) a community facility use policy
- f) guidelines regarding student events, trips and other student related issues
- g) School Maintenance and Operation Manual

The School Policy Handbook would provide the Band with a framework for continued development along program and student issues. It would not be seen as a set of hard and fast rules but rather a set of guidelines, flexible and open to changing times and circumstances.

What is an Annual Work Plan?

An annual work plan is an operational document that outlines for the Band government and the funding agencies the specific objectives of the year and dates for completion of those objectives.

The following would be an examples of a work plan for the year prior to actual takeover:

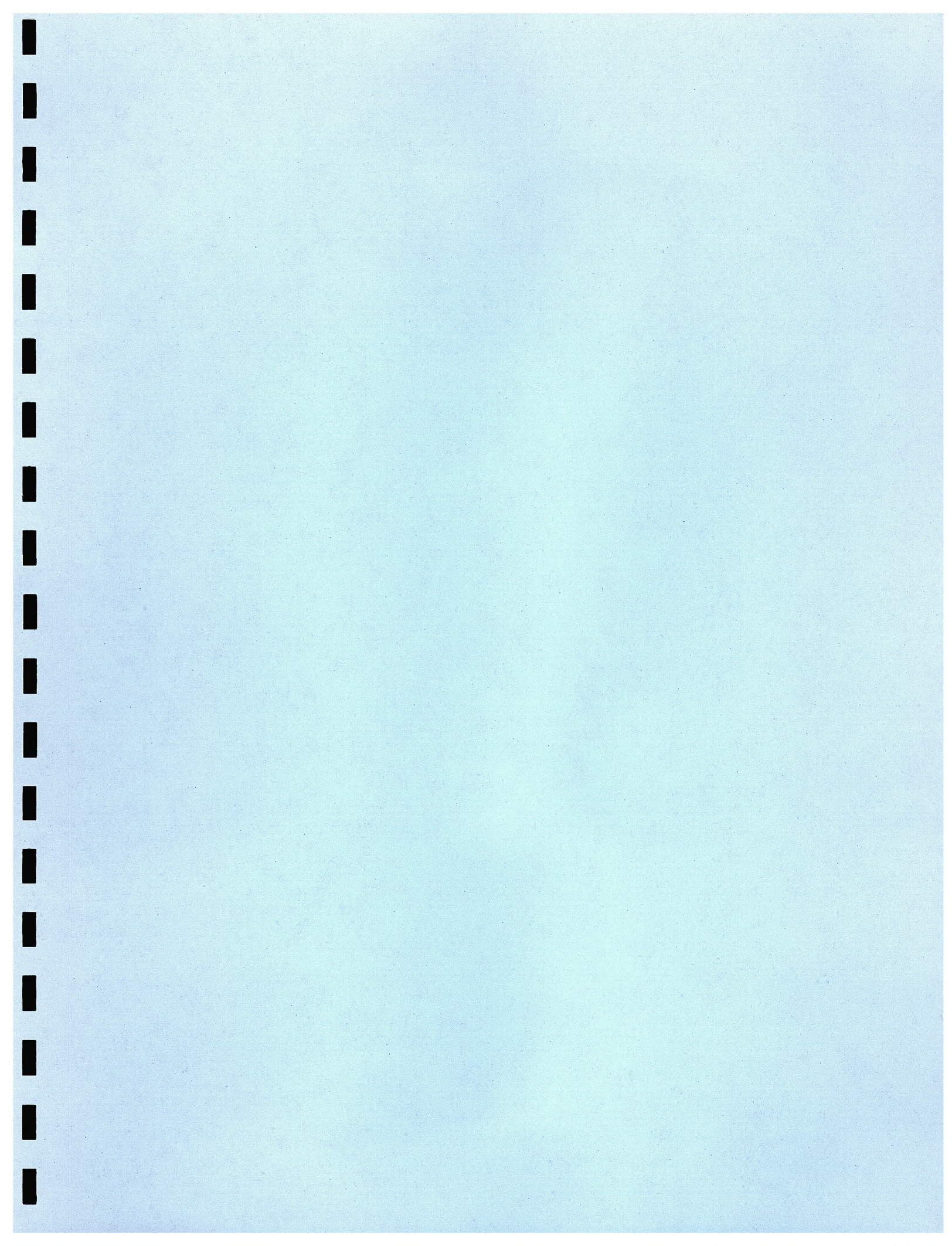
Annual Work Plan

Band

September 198__ to September 198__

<u>Objectives</u>	<u>Activities</u>	<u>Responsibilities</u>	<u>Time Frame</u>
1. To get in BCR re-transfer and apply for pre-transfer funds	1. School Committee meeting to plan motion 2. Band Council meeting to ratify and pass B.C.R.	School Committee	April
2. To set up expenditure plan for pre-transfer dollars	1. Set up books in Band office with Band Administrator 2. Determine signing authorities	School Committee Ed. Co-ordinator Principal	November
3. To determine who will provide service for setting up Financial, Human Resource Systems.	1. Appoint education planner or co-ordinator 2. Tender of consultants 3. Work through Chief's Council	School Committee Ed. Co-ordinator	November
4. First Review of materials	1. Meeting with School Committee	Ed. Co-ordinator	January

5. Approval of Systems	1. Meeting School Committee		April
	2. Meeting with Band Council		
6. Application for Transition funding	1. Submission of documents to Department	Band Council	April
7. Hiring Process to begin	1. Advertising	Ed. Co-ordinator	June
	2. Interviewing		
	3. Offers		
8. Material Purchase	1. Tenders	Ed. Co-ordinator	July
	2. Requisitions		
9. Orientation	1. Planning	School Committee	August
	2. Information		
10. School Opening	1. Organization	School Committee	September
	2. Payroll	Ed. Co-ordinator	



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PRE-TAKEOVER FUNDING

1.0 Basic Objectives

1.1 To provide funding to a Band or its designate to undertake the pre-takeover functions, related to the transfer of education to Indian control.

1.2 The authority to transfer is detailed in the Departmental Devolution Plan approved by Treasury Board Minute 803815 dated November 1986. This transfer document includes a front end funding component to assist bands in taking over their education system.

2.0 Program Description

