

**FIRST NATIONS
2ND & 3RD LEVEL EDUCATION SERVICES**

**A DISCUSSION PAPER
for
THE JOINT WORKING GROUP
INAC - AFN**

**HARVEY MCCUE CONSULTING
APRIL 2006**

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CHAPTER ONE

PART ONE: THE ORGANIZATIONS

Note: A variety of sources were used to obtain the details for each of the organizations reviewed. They included websites, INAC Regional Office data, and presentations at the meetings of the Joint Working Group on Education in Vancouver and Winnipeg. If any of the following descriptions reflect discrepancies, they are the result of discrepancies in the sources.

First Nations Education Steering Committee (FNESC)

Background

FNESC, a 12-year-old province-wide education organization, evolved from a group of First Nations leaders and educators concerned about the specific needs of numerous small First Nation schools in BC. Initially and for several years, the group avoided the creation of a permanent body but in 1999 it incorporated. Its mandate is to facilitate discussion and activities designed to increase the success of First Nations learners in BC.

Method of Operations

It acts as a liaison, conducting research, facilitating discussion and networking, and advocating on behalf of First Nations learners. FNESC also supports (and houses) the First Nations School Association (FNSA), an association made up of school administrators that is served by FNESC staff. FNESC supports sub-committees on Anti-Racism, Aboriginal Languages, Special Education and PSE. Currently, there are 60 representatives on the not-for-profit organization's board and a staff of 26, 10 of whom work at the community level as direct resource officers. FNESC delivers education services to 118 schools with a student population of approximately 5,330.

FNESC also has a Strategic Action Committee and provides updates to BC First Nation leaders via the First Nations Summit, the Union of BC Indian Chiefs, and the Assembly of First Nations.

Current Structure and Accountability

FNESC maintains a board with 60 representatives. An Executive Director is responsible and reports to the Board. Accountability to the member communities is through the board representatives.

Current Activities

FNESC maintains a broad range of activities including youth programs, SchoolNet, Special Education, New Paths for Education and education publications. It hosts annual education conferences and workshops throughout BC. FNSA has established First Nations school standards as a result of a 10-year collaborative process with internal and external assessments. A significant initiative with various education partners led to an MOU on accountability re: changes to the BC education system, with various provincial associations.

Present and Future Challenges

FNESC is seeking comparability in funding with provincial schools for its schools. It is also engaged in special education projects and programs, including funding.

Developmentally, FNESC continues to face challenges. Establishing and building trust with communities, addressing issues one at a time, creating and building capacity, i.e., training, and recognizing the benefits of economies of scale and leveraging are some of the on-going challenges it faces.

Future Developments

FNESC is proposing to establish Community Education Authorities (CEAs). These entities would be the vehicle through which First Nations would implement jurisdiction. The concept of the CEAs is evolving as discussions with the member communities continue and directions emerge. Currently, consideration is being given to embedding the proposed regulatory and law-making functions (jurisdiction) in the existing structures, FNESC and FNSA. The details as well as the implications of this approach are under discussion.

The proposed specific areas that the CEAs would exercise their jurisdiction include:

- Teacher certification
- School certification
- Curriculum and Standards
- Graduation credentials

- Reciprocal Tuition Agreements
- Agreements between First Nations and School Districts

The parties at the table have agreed that there will need to be a transition period for implementation. This transition period would provide First Nations with the opportunity to build capacity and fine tune mechanisms for exercising jurisdiction. It would also allow the provincial government to work with First Nations education institutions to become familiar with their jurisdictional practices and would allow time for First Nations education systems to engender credibility with respect to such matters as certification or credentialing.

A number of outstanding issues remain to be resolved. They include:

- Process to allow communities to opt in and out
- Dispute Resolution
- Funding Flow
- Term of Agreement
- Relationship to other governance arrangements

Funding continues to be a major concern. The funding details include:

- Funding for the implementation of education jurisdiction has been the most controversial item on the agenda.
- First Nations are requesting adequate funding in 4 key areas;
- Equitable Per Pupil Allocation
- Aboriginal Language and Culture dollars
- Capital
- Governance Implementation

Treaty Seven First Nations Education Consortium

Background

The Treaty Seven Education Steering Committee was formed in the 1980s by Treaty Seven Education Directors to address issues of common concern and to share successful approaches to enhance respective systems. The Steering Committee is comprised of K-12 Directors/Superintendents and Post Secondary Directors who meet regularly to visit goals and objectives and to strategize about addressing these. First Nations host meetings on a rotational basis.

When the Treaty Seven Tribal Council was established in 1991, an Education Director was hired to coordinate Treaty Seven Education Steering Committee activities toward identified goals and objectives and to be a liaison to other entities. When INAC mandated the establishment of Regional Managing Organizations (RMO's), the existing Steering Committee became the "Treaty Seven RMO". As per established timelines the By-laws were presented at the annual Leadership Symposium in March 2004; Directors/Superintendents had BCR's signed by respective leadership (a mandate for respective systems to be members of the Consortium); the founding members meeting was held during the annual Treaty Seven Conference in October 2004; and the Board elected their Executive officers.

The Consortium's mission is to facilitate the development, protection and preservation of a quality holistic education system for lifelong learning as defined by member sovereign nations with respect to the inherent and treaty rights based upon members' unique identities, languages, cultures and ways of knowing.

Method of Operations

Subcommittees are established as required to focus on specific areas (Special Education, PSE, Principals' Association, and Science Committee). Representatives from the respective education systems in various specialty areas are selected to serve on regional and national committees to articulate the interests of the Treaty Seven education systems.

There are several numerically and geographically large reserves in Treaty Seven; each has an education system on its own. At the Consortium level each community

collaborates as necessary without imposing on the progress of individual systems. A large central office is not planned unless there is separate funding that does not take away from the respective systems.

Current Activities

The activities of the Treaty Seven Education Consortium include:

- the recognition, respect and support the autonomy of the Treaty Seven education jurisdictions and their goals and objectives,
- facilitation of joint voluntary projects for economies of scale,
- dissemination of information or studies on common education concerns to members of the consortium,
- providing advice, coordination and education services through the Treaty Seven Director of Education office,
- monitoring and analyzing federal and provincial policies and communicating their impact to members of the consortium,
- maximizing participation in legislative and policy development and decision making,
- communicating and representing the positions of members of the consortium,
- facilitating research as identified by members of the consortium,
- researching innovations in education,
- facilitating professional development to all stakeholders.

Present and Future Challenges

The challenges the Consortium face include:

- Adequate funding levels for member systems
- Sufficient resources for joint ventures to attain economies of scale
- Professional support for the personnel of members
- Facilitation-coordination of education activities such as: Treaty Seven education conferences, leadership symposium, special education

conference, youth conference, science fair, children's festival, language symposium for respective languages and to establish parent/workshop conferences unique to each Treaty Seven education system.

- Achieving the sovereign right to education for the revitalization and maintenance of tribal identities languages, cultures and ways of knowing.
- Maximizing Treaty Seven consortium representation on all consultative mechanisms at all levels of government.
- Developing effective and efficient communication systems to maximize member participation and the capacity for research, analysis and interpretation.
- Protecting the intellectual property rights of member nations of the consortium.
- Establishing a central clearinghouse for information gathering equipped with quality technology, database and an applied research capacity.

Future Developments

In spite of its record of accomplishments the Consortium has not been recognized or supported in other lobbying efforts, for example, core funding for postsecondary institutions.

A reorganization at the Treaty Seven political level is expected and its impact on the Consortium is unclear.

Treaty Six

Background

Began from a 2001 mandate from Directors of Education reacting to AG's report and the INAC regional office attempt to conduct a review of education in Alberta. During October 2004 the Treaty Six Tribal Council convened Education Review Think Tanks.

At a Governance Retreat in early November, 2004 the results of the Think Tanks were reviewed. Between November 2004 and January 2005 a governance Sub-Committee prepared recommendations to the Treaty Six Chiefs. Chiefs reviewed in February 2005.