2.1 Pre-takeover funding reflects resources necessary for a band or its designate to design policies and operational management structures necessary to implement Band takeover of education.

2.2 The Band will put in place a Financial Management System including financial guidelines, accounting procedures and operational policies.

2.3 The Band will put in place a Human Resource Management System including personnel and policy regulations.

2.4 The Band will also put in place a School Policy Handbook including various policies reflecting operational concerns.

2.5 Funding for this process is on a "once-only" basis and is given upon authority of Band Council Resolution expressing a) desire of Band to takeover.

b) date of takeover.

c) Band or its designates who will be doing the work.

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3.0 Entry Criteria

- 3.1 The Band must meet the following criteria:
- a) There must be an existing Federal facility on the reserve. For Bands who do not have federal facilities, arrangements must be concluded prior to qualifying for Band operated funding. *for consent*
 - b) The Band has demonstrated a history of good management practice reflected in an acceptable audit. For Bands that have been in a deficit situation, there must have been in place, a debt recovery plan for at least six months prior to transfer.

4.0 Application

- 4.1 The Band submits to the Department by Band Council Resolution its intent to implement Indian control of its education system under the defined terms and conditions and resourcing levels as outlined in the Band Operated Schools Policy.
- 4.2 The Band, if authorizing a designate to undertake the pre-takeover planning, shall do so through its Band Council Resolution.
- 4.3 The Band or its designate will develop a pre-takeover plan as identified in Appendix A.
- 4.4 The Band agrees, subject to Headquarters approval of the "Regional Corporate Plan" to undertake full management of the education program in the September of the school year following the approval of the transfer plan.

5.0 Decision Process

- 5.1 Request by Band Council Resolution from Band for takeover including a request for pre-takeover funding by May 15.
- 5.2 The Band transfer analysis is prepared at Region and becomes part of the Annual Corporate Management Plan.
- 5.3 Corporate Management Plan goes to Headquarters' Steering Committee on Organization for approval of resource levels and timing for transfer.

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6.0 Monitoring

Monitoring will be jointly undertaken by the Band and Department according to work plans and terms and conditions of the Contribution Arrangement.

7.0 Budget

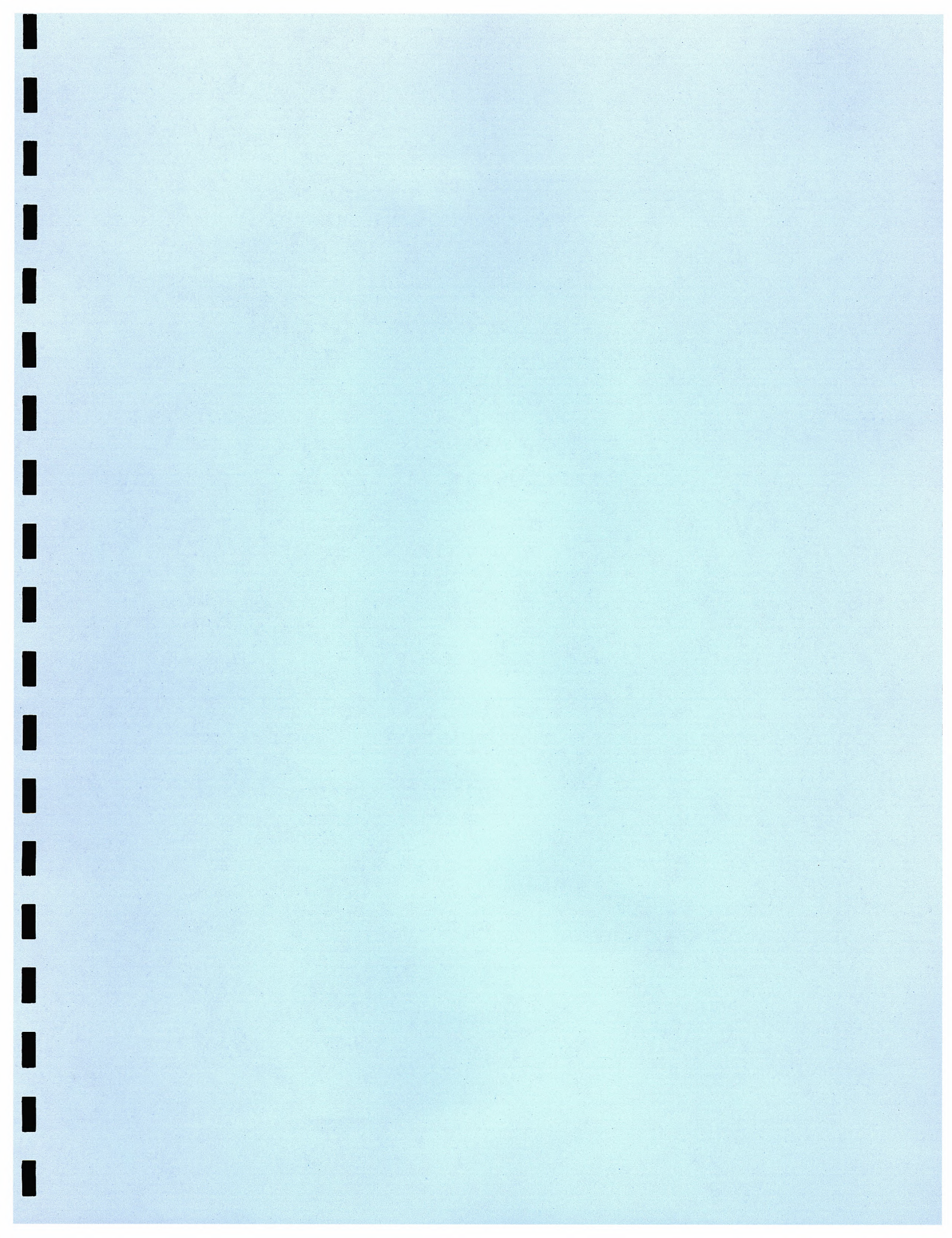
7.1 The funds available are calculated by a formula that considers the following components:

- a) a basic amount;
- b) an enrolment factor based on school population;
- c) a high school factor if applicable;
- d) an isolation factor.