Method of Operations

There are 17 communities, 26 schools, approximately 5,000 students, and a majority in schools with K-9 programs. Currently there are ten representatives from four regions in Treaty Six on a board. Other models are under consideration including:

- No board department under confederacy
- Chief sub committee becomes the board
- Have all 17 communities on the board
- Continue with existing board

Structure and Accountability

The Confederacy of Chiefs includes 17 Chiefs and it oversees the six-member Chiefs' Executive committee on education. An Advisory board with 18 members and an Elders committee report to the Executive committee. The Executive Director of Treaty 6 Education who oversees Treaty Six Education staff reports to the Confederacy Executive Director, the Chiefs' Executive committee on Education and the Advisory board.

Current Activities

Currently, Treaty Six is supporting several communities in the following activities:

- **Frog Lake** Board Training - Feb. 22-23
 - Special Education In-services for teachers - March 3-4
- **Good Fish Lake** Board Training - March 17-18
 - Strategic Planning Training for T6Ed. Staff board and Education Directors and Principals - March 22 -24
 - Language Teachers sharing best practices- March 23-24
- **Sunchild** Research support towards a student transportation unit cost model. Hosting Pipe and feast and Directors and principals. - March 29-30

- Facilitation Training for T6 Ed. Board, staff, Education Directors and principal - April 5 -8
- **Beaver lake** - Facilitate the development of School Education plan - April 15
- **Louis Bull and Paul First Nations** Facilitate Strategic Plan
- **Samson** Cree language program review - April or May.
- Student Information systems training and software purchase for interested schools.

Present and Future Challenges

- To advocate for funding that is equal to or exceed provincial levels of funding for education
- Convince both federal & provincial governments that education is a treaty right.
- Provide governance information, reports, recommendations, to Treaty Six Chiefs and local education authorities as requested.
- To track students in their academic achievement.
- Ensure that their treaty right is respected through proper resources and funding.
- Develop a holistic Treaty Six life long education system
- Focus on service to communities: provide support services to education authorities and schools to help improve student achievement.
- Develop an education system for Treaty Six according to members' understanding as First Nations
- To improve the effective delivery and organization of a school system for Treaty Six by setting the highest standards for students in the area of education development, First Nations curriculum & policy development (by developing own curriculum in accordance to Nations' values and beliefs, customs and traditions, history, treaty rights, languages, etc)
- Promote languages to the point where schools are immersed in Native languages.
- Concentrate on 27 recommendations of Treaty Six Education Review Committee
- Produce a product for each of the 27 recommendations

Future Developments

Treaty Six has identified several education priorities. They include excellent schools and student success, an exceptional education system and education authorities and appropriate funding. The indicators for these priorities are student graduation rates and increased employment of students, First Nations schools in Treaty Six becoming the communities' schools of choice, and the acquisition of adequate funding for local authorities and Treaty Six education that is maintained in an accountable and transparent operation.

Another priority is Community Partnerships, particularly with Blue Quills, Muskwachees Cultural College, Yellowhead Tribal College, AB Learning, University of Alberta, and others. The purposes of the partnerships are to establish:

- Student data
- School data
- Annual financial comparison
- Research information
- Resources and Information center
- Facilitation
- Consultation - program reviews organizational development
- Training - Boards, Directors, Principals, Teachers
- Special education, language and culture programs
- Working relationships among the various participants
- Parental engagement - developing strategies with local authorities
- Community awareness on a variety of education issues

Treaty Eight

Background

The education component of Treaty Eight incorporated in 1997. Education discussions in Treaty Eight have identified two mandates. One has three components: Explore the

building of a comprehensive education system for Treaty Eight; consult member First Nations; and establish a system that will encompass cultural programs and a quality academic curriculum. A second mandate is to operate a unified and collective organization that shall promote, preserve and ensure the protection and implementation of the true spirit and intent of Treaty Eight.

Method of Operations

A Director of Operations oversees a Finance Officer, a number of Coordinators (Bilateral, Education, Special Education, Social Development), a Communications Coordinator/Technician, Research/Policy Analyst, Recording Secretary, and Coordinators for Special Events and Special Projects. Education services are delivered to 23 communities, 14 schools and approximately 2,700 students.

Structure and Accountability

An Executive Board of Directors mandated by the membership of Treaty Eight (Alberta) is responsible for operations. Membership includes the First Nations within the Treaty Eight territory in Alberta represented in assembly by the Chiefs of each respective First Nation.

Present and Future Challenges

There are several issues that require attention including delays from INAC that create unplanned and rushed spending; lack of sustainable and adequate funding; multitude of reports; time consuming due to changing budgets; demographics (vast land mass) creates limitations to the consultations processes; contribution funding with little or no flexibility.

Additional issues include accountability, consultation, partnerships, flexibility, capacity and jurisdiction.

Future Developments

Two phases over 2 years with a 3-pronged strategy:

- capacity building
- communication and citizen engagement
- strategic planning and research

Federation of Saskatchewan Indian Nations (FSIN)

Background

In 1997, the parties agreed that Treaty Table would begin its discussion on Treaty Rights and/or Jurisdiction on several issues. The Office of the Treaty Commissioner would be mandated to facilitate common understanding between FSIN and Canada on these issues:

- Child Welfare (child and family well-being);
- Education;
- Justice;
- Health;
- Annuities;
- Shelter;
- Hunter, fishing, trapping & gathering.

In January 1999, at the direction of the minister and the FSIN Grand Chief, further treaty/jurisdictional matters were placed on the Treaty Table agenda:

- Lands and Resources;

In addition, the Treaty Table recognized the need for demonstrated respect for treaties and furthering public awareness about treaties and recommended to the Chief and Minister work be undertaken. Two working groups were formed to review and report to the treaty table about:

- Treaty and related historic sites; and
- Acts of Renewal.

The Treaty Table presents the treaty context on education, child welfare, hunting, fishing and trapping, lands and resources, annuities, justice, health and shelter for governance

and fiscal relations based on discussion at the Exploratory Treaty Table on the Treaty Right and/or exercise of jurisdiction.

The Exploratory Treaty Table discussions about the Treaty Rights and/or Jurisdiction in the area of education were broad and general in nature, and were based in large measure on the historical and cultural context as provided through oral tradition. This provided a more holistic approach to the topic of education and emphasized that education was a significant issue at the time of Treaty making. The Treaties were to benefit both Treaty First Nations and the Crown, and to secure a promising future for the children yet unborn.

Present and Future Challenges

- To establish institutions for early childhood education, kindergarten, elementary, secondary and post-secondary education;
- To ensure that traditional knowledge is disseminated properly to Treaty First Nations children to enable them benefit the best of both worlds;
- Life long learning;
- To close the education gap between and the employment gap within Treaty First Nations, and as between Treaty First Nations and the general population;
- To ensure that the provincial curriculum includes material on Treaties and First Nations' traditional knowledge;
- To access new skills and participation in the regional, national and global economy;
- To ensure a partnership approach is utilized;
- To secure First Nations' jurisdiction
- To attain a Treaty First Nation legislative framework that would govern education and that would be subject to ratification to Treaty First Nations;
- To have educational institutions organized under the laws of First Nations;
- First Nations' jurisdiction in education in urban areas can be achieved through First Nation controlled institutions such as First Nation University of Canada and Saskatchewan Indian Institute of Technology at the post secondary level; and

through First Nations controlled and shared institutions as the primary and secondary levels.

- The scope of jurisdictional discussions shall include: standards, curriculum, accreditations, special education, administration, languages, cultures, tuition agreements, educational level equivalencies, teaching methodologies, or pedagogies, teacher certification, evaluation of First Nation education systems, and complimentary health, social and cultural services which support educational developments.
- One of the responsibilities of First Nations, as Treaty partners, is to ensure that all children have appropriate knowledge. Implement these responsibilities through partnership.
- Legislation will be required.
- Treaty First Nations will exercise the level of jurisdiction currently held by the Province of Saskatchewan currently pursuant to s.92 of the *Constitution Act, 1982* and Treaty First Nations' jurisdiction over education will have the protection of s.35 of the *Constitution Act*.
- Ensure that the fiduciary obligations are addressed.
- Ensure the Treaties and Treaty relationship form part of the education of all peoples in Saskatchewan.