The formula is calculated as follows:

- a) Basic contribution \$40,000
- b) Enrolment
 - 0- 49 (0)
 - 51- 99 (\$ 5,000)
 - 100-199 (\$10,000)
 - 200-399 (\$15,000)
 - 400+ (\$20,000)
- c) High School Factor (\$ 4,000)
(if applicable)
- d) Isolation Factor
 - Zone 3* (5% of a-c)
 - Zone 4* (10% of a-c)

*Zone designations are those published in the "Classification and Housing Economic Categorization of Indian Bands by Zone" (DIAND 1986)



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SECOND LEVEL SERVICES

1.0 Basic Objectives

- 1.1 To identify and plan for the development of educational support services for Indian education programs through delivery by an Indian Band or its designate.

2.0 Program Description

- 2.1 Education systems have two types of services. Most of these services are best delivered at the community level. There are a number of educational functions which can more effectively be delivered through shared services. These second level or shared services are usually delivered to participating communities on a cost-sharing basis.

- 2.2 Examples of second level shared services may include:

2.2.1 **Curriculum Development**

Includes Fine Art, Academic Education, Co-operative Education, Drug Education, E.S.L, Guidance.

2.2.2 **Education Services**

Includes Communication, Learning Centres, Special Education, Evaluation and Supervisory Services and Research and Development.

2.2.3 **Special Projects Material Purchase Plan**

Includes Seminars for Educators, Education Week, Education Exchanges, Textbook Circulars, Professional Development, Class Twinings, Students Associations, Language Program-Monitoring, Learning Materials Development, Student exchanges and summer employment programs.

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2.2.4 **Advisory Committees**
Includes Special Education and Second Language.

2.2.5 **Publications**

3.0 Entry Criteria

3.1 Funding for second level service is identified in the National Education Formula. Bands must designate by Band Council Resolution their share of resources from the funding formula to an Education Authority in order to facilitate the establishment of such an Education Authority.

3.2 The Education Authority, prior to transfer, must have in place a completed management system including:

- a) A Financial Management System
- b) A Human Resource Management System
- c) An Annual Workplan.

3.3 The Education Authority may be established as an entity under a Chief's Council or a District Chiefs Liaison Council.

4.0 Application

4.1 The Education Authority must have Band Council Resolutions from member Bands mandating establishment and operation.

4.2 The Education Authority has submitted a plan on its structure and relationship to the Chief's Council or District Chiefs Liaison Council.

4.3 The Education Authority has developed a Financial Management System, a Human Resource Management System and an Annual Workplan.

5.0 Decision Process

- 5.1 Bands, by Band Council Resolution, would agree to become a contributing member of the Education Authority by May 15 for operation of the Authority commencing the following April.
- 5.2 The Education Authority files a management plan with the Department by December 31 outlining the Financial Management System, the Human Resource Management System and an Annual Workplan.
- 5.3 Region reviews requests, adjusts and allocates resources for the following fiscal year and submits it to Headquarters in the Annual Corporate Management Plan.
- 5.4 The Corporate Management Plan is reviewed in Headquarters and upon Headquarters approval Region has authority to fund for the next fiscal year. Subject to final appropriation of funds, Region signs an agreement with the Education Authority for operation of second level services.

6.0 Monitoring

Monitoring will be jointly undertaken by the Bands and Department according to work plans and terms and conditions of the Contribution Arrangements.

7.0 Budget

- 7.1 Resources for implementation of second level services will be identified through funding for students in:
 - 1) Band Schools through the National Band-Operated Formula
 - 2) Federal Schools through the National Federal School Formula.
 - 3) Provincial Schools through existing Provincial Tuition Allocations.

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7.2 Band-Operated school allocation (suggested)

	Formula	Band	Education Authority
Special Needs	\$214.00	\$107.00	\$107.00
Curriculum Development	\$ 43.00	\$ 22.00	\$ 22.00
Advisory Inspection	\$129.00	--	\$129.00
Professional Development	\$ 36.00	\$ 18.00	\$ 18.00
Language Instruction	\$ 10.00	\$ 5.00	\$ 5.00
Administration	\$163.00	\$144.00	<u>\$ 19.00</u>
			\$300.00

Using this model \$300.00 per student in Band-Operated schools could be identified for delivery through a Second Level Education Authority. This would be a minimum level and Bands and Authorities could agree on higher levels of funding.

Second Level Service is optional and the Band must decide by Band Council Resolution to contribute to an Education Authority.

7.3 Federal Schools

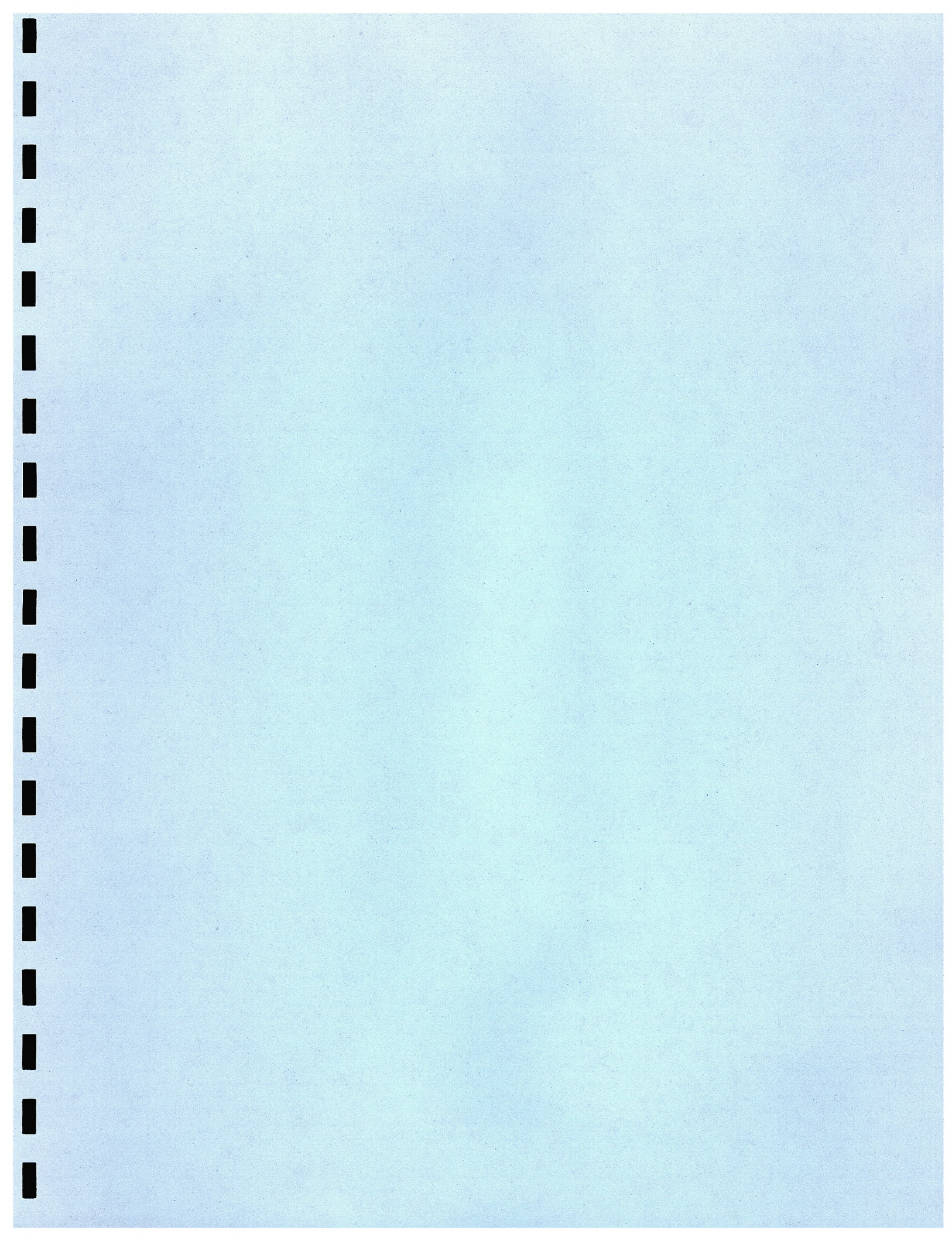
It is anticipated that the Department may contribute \$100.00/per student enrolled in Federal Schools to the Education Authority.