Northwest Nations Education Council (NNEC)

Background

The mandate of the Battlefords Tribal Council is to provide professional and technical advisory services to its seven member First Nations in the areas of Financial Management, Administration, Education, Community Planning and Economic Development. The Tribal Council is committed to providing these services in a professional, efficient and effective manner with the needs of the First Nations and their members as the primary focus.

The intention is to create a First Nations education system. Bands will pass BCRs to support the proposal and to determine if they want to participate.

Method of Operations

The backbone of a new system will be an Education Council – the NNEC - that will provide services at the local community level. It will be supported by an Education Authority that will operate at the Tribal Council level. Services will be delivered to seven communities, six schools and approximately 1,100 students.

Bands belonging to the new system will develop and implement:

- financial management policy ensuring that all education funds spent on education
- teacher qualification and employment policy
- partnership agreement to jointly employ Superintendents, Education Coordinators.

Other areas for partnership agreements: central ordering system, school maintenance manual, staff supervision and evaluation model, policies and practices for trustees; policies and practices for support staff.

Structure and Accountability

A new education authority, an Education Council, separate from the Tribal Council will be created as an independent legal entity. The new authority will be responsible and accountable for education spending. All education funds (approximately \$800k) will go directly to the authority.

Supporting communities have passed band council resolutions confirming their participation in a partnership agreement to create an independent legal education organization. There is agreement that new systems funding will go directly to this organization and management of the funds will be the responsibility of the newly created Education Council made up of representatives from each of the participating bands. A public service will be established to administer programs and services.

Current Activities

Education services are delivered in the following areas: Student evaluations, cultural program support in First Nations schools, parental and community involvement, HeadStart, traditional language and culture, and speech and language. School committee development in the member communities and an academic readiness program are also currently underway.

Present and Future Challenges

- Improving the quality of instruction
- Traditional language instruction
- Need to retrain teachers; cultural improvement; parental involvement
- Getting parents, teachers, administrators to recognize that schools support the child AND family.

Future Developments

First level services will remain the responsibility of each band. School committees will oversee day-to-day operations and will work with the new Education Council.

Second level services will be provided by the new First Nations Education Council. Its principal functions will be to: Ensure uniform implementation of curriculum and education standards, support for enhanced cultural program and establishment of programs which support parental involvement and continued support for special education programs.

Prince Albert Grand Council (PAGC)

Background

The objectives of the PAGC are to create and lead in building a First Nations governance model that takes a balanced approach to the entrenchment and protection of its Treaty and Inherent Rights and Aboriginal Title; develop and provide the necessary social programming for its constituents; and to create an economic plan that creates wealth, builds infrastructure and seizes growth opportunities at the community level

While each First Nation has its own education goals, governance and budgets, it was recognized that some aspects of programming could be delivered more efficiently and cost-effective if done in a collaborative manner. PAGC Second Level Services was created to provide a consistent, effective support system to PAGC First Nations schools in a variety of areas.

Method of Operations

Twenty positions have been created to administer a wide range of professional education services. A Director of Education and Associate Director oversees education Services. Services extend to twelve communities, 28 schools, and approximately 7,000 students.

Structure and Accountability

An Education Board consisting of Chiefs from the participating communities and a Coordinators/Directors Committee (from each First Nations Education system) are in place.

Current Activities

Currently, work on developing systems, rather than jurisdiction, is the principal focus. An immersion program in Cree is being developed.

Future Developments

Baseline data will be collected to provide reliable information on the progress and effectiveness of the First Nations education system. It will allow for research and analysis that will promote understanding of the role education plays in providing youth with economic opportunities. It will contribute to informed discussion on education issues, assist in decision-making in the planning and policy development process and demonstrate accountability to member First Nations.

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analysis that will promote understanding of the role education plays in providing youth with economic opportunities. It will contribute to informed discussion on education issues, assist in decision-making in the planning and policy development process and demonstrate accountability to member First Nations.

Assembly of Manitoba Chiefs – Manitoba First Nations Education Resource Council (MFNERC)

Background

The Assembly of Manitoba Chiefs has been focused on education initiatives for approximately 30 years. During the last 20 years, the Assembly has convened meetings of Education Directors on a weekly basis. The creation of the Manitoba First Nations Education Resource Centre (MFNERC) in 1998-99 as an arm's length central education body from the Assembly represents the natural progression of education development in Manitoba, post-Gathering Strength. Its vision is to develop a unique education system complete with First Nations jurisdiction.

Method of Operations

The Resource Centre's clientele is all First Nations community schools in Manitoba: 58 communities, 58 schools and a student population of approximately 16,000. Currently there is 70 staff. 90% of the staff is First Nations.

Structure and Accountability

The MFNERC governance model includes an Interim Working Group to which the Executive Director of the MFNERC reports. The Interim Working Group is responsible to the Assembly of Manitoba Chiefs and its Executive Council.

Current Activities

The Resource Centre focuses on education research and development, capacity building, education leadership, governance, management and the delivery of a quality education program. 32 schools within its mandate have 300 or fewer students. 12 schools have nursery school to grade 9.

Specifically it offers school board-like services related to special education, parental involvement, elder participation, the inclusion of First Nations knowledge into the curriculum, curriculum adaptation, reading programs, accessing subject area resource materials, and identifying and recommending culturally appropriate math and science programs.

The Resource Centre has succeeded in creating an effective network among school administrators and teachers. It has also supported the certification of 35 First Nations resource teachers, several accredited summer institutes, increased school administration capacity development, increased assistance for math programs and school improvement plans.

Present and Future Challenges

Accountability is an issue because of the lack of appropriate capacity. Another challenge is the need for sustainable long-term funding. At the local level, the challenge is to support community authorities to value the education benefits that accompany the operation of a centralized education authority and to integrate their local control with another level of education control.

The Resource Centre coordinates a process of First Nation education reform, systemic change and school improvement by addressing the following goals:

- Effective management and administration of the Centre;
- Facilitating systemic education change through research and development;
- Strengthening governance and administrative capacity;
- Promoting and facilitating family & community involvement in education;
- Improving school - classroom effectiveness and the school to work transition.

Future Developments

- Complete policies & procedures; annual organizational reviews; 5-year comprehensive review.

- First Nations control of education research in schools; standards for education research in First Nations territories; policies and processes protecting First Nation intellectual property rights; demonstration models; elder involvement in the Resource Centre & school activities; databases for schools, curriculum materials, specialists, etc.; professional associations; publish on classroom effectiveness.
- Comparative levels of achievement in professional development at all levels of education authority; utilization of annual school plans; instructional leadership of principals; comparative analysis of partnerships & professional networks.
- Comparative increases in parental involvement, family-initiated school-related programs; family satisfaction with teacher relationship; also with efforts to improve involvement; evidence of family/stakeholder involvement; student satisfaction with others' involvement in schools; # of community agencies; satisfactory school evaluations.
- Comparative increases in # of schools fully implementing provincial curriculum; # of teachers trained to implement this; access to 2nd and 3rd level specialist services; students using an IEP; schools using consultative collaboration model; # of schools with a strategy for specialists; utilizing & accessing technology; effective counselling; service delivery standards, etc.

NORTHERN NISHANAWBE EDUCATION COUNCIL (NNEC)

Background

The NNEC was incorporated in 1979 as an area Education Authority to provide secondary level education services to First Nations students from the Sioux Lookout District attending school away from home, to increase the number of First Nations' professionals through post secondary programs, and to assist Band Councils with local control of education, as requested.

Method of Operations

The Council has a staff of approximately 150 that is employed in several departments (Education Services, Student Services, Technical Services, and Finance), three secondary

schools (Pelican Falls, Wahsa, and Denis Cromarty) and numerous boarding homes and student centres. The staff also responds to requests from approximately 24 First Nations.

Structure and Accountability

The Council consists of 24 Chiefs from the Sioux Lookout District. The governing structure includes a smaller Board selected from the 24 Chiefs and an Executive Council selected from the Board. An Executive Director manages four Directors – Education, Student Services, Technical Services and Finance – and is responsible to the Executive Council and the Board.

Current Activities

NNEC operates the following educational programs:

- In-school Program started in 1979
- Pelican Falls Centre started in 1979
- Post Secondary education program started in 1983
- Wahsa Distance Education Centre started in 1990
- Pelican Falls First Nation High School started in 1992
- Northern Eagle Student Centre started in 1997

In addition to these education programs, NNEC created and is responsible for two First Nations secondary schools:

- *Pelican Falls First Nations High School*: A First Nations high school in Lac Seul First Nation Traditional Territory located at Pelican Falls
- *Dennis Franklin Cromarty High School*: A First Nations high school within the Fort William First Nation Traditional Territory in Thunder Bay

The Council provides distant education services through the Wahsa Distance Education Centre to communities in the Sioux Lookout District and other interested First Nations outside the District.

The Council maintains a vigorous student services program that includes:

- *Secondary Student Support Program:* Providing room & board, transportation, counselling and other services to sponsored NNEC high school students
- *Post Secondary Program:* Providing support services for students attending accredited post secondary institutions
- *Pelican Falls Centre, Lac Seul Traditional Territory:* Boarding home for First Nations Students attending Pelican Falls First Nations High School
- *Northern Eagle Student Centre, Ear Falls, Traditional Territory of the Wabauskang First Nation:* Boarding home for First Nations Students attending Northern Eagle High School

FORT FRANCES – Treaty 3

Background

Discussions on education initially involved three Education Jurisdiction Tables in Treaty # 3: Fort Frances – Fort Frances Chiefs Secretariat; Kenora – Kenora Chiefs Advisory; Dryden – Dryden Chiefs Advisory. Currently, the only table active in Treaty # 3 is the Fort Frances table.

The Fort Frances Education Initiative began in 1995 with ten First Nations. An Agreement in Principle was signed in November 2002 involving eight of the First Nations with a 2006 target to initial the Final Agreement. 2008 is the target to ratify the Agreement. Community consultations are on going. Services will be delivered to 26 communities, 23 schools and approximately 1,200 students.

Present and Future Challenges

With only one Education table active in Treaty # 3 a number of concerns arise that only one area of the Nation is progressing and developing education capacity. Additional challenges include:

- Maintaining community interest about the initiative to ensure that communities are informed;

- Resources: human and financial because funding is year to year and there are delays in work plan approval;
- A lack of awareness about the time and energy the whole process would take or the amount of capacity building that would be required, as well as the costs;
- Role of the province: for many years the previous Conservative provincial government did not have any real desire to be involved in the jurisdiction discussions underway.

UNION OF ONTARIO INDIANS (UOI)

Background

Negotiations on jurisdiction over education between the federal government and the Anishinabek Nation began in 1993 with an MOU that concluded in 1998. An education Agreement in Principle was completed and signed in 2002. 28 First Nations are covered by the Agreement. The proposed Anishinabek education system includes a local education authority (LEA) situated in the community, seven regional school councils, and a central education authority, the Kinomaadswin education body (KEB).

Method of Operations

The KEB will be responsible for the administration and distribution of education dollars to the participating 28 communities. It will also support the implementation of the goals of the Anishinabek education system:

- create and enhance a system and structure that respects local autonomy in the development and delivery of an education program to the communities
- prepare students for success through the provision of quality education based Anishinaabe standards in education developed for the Anishinabek education system
- develop models for language programs where students learn Anishinaabemowin, in programs consistent with community needs
- develop responsive programs and services consistent with Anishinaabe values, principles and needs

- develop educational models that prepare Anishinaabe citizens to realize their full potential through a holistic approach to Anishinaabe B'Maadziwin

An Anishinaabemowin Institute (language centre), a Curriculum centre and an Assessment centre are proposed additional structures that may be incorporated into the KEB. Currently, there are approximately 2,500 students in the UOI territory.

Structure and Accountability

The KEB will be governed by a Board made up of seven Directors selected from the seven regional school councils. The regional school councils will consist of members from the participating communities within the councils' territories.

Future Developments

When the Anishinabek education system becomes a reality, the principal responsibilities of the KEB will include lobbying for the appropriate funds to sustain the system, advising the communities on key education issues, and supporting communities to maintain and strengthen their education system. The language and curriculum centres will be working directly with communities to strengthen elementary-secondary education, early childhood education, adult education and Anishinabek language programs. The assessment centre will contribute to the development of Anishinaabe standards and guiding principles for the evaluation of students.

INDIGENOUS EDUCATION COALITION (IEC)

Background

Following two years of consultations that began in 1994, the coalition incorporated in 1996. The IEC comprises nine First Nations and two Friendship centres. It delivers 2nd level services to five elementary schools and several alternative secondary schools.

Method of Operations

Presently, IEC employs three staff that work with approximately 900 students.

Structure and Accountability

The Coalition is incorporated and governed by a Board of seven Directors, a constitution and by-laws. The board includes a Chair, Vice Chair, Secretary and Treasurer. There are also two board committees – Executive and Finance.

Activities

The IEC delivers services in professional development, IT and administration training, curriculum development and literacy. Additional work includes education research and information sharing with its members.

Future Developments

A proposal for a three-phase study on IEC's future direction has been submitted. An outline for future staff includes an Executive Director, three Service Coordinators in the areas of School support, Professional development, and Special needs, plus Coordinators for Curriculum, Communications, Research, and a Teachers resource centre.

Association of Iroquois and Allied Indians (AIAI)

Background

The Association delivers 2nd level services to eight First Nations and one post-secondary institution, First Nations Technical Institute.

Method of Operations

Approximately 1,500 students attend four on reserve elementary schools and several provincial and private schools off reserve.

Current Activities

AIAI currently has several education programs: New Paths, Special Education, Indian Studies Support, and Post Secondary.

Conseil Educatif de Premiere Nations -First Nations Education Council (FNEC)

Background

In 1983, during a meeting with the education representatives of Quebec, a recommendation to create a permanent regional body in education that would assist First Nations communities to regain control of their education emerged. The main principles of Indian control over education were worked out and translated into an initiative with the groundwork being laid for the creation in 1985 of the First Nations Education Council.

The Council's mandate includes:

- Political action to ensure that First Nations regain control of their education.
- Administrative action to ensure respect of the educational rights of First Nations communities.
- Advancing and increasing the quality of First Nations educational programs and services.
- Research and recommendations on government political and administrative decisions in Aboriginal education.
- Managing programs transferred by different government departments and ensuring that services are developed for the benefit of the communities

Method of Operations

In 2004-05, the Council had a staff of approximately 20: One Director and five Coordinators – Documentations, Development and Liaison, Finance and Programs, SchoolNet, and Special Education. The staff manages several programs including: Parental involvement, New Paths, professional development, special education, youth and language and culture. FNEC delivers services to eight First Nations with 22 communities, 15 band schools, 8 off-reserve schools, with a student population of approximately 5,000.

Structure and Accountability

The FNEC authority is comprised of the General Assembly, which has one representative per community, and the Special General Assembly, which is attended by both the Chiefs and the representatives of member communities.

Current Activities

A CD-ROM on "*First Nations Jurisdiction Over Education*" was developed at the request of FNEC representatives to inform their leaders of the Five-year action plan and to enable them to determine their level of participation in the process. The 5-year action plan is intended to define the local and regional structures and their respective roles and responsibilities. FNEC is also working on strategies to involve parents, strengthen education administration, culture and language programs, computers and science and technology. Additional activities are carried out by the work of five committees : Management, Special Education, Tuition fees, Post Secondary education, and a joint INAC-FNEC committee.

Present and Future Challenges

Members are concerned about the needs for local capacity building. There is a fear that all the attention on regional organization development and Roundtables will result in the local issues being ignored. There is a consensus not to become a regional organization that would become one of the provincial school boards.

The developmental work will only succeed if appropriate funding becomes available to allow FNEC to proceed with the Five-year action plan leading to full jurisdiction in education.

Cree School Board (CSB)

Background

The James Bay and Northern Quebec Agreement in 1975 gave birth to the CSB. There were three fundamental education objectives that led to its emergence: 1. To ensure that pre-education would be under the control and management of Crees; 2. To provide for a self-governing regional structure to provide education services to all the Cree communities in northern Quebec; 3. Ensure parental involvement.

Method of Operations

The CSB operates with a large centralized education staff that delivers second level services to the nine Cree communities. A Director General is responsible for several departments: Supervisor of Schools, Education Services, Continuing Education, Post Secondary Education, Finance, Human Resources and a Secretary General. Each department is managed by a Director.

Structure and Accountability

The CSB is a regional school board governed by provincial legislation – the Education Act. It is controlled by elected Cree school commissioners (one for each of the nine communities). A Chairman is elected as commissioner (must be Cree under the JBNQA). The Commission maintains an Executive Committee.

Each community has an elected school committee - parent representatives – that is elected by the community. In addition, each community has an appointed Community Education Authority who serves as a liaison between the school and the school committee.

The CSB is responsible for 3585 students, plus 420 full time PSE students and 200 students in adult and vocational training programs. It employs approximately 700 full-time employees, including teachers, principals and vice-principals, professionals, administration, and support staff in nine schools, one head office and several offices outside of the Cree territory.

Current Activities

The CSB offers a wide variety of education services in several departments: Student Services, Professional Development, Instructional Services, Cree Programs, Special Education, Supervision of Schools, and Continuing Education.

Present and Future Challenges

The provincial and federal governments are stringent with financial commitments - difficult to come away from the negotiation table with adequate funding. As the CSB is

governed by the provincial Education Act, it is legally obligated to include and respect the reforms in education that have been implemented by the province.

There is some consideration being given to the establishment of a Cree Education Act that would enable the CSB to remove itself out from under provincial jurisdiction.

L'Institut Culturel Educatif Montagnais (ICEM)

Background

ICEM emerged in 1978 as an education service organization. Its members include eight communities that support ten schools with a student population of approximately 2100. Its mandate includes three topics: Culture, language, and education. The main office is located in Sept-Iles.

Method of Operations

A staff of approximately 20, including several special staff who work regionally, supports four committees: Student Services, PSE, Language and Culture, and Principals.

Structure and Accountability

ICEM has two representatives from each of the eight communities that serve on a board.

Current Activities

ICEM is currently involved in several programs including strategies to involve parents, recruitment and retention of teachers, education administration, and improving classroom instruction.

Present and Future Challenges

ICEM is actively engaged in strengthening the Innu culture and language. The current education reform that Quebec is promoting is taking a great deal of time and energy. The organization is under considerable pressure to become a regional organization with substantially increased responsibilities.

New Brunswick Education Initiative (NBEI)

Background

Between 1991- 1995 five First Nations collaborated to negotiate a series of one-year interim Tuition Agreements. In 1995, INAC provided \$100,000.00 to support the creation and development of First Nation Education Initiative Committee combining the efforts of 12 First Nations.

In July 2004, the Chiefs of New Brunswick approved development of a Jurisdictional Model for New Brunswick First Nation Education. In September 2004 the First Nation Education Initiative Committee negotiated resources from INAC to develop an Educational Jurisdictional Model for New Brunswick First Nation communities.

Method of Operations

Services are delivered to 13 communities, 19 schools with a student population of approximately 800.

Structure and Accountability

The structure includes a Board with First Nation representatives, an Executive Director, Directors (policy analyst, student services, finance, aboriginal ed consultant) as well as Exec Directors from the communities, and committees.

The committees deal with: tuition agreements, parental-community involvement, curriculum, capacity building, teacher recruitment and retention, records, and education policy.

Current Activities

Education activities include:

- A Training and Employment Initiative for Teacher Assistants (T.A.), 9 T.A.s hired by the province in 1997
- Development of 5 year strategic plans district by district through the District Aboriginal Education Committees (District 14, 15, 16, 17, 18)

- Negotiated Partnering Agreement with the Department of Education (\$400,000.00 matched First Nation contribution)
- Negotiated 15% self sustaining fund in Tuition Agreements
- The creation of more than 80 full time positions province-wide in the Education field including Literacy Teachers, Intervention Workers, Mentors, Teacher Assistants, Language/Culture Teachers, Resource Teachers
- Increase in graduation rates for First Nation students and a decrease in number of First Nation student drop-outs
- Development of a First Nation Policy for High Cost Special Education
- Completion of study, identify number of High Cost Special Needs First Nation students in the province (cost shared 50/50, Provincial and Federal)
- Research on Best Practices on First Nation Educational Jurisdiction across Canada, completed 2003
- Strategic Planning Sessions province wide (2002 & 2003)
- Community buy in for the New Brunswick First Nation Education Jurisdictional Model
- Capacity Building Session for School Evaluators and Teacher Assistants
- Strategies to improve parental and community Involvement in education
- Professional Development Workshops for Teacher's Assistants
- Training and conducting Band Operated School Evaluation Team

Future Developments

- Negotiate a new 5 year Tuition Agreement on Primary and Secondary Education
- Develop processes to examine Educational Policy for First Nations, including federal and provincial
- Improve Mi'kmaw and Maliseet languages and history curriculum
- Improve monitoring and tracking of First Nation students
- Improve direct and indirect services for high cost special needs First Nation children
- Improve educational outcomes for First Nation children

- Improve level of indirect services such as Guidance, Special Education, and special programs for children at risk
- Improve capacity building opportunities
- Open doors for Aboriginal employment in education sector
- Develop a Provincial Curriculum Development Committee
- Make improvements to Band Operated Schools
- Improve transition process for children moving from Band Operated School to Provincial School systems
- Continue to improve parental and community involvement in education
- Improve networks between First Nation communities, school districts, provincial/federal governments
- Increase Professional Development opportunities for First Nation education professionals/paraprofessionals
- Negotiate new funding arrangements with INAC and Department of Education
- Improve working relations with major stakeholders – First Nations, Federal and Provincial governments

Mi'kmaq Kina'matnewey (MK)

Background

MK emerged from the Mi'maq Education Authority (MEA), a regional educational organization serving the thirteen First Nations communities in Nova Scotia that emerged in 1992. MEA negotiated a federal education agreement (The Mi'kmaq Education Act) in 1997. Ten out of thirteen communities are under the Act's jurisdiction.

Method of Operations

MK's staff of 15 delivers services to seven schools with a student population of approximately 2,000 and responds to requests from the communities.

Structure and Accountability

Chiefs from the ten participating communities make up a board of Directors of MK. Each community has a school board that is appointed by Chief and Council. The communities' Director of Education is a member of the local school board.

Current Activities

A broad range of education services are delivered to participating communities at their request. Several templates in PSE, jurisdiction, and salaries have been created for voluntary use by the communities. MK is currently working on a template for teacher certification.

Present and Future Challenges

MK is engaged in a broad review of its strategic plans, vision, mission and goals. It intends to develop-revise an operational plan and work plans. It is also interested in developing and setting indicators in several key areas such as graduates at high school and university, student retention, teacher retention, attendance, Mi'kmaw language usage, and academic test scores.

PART TWO: DIFFERENCES FROM PROVINCIAL SCHOOL BOARDS

Introduction

Numerous differences are evident between the First Nation education organizations, their operations and other aspects, reviewed here and provincial school boards. That these differences exist should not be surprising to anyone. Provincial school boards have been in existence for many decades, in some cases for over a century, and they have been an integral part of the provincial (and territorial) systems of education during their existence. On the other hand, several First Nation organizations have existed for less than one or two decades, some are just getting off the ground, and some are still in the planning stage.

Simply stated, their evolution as education organizations is just beginning. Whereas provincial-territorial boards operate within the framework of a broader geo-political base and function as part of a larger, well-defined system of education complete with a ministry of education, education associations, federations, school councils, colleges of education, and detailed and specific education policies that affect every aspect of elementary-secondary education, each First Nation education organization, by comparison, operates alone within a relatively small geo-political base and without the advantages that a system of education offers to “normal” school boards. Under these conditions, differences are predictable.

During the ensuing discussion on some of the differences, despite best efforts not to, it may appear that criticism is being directed at the efforts of some of the organizations in their delivery of 2nd level services. The intention in identifying and discussing these differences is not to criticize the organization or organizations engaged in the activities but to underline the severity of the challenges they face in their attempt to resolve critical education issues in the absence of a structured and well-funded First Nations education system.

Education accountability mechanisms

Provincial school boards have a variety of mechanisms that address education accountability. They include an *Education Act*, education policies set by the provincial ministry to which they must adhere, and a direct connection to parents and communities through the election of trustees. The existing First Nation education organizations reflect a degree of accountability, but in most instances, it is political rather than educational. Community representation will be essential to ensure education accountability as will be the definition of the responsibilities of community representatives. But ensuring community access to the organization will not in and of itself create education accountability. As important as community-parent representation will be, additional criteria for achieving education accountability will be necessary.

Creating education accountability will, among other things, establish who or what will bear responsibility for unacceptable First Nations student achievement rates (as well as defining what is 'unacceptable') and the quality of the education curricula. Education accountability will also identify what recourses parents and the community representatives may take if they have concerns regarding the education of their children including the quality of that education and student achievement. Notwithstanding the value of political accountability, if First Nations 2nd level services education organizations are to succeed in raising the quality of elementary-secondary education for First Nations students, education accountability must be a cornerstone of their operations and in that regard, identifying and defining how education accountability will be achieved should be a higher priority than political accountability.

Intermediaries

Provincial school boards serve as intermediaries between a ministry of education, on one hand, and schools and communities, on the other. In a nutshell, ministries of education are responsible for major education policies that school boards are required, by law, to apply to schools and by extension to communities. In other words, provincial school boards do not operate in a policy or educational vacuum. They function as part of a system and are required by legislation to implement education policies, regulations and curriculum as set out by the ministry of education in addition to their defined set of responsibilities.

The existing First Nations education organizations, by comparison, do operate in relative isolation. Presently, they are isolated from each other and they are and will be operating in a truncated system of education. In the absence of First Nations education structures that operate at a provincial-territorial level, they are likely to continue to do so for some time. The educational implications of this situation need to be carefully and thoughtfully debated. It may be unreasonable if not unfair to expect regional First Nations school board-like organizations to deliver 2nd level services and, at the same time and with the same staff, undertake the broad over-view type of educational planning, curriculum

production and strategic development, i.e., the 3rd level education services, that ministries of education normally conduct.

Raising this issue here is not meant to criticize or impugn the integrity or quality of the 2nd level services that First Nation organizations are currently and intend to deliver to their schools and students but rather to emphasize that provincial school boards are part of a larger education infrastructure and the existence of a larger, province-wide First Nations education infrastructure that includes an education structure functioning at the provincial-territorial level should be an important part of the discussions on First Nations systems of education.

Unevenness of 2nd level services

What is evident from a review of the operations of the First Nation education organizations is the variation in the 2nd level services that are provided. To a large extent, the variations are likely due to several obvious factors: Capacity to deliver services, funding levels, and age, i.e., time of existence. But setting those factors aside, if First Nations education organizations intend to pursue and expand their activities in the area of 2nd level services, they will need to be well-informed about what constitutes 2nd level services and decisions will be required as to what additional 2nd level services they will undertake. Research shows that provincial boards deliver a set of base line and common 2nd level services in addition to a variety of board-specific services. These base line and common education services provide all provincial schools with equal access to vital educational support and assistance.

First Nation education organizations will need to become more aware and knowledgeable about the kind and quantity of 2nd level services that provincial boards normally deliver to schools if they desire to strengthen the quality of First Nation education in their schools. Increasing their awareness may lead to a consensus as to an appropriate baseline and common basket of 2nd level services that all First Nation school board-like organizations will be required to maintain and deliver.

Professional services

With the possible exception of the Cree School Board, the existing organizations that are engaged in curriculum work lack the resources to access either on a full or part-time basis the experience and professional skills of curriculum developers. Assembling an effective and quality elementary or secondary school curriculum requires professional expertise in curriculum development in addition to the input of a variety of educators. All provincial school boards are able to access a range of curriculum development specialists that are maintained by provincial ministries and many boards include one or several professionals with these skills on their staff. Given the level of interest in curriculum development by the existing First Nations organizations, efforts will be required to ensure access to trained and experienced curriculum development specialists.

How will this accessibility be determined? Is it reasonable in terms of money and availability of professional curriculum development specialists to have two or three of these specialists on every regional First Nations 2nd level services education organization, or even a majority of them?

In pursuing the answers, it will be important to bear in mind the differences between curriculum development and curriculum adaptation. The latter can be accomplished by one or several teachers working with a professional specialist at the school board within a reasonable period of time, e.g., one week to one month, depending on the degree to which the curriculum needs to be adapted. On the other hand, curriculum development is a lengthy process - often two to three years from start to finish - that includes research, drafting, testing and evaluations, revisions, and more testing. The process depends on one or two curriculum development specialists working with a team of subject matter specialists, usually teachers, that is seconded on a part or full-time basis from their teaching to contribute to the curriculum work.

If, however, the curriculum work that the First Nations 2nd level services education organizations will be doing will be primarily curriculum adaptation and/or working with teachers to use the existing curriculum more effectively, this can be accomplished by the

presence of a team of curriculum specialists (as opposed to curriculum developers) at each regional organization similar to the presence of curriculum specialists at provincial school boards who do the same kind of work with their schools and teachers.

Resources and Capacity

Obvious differences between provincial boards and First Nations education organizations occur in the levels of resources and capacity. Work will be required to establish some useful benchmarks for resourcing and capacity in First Nations organizations. A consensus on the size of a basket of base line and common 2nd level services for First Nations organizations will contribute as will any decisions that may emerge on the creation of larger education infrastructure.

Differences in structure

Structural differences abound. They can be accounted for largely because of resourcing, i.e., the First Nation education organizations have not been funded until very recently to engage in an active program of 2nd level services. For the most part, the funding they have received has been earmarked for the delivery of specific 2nd level services and programs rather than the infrastructural needs of the organization. Also, some have deliberately chosen to avoid “becoming a school board” with the accompanying bureaucracy and structure. Others may be, as mentioned earlier, unaware of school boards and their make up and therefore lack a model either to emulate or amend. The variation in structures should not be a cause for concern as long as the regional organizations demonstrate a governance process and structure that are educational and fiscally accountable.

Chapter Two

2nd Level Services: A Discussion

2nd level services – What Are They?

2nd level services are essential to the development and maintenance of high quality elementary and secondary education. 2nd level services are differentiated from 3rd level services by their direct connection to students, classrooms, teachers and schools. 3rd level services are normally provided by ministries of education and refer to the broader education issues such as regulations, standards, certification, codes of conduct, and the setting (and altering) of the provincial curriculum. School boards normally consist of elected Trustees (Commissioners in Quebec) who are empowered by the provincial Education Act as the legal authorities of the board and the school board staff who are responsible for developing, implementing and enforcing Trustee decisions.

Provincial school boards provide 2nd level services and those services are usually grouped in three basic categories: Educational Services, Professional Services, and Administrative Services. Each category includes a basket of services that can be broken down into three smaller baskets: Baseline, Mostly Common, and Board-Specific. The Baseline basket of services includes services that all school boards provide. Mostly Common services describe 2nd level services that are delivered by many but not all school boards. Board-Specific services describe the kinds of services that are delivered by certain school boards with specific needs. An example of a Board-Specific service is the Cree Programs offered by the Cree School Board in northern Quebec. The inventory of services that are usually delivered by provincial school boards in each of the three basic categories is contained in **Appendix One**.

To summarize the essential 2nd level services that school boards deliver one can say that they are first and foremost services that contribute to the quality of students' education.

Some examples include:

- adapting provincial education policies to meet locally defined needs
- adapting the provincial elementary-secondary education curriculum

- setting policies regarding instructional and learning materials
- ensuring that provincial standards are observed re: teacher and school administrator qualifications, student achievement and class size
- assisting teachers and school administrators to improve the quality of elementary-secondary education.

The other services that are normally included in 2nd level services also contribute to the quality of education but in a less direct way than the educational services. These include a variety of administrative and technical services that assist the operation and administration of schools.

What Services Should be Provided by First Nations?

To be effective, First Nations education organizations seeking to establish or strengthen the delivery of 2nd level services to First Nations schools should consider creating a basket of services that includes the three basic categories of services that provincial school boards provide – education services, professional services and administrative services, and an appropriate selection of services within each category that every organization should be obliged to deliver if they wish to qualify as a school board-like education body. These services could be chosen from the inventory of services provided by the provincial school boards and that apply especially to First Nations education needs and grouped into two sets: a baseline and a maximum. Each education organization (or First Nations school board) would be obliged to provide a level of 2nd level services as identified in the baseline set.

What if an Organization wishes to deliver more than the Baseline set?

An additional set of factors can be identified that would enable organizations to deliver services beyond those in the minimum set. The factors could be based on criteria such as volume of students, number of schools and teachers, geographic considerations including remoteness of communities and size of territory, and cultural programs.

Funding New and Emerging Organizations

Because of the amount of time and basic work that any new organization will be required to complete before they qualify for funding for the delivery of 2nd level services, consideration should be given to the development of an inventory of appropriate services that will be undertaken by the organization and funded by the government to enable the new organization to qualify successfully. The inventory would be sufficiently inclusive to ensure that each new and emerging organization has the resources and time to achieve the appropriate level of buy-in from their member communities to proceed with the establishment of a school board-like structure. Examples of what might be included in the inventory are:

- community consultations
- community education needs assessment
- community-based working groups
- research
- consultant services
- long-range education planning
- business & financial planning
- legal services
- development of inter-band agreements
- costs associated with incorporation
- hiring of core staff
- staff training
- contracting for professional services/specialists
- implementation of data management systems
- rental of office space & equipment

Considerations for Basic Requirements of a Regional First Nations Education Organization

To assist communities and organizations that may wish to explore the creation of a regional education organization it may be helpful to identify some basic requirements that will need to be met to enable the process to move forward. Support from the participating communities will need to be identified. Either a Band Council Resolution

or something similar that confirms the community's participation and identifies the organization that will provide the 2nd level services should be considered.

A description of the 2nd level services and programs that will be delivered should be included in addition to basic requirements such as a budget and an outline of the goals and objectives of the organization.

Consideration should also be given to the development of a Memorandum of Understanding (MOU) or a similar document that sets out the working relationship between the participating communities, as well as the relationship between those communities and the regional education organization regarding, among other things, roles, responsibilities and clearly defined operational protocols, including accountability. A binding contractual agreement between the parties may be a preferred instrument. It could address issues such as which education responsibilities, for example, education policies, may be situated at the regional level; the obligations of each party; the nature and extent of community funding support for the organization; extent of disclosure of decision making and financial management by each party; how compliance will be enforced; and how accountability (education and fiscal) will be achieved.

The MOU or similar document should also identify the governance structure and the lines of educational and financial accountability of the new regional education organization in relation to the participating communities. Governance structures should be based on the results of community consultations and input from a variety of education stakeholders.

Consideration should also be given to the preparation of a business plan and an implementation plan that includes a projected timeframe.

Determinants of an Aggregate

The principal reasons to have First Nations education organizations deliver 2nd level services are to improve and strengthen the quality of elementary-secondary education for

First Nations students. Less critical but equally important reasons include economies of scale, education accountability, and the emergence of First Nations education systems.

Enabling First Nations schools and students to benefit from the delivery of 2nd level services will depend on a variety of factors, none more important than the identification and determination of an appropriate aggregation for the purpose of delivering 2nd level services. What factors should determine an aggregation?

Volume of students, geography and number of communities should be considered as fundamental factors. The Cree School Board in northern Quebec has an elementary-secondary student population of approximately 3,000 students. It delivers 2nd level services to nine communities as well as post secondary students in several communities located outside of the Cree territory. What is an appropriate minimum number of students required to enable an existing or new First Nations organization to deliver 2nd level services? Is the Cree School Board a useful model?

A tribe or nation is another factor on which to base an aggregation. RCAP endorsed the concept of regional First Nations education bodies based on nations. If this factor existed, hypothetically the four predominantly Mohawk communities and the Oneida community in Ontario could consider creating a regional school board-like organization to work with and bolster the education initiatives and work in their communities and schools. Assuming there are approximately 150,000 First Nations elementary-secondary students, if a minimum student population for an aggregation was set at roughly 3,000 students, the result would be about 50 First Nations school board-like organizations, more or less, delivering 2nd level services nationally.

Economies of scale and the delivery of a basket of baseline education services are equally important factors. If aggregations are proposed with too small a student population, it may be difficult to ensure a level of funding that would guarantee each aggregation the resources to provide the baseline level of 2nd level services. To achieve the requisite volume of students, the amalgamation of several existing regional education

organizations or an amalgamation of new regional education organizations with existing ones may be necessary.

Key Principles

As a result of discussions and input from different sources several key principles relating to First Nation education organizations have emerged. They include a governance and management model that features:

- a structure that is community driven
- education accountability to parents and the community
- sensitivity to culture and language education requirements
- flexibility in order to meet regional or cultural variations
- operational, i.e., decision-making, transparency and financial accountability
- a student-centred mission
- a capacity to expand over time

Education Benefits

Enabling First Nations education organizations to deliver 2nd level services will contribute to the improvement of First Nations elementary-secondary education in a variety of ways. Ensuring that the organizations adhere to a set of principles that are determined in an inclusive process with all the stakeholders in First Nations education will strengthen the quality of First Nations education and improve education achievements of First Nations elementary-secondary students.

Providing educational, professional and administrative services to First Nations schools, teachers and administrators (school and community) will result in numerous benefits such as:

- education accountability to parents and leaders
- education research
- effective curriculum adaptation
- setting education goals appropriate to First Nations needs and expectations

- monitoring success (or failures) and developing strategies to respond
- effective evaluation systems for schools, teachers, administrators, and others
- appropriate human resource policies
- fiscal efficiency and accountability
- attaining teacher compensation and benefits comparable to provincial teachers
- providing much-needed and critical assistance to classroom teachers and school administrators in First Nations schools
- creating a professional capacity to identify and respond to educational challenges in First Nation schools

Governance Models

Currently, First Nations elementary-secondary education reflects education governance at one level – the community or local level. The Cree School Board and several soon-to-be anticipated models also reflect governance at a regional level, i.e., a regional board of education that integrates and complements the community education governance. The existing First Nations education organizations that are either delivering a measure of 2nd level services or are seeking to do so reflect a variety of governance models where the principal authority derives from a board of either representatives from the participating communities or elected leaders.

To ensure that all First Nations education organizations that deliver 2nd level services are community-driven, educationally accountable, and responsive to local needs and innovations, for example, each will be required to create and sustain a system of governance that incorporates local representation, either from the existing local/community education authority (a School Committee) or by a new and different method of selection, e.g., a community election.

Fundamentally, effective governance usually depends on a board with elected representatives. For education organizations delivering 2nd level services the *principal* responsibilities of their boards are to ensure education accountability and a quality education program for students. There are many other responsibilities and each

organization would have its own set as determined by local and regional education needs, priorities, and objectives but these two principal responsibilities should be equally shared.

The selection of a representative board would be based on a variety of methods and techniques. Again, at a basic level, the local education authority, i.e., a School Committee, a Parents Committee, or a School Council, could select a member to sit on the regional board by an agreed upon internal process. Or, there could be regular community elections to choose a member of the local education authority to the regional board. Alternatively, the regional First Nations education organization could identify and implement a new local education authority structure as a replacement for the existing structure if there is a consensus it will be better suited than the existing one to integrate with the establishment of a new regional education structure.

Creating responsible and accountable First Nations regional education organizations will result in the emergence of a system of education operating at two distinct levels – local and regional – with an appropriate measure of coordination and integration. By contrast, the provincial-territorial systems of education operate at one additional level – the provincial or territory level, a third level. This level includes ministries of education and provincial-territorial associations such as teacher, principals' and trustees' federations. Will a First Nations system of education also require an additional level of education infrastructure at the provincial level to ensure effectiveness and success in First Nations elementary and secondary education?

Accountability

At least two types of accountability exist in any education system – educational accountability and fiscal accountability. First Nations education currently lacks educational accountability and the emergence of regional First Nations school board-like organizations should address this critical issue. Simply stated, educational accountability exists when a system of education and its appropriate parts are required, a) to answer for, and b) respond to failings in the academic achievement rates of students and other education issues that stakeholders find fault with. To whom does the system answer and

respond? Parents, students, and elected leaders. Who answers and responds? All of the participants in the education system, i.e., teachers, principals, local-community education authorities, the regional school board and its staff, are answerable and responsible for failings of the system.

In the provincial-territorial systems of education, the ultimate authority on whom educational accountability rests is the minister of education, and through that person, the provincial-territorial government. Each structure in the system beyond the minister is also accountable – the ministry, the school boards, and the local schools. Their educational accountability is defined by provincial-territorial legislation and the policies and regulations that are set by the ministry of education. Citizens, especially parents, know to whom they should turn if they believe that the system is not meeting educational expectations. This should be no less true for First Nations citizens. The presence of First Nations school board-like education structures and organizations should include clearly defined roles and responsibilities.

There is also a certain degree of educational accountability to teachers and school administrators that a system must observe, e.g., appropriate curricula, instructional assistance, safe teaching environments, healthy buildings, etc., but by and large the bulk of educational accountability lies with academic achievement.

Attaining educational accountability will depend on a variety of factors including:

- a governance model that is representative at both a local and regional level
- a regional structure that is responsive and sensitive to local education issues and topics
- the development and implementation of a range of education policies and operational manuals that cover all aspects of elementary-secondary education, including, for example:
 - student promotion standards
 - student transportation

- school calendars
- selection, review and approval of all teaching materials and learning resources
- recruitment, hiring and retention of teachers and principals
- professional support for the adaptation of curricula

Fiscal accountability will be achieved if many of the factors related to educational accountability are implemented. In addition to those factors, operational transparency of the education organizations will contribute to fiscal accountability.

Achieving educational accountability will take time. Time will be required to establish and refine effective governance models and the appropriate regional structure. An equal or greater amount of time will be required to research, develop and implement the appropriate education policies and operational manuals. Nevertheless, a consensus on an appropriate set of five-year benchmarks or milestones would be immensely useful for new and emerging regional education organizations. The benchmarks or milestones would be effective indices for organizations to use in their short and long-term planning and to measure their over-all progress.

Considerations for Jurisdiction

The emergence of First Nations education organizations delivering 2nd level services raises issues related to jurisdiction. For example, if a regional education organization approves through its own internal governance procedures new standards for student achievement, the legal authority to create and implement those standards is a basic requirement. In fact, a legal authority, e.g., jurisdiction, is connected to many of the services that will make up the basket of First Nations baseline 2nd level services. At a minimum First Nations regional education organizations will require the legal authority to:

- establish, implement and enforce governance procedures and regulations,
- establish, implement and enforce a variety of school-related education policies and regulations,

- create, implement and enforce a variety of administrative and financial regulations and policies,
- create and implement education programs relevant to the needs of First Nations students,
- enter into agreements with other First Nation education jurisdictions and provincial-territorial education authorities,
- create, implement and enforce procedures related to appeals and conflicts of interest.

How will that jurisdiction (authority) be achieved? In the examples of the Cree School Board and the Mi'kmaw Kina'matnewey (MK), education jurisdiction was achieved through legislation, provincial in the former and federal for the latter. Other methods that have been identified include self-government sectoral agreements (examples include the Nisga'a Agreement and the Union of Ontario Indians Education AiP that is currently in the final negotiation stage), a constitutional amendment or judicial decisions.

Whichever method (or methods) for establishing First Nations jurisdiction in education is selected, some basic considerations for that jurisdiction need to be identified.

First, the role and place of First Nations representatives in the exercise of the jurisdiction should be clearly identified and spelled out. Second, the legislation should situate jurisdiction for First Nations elementary-secondary education in a First Nations entity or authority that is duly constituted to exercise it. Third, the legislation should be written as a framework rather than a highly detailed code that attempts to cover every aspect of elementary-secondary education. Fourth, opting in provisions should be included. Fifth, the legislation should replace the education sections in the *Indian Act*. Sixth, provisions for communities that choose to remain independent of any First Nations 2nd level services regional education organization should be considered.

Summary

In order to move the process on 2nd level services forward, the contents of Chapter Two have been summarized in a series of questions. Answers to these and related questions will not only inform the discussion on 2nd level services, they will also contribute to a better understanding of how the delivery of 2nd level services can be effectively and efficiently achieved.

- What 2nd level services should be included in First Nations basket of baseline and common services?
- What basic conditions need to be met to enable an organization or body to qualify as a First Nations regional 2nd level services education organization?
- How can the relationship between a community that wishes to participate in a First Nations regional educational organization and the organization be formalized?
- What determinant or determinants should be used to define an aggregation for the purposes of delivering 2nd level services? Are there additional factors besides volume of students, geography or tribe and nation?
- If volume of students is principal determinant for an acceptable aggregation, what is an appropriate number or range?
- If a First Nations regional education organization wants to deliver more than the basket of baseline and common services to its members, what criteria should be used to support that interest?
- How can First Nations regional education organizations achieve and deliver educational accountability?
- What is the most effective method(s) for First Nations regional education organizations to acquire the jurisdiction to deliver 2nd level services and to hold themselves and others in the process, i.e., communities and schools, accountable?

CHAPTER 3

A First Nations Education System: Key Elements

Creating a System

The emergence of regional First Nations education organizations delivering, at a minimum, a basket of baseline 2nd level services to First Nations schools represents significant progress towards improving the quality of education for elementary and secondary First Nation students and it opens the door to discussions on the development of a First Nations education system. Unlike other communities in the provinces and territories, First Nations communities historically have lacked access to the benefits that a system of education provides to elementary-secondary students. The benefits flow from structures that provide educational services at three different levels: the school (the first level); a school board (the second level); and a ministry of education (the third level). These three structures operate within a provincial-territorial educational infrastructure that also features a range of institutions such as colleges of education and federations and professional associations.

In theory each provincial-territorial education system should benefit First Nations elementary-secondary education. In the early 1950s when the federal government introduced and approved the provinces' elementary-secondary curriculum and other provincial policies and regulations for use in First Nations schools, the provinces' and eventually the territories' involvement in First Nations education has been paramount to any other external or internal influence. In effect, the instructional and academic content of the majority of First Nations schools has differed little, if at all, from provincial-territorial schools for almost 70 years.

The reality is that almost seven decades of continuous exposure to the provincial-territorial education systems has produced unacceptably low student graduation rates and several generations of First Nations citizens who lack the fundamental literacy and numeracy skills that a majority of Canadians take for granted. By any measurement the

provincial-territorial system of elementary-secondary education has failed First Nations children, parents and leaders, badly and repeatedly. As noted by the Auditor General of Canada in a recent report, a minimum of 27 years will be needed to close the gap between First Nations student achievement levels and other elementary-secondary students.

There is every reason to expect that the regional First Nations 2nd level services regional organizations will improve the quality of First Nations elementary-secondary education. The presence of an additional level of educational services will provide many benefits to parents, students, teachers and school administrators not the least of which will be a much-needed perspective on a range of vital issues such as curriculum adaptation, student absenteeism rates, the recruitment and retention of teachers, language and culture programs, not to mention the setting of First Nations education goals.

A strategic discussion on the objectives of First Nation elementary-secondary education among First Nations parents, educators and leaders is long overdue and the development of regional First Nations 2nd level services organizations will lay the groundwork for that vital discussion among its members.

However, it is important to note that while regional First Nations school board-like education organizations will be contributing to the quality of elementary-secondary education for First Nation students, they and the schools will not constitute a First Nations education system. They will be important and vital structures in a system of education but until a third level is defined, created and added to the other two levels, a First Nations system of education will continue to be an elusive goal.

What a 3rd level of education services includes

In the provincial-territorial systems of education, the third level of education services is provided by a ministry of education. The numerous and varied duties and responsibilities of a ministry are normally identified in the provinces' and territories