7.4 Provincial Schools

The Department may contribute up to \$100.00 per student enrolled in Provincial Schools.

Note: Second level service is generally considered to be an integral part of the move to Indian control of Indian Education.

It is anticipated that Chiefs' Council Education Authorities will continue to work closely with Federal schools in the developmental process and will also advocate for students in Provincial schools. Funding for students enrolled in Federal or Provincial schools is dependent on resources being available through existing data base.



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BAND OPERATED SCHOOLS

1.0 Basic Objectives

- 1.1 To provide elementary and secondary education in band-operated schools consistent with the policy of Indian control of Indian education.

2.0 Program Description

- 2.1 The band operated schools provide education services comparable to provincial schools. These services include instruction, books and supplies, curriculum adaptation and enrichment, native language programs, teacher aides in primary classrooms and equipment used in instruction.
- 2.2 Other services are provided depending on the preferences and objectives of individual communities and available funding. These may include special education services, curriculum projects, rental of facilities, extra-curricular programs, Indian cultural and immersion programs.
- 2.3 The programs offered in band-operated schools must reinforce native culture, provide students options in their life and be a value to native society as a whole.

3.0 Entry Criteria/Eligibility

- 3.1 The existance of a federal ^{for 1/1/87} or ~~provincial~~ school on reserve. For bands who do not have a federal or provincial school on reserve, arrangements for facilities must be concluded prior to qualifying for Band-operated funding.
- 3.2 The Band has an approved Band Council Resolution signifying approval for transfer and the subsequent timing of the transfer.
- 3.3 The Band has a transfer plan as per pre-takeover guidelines.

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3.4 The Band has demonstrated a history of good management practice reflected in an acceptable audit. For Bands that have been in a deficit situation, there will have been in place, a debt recovery program for at least six months.

3.5 The Band is in agreement with the resourcing levels and program terms and conditions as identified in this guideline.

4.0 Terms and Conditions

4.1 Program of Studies

4.1.1 The Band agrees to provide a full range of educational services to all students accepted for enrolment into the Band operated School.

4.1.2 The Band agrees to provide a program of studies which will allow students to transfer successfully to the provincial or federal school systems.

4.1.3 The Band agrees to make provision for the following specialized programs either at the Band level or through a designated Education Authority:

- a) Native Language Program
- b) Curriculum Adaptation
- c) Special Education.

4.2 Professional Qualifications and Development

4.2.1. The Band agrees to ensure that the training and certification of its teaching staff is in accordance with professional qualifications.

4.2.2. The Band agrees to develop a professional development plan outlining the number of days available for staff professional development.

4.3 Resource Levels

4.3.1 The Band agrees to the formula funding provided by the Department based upon a unit count of students from September 30 nominal roll of previous year.

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4.3.2 The Band and the Department agree that the Band has the right to establish its in-school budget on a global basis.

4.4 Length of School Day and Year

4.4.1 The Band agrees to ensure that standards regarding length of school day and school year meet minimum Ontario standards.

4.5 Evaluation

4.5.1 The Band agrees to undertake an annual evaluation of staff and a comprehensive evaluation of programs and management every five years to ensure continued quality of education service to students.

4.6 Reporting

4.6.6 The Band agrees to make available upon request to the Department the following reports:

- a) Nominal Roll in September of Current Year
- b) Program of Studies Outline
- c) School Calendar
- d) Professional Development Plan
- e) Education Annual Report.

5.0 Application

5.1 The Band Council will sign a Contribution Arrangement with the Department outlining the agreed terms and conditions.

6.0 Decision Process

6.1 The Department and the Band have approved the pre-takeover plan as submitted by the Band.

6.2 Region includes the Band transfer proposal in the Annual Corporate Plan for approval by the Steering Committee on Organization.

6.3 Upon Headquarters approval, Region enters into a Contribution Arrangement with the Band effective April 1.

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7.0 Monitoring

7.1 Districts are to monitor the program in accordance with terms and conditions as outlined in the Contribution Arrangement.

8.0 Budget

8.1 The annual budget is set on the basis of actual enrolment multiplied by an approved unit cost. This formula funding is presently being prepared by Headquarters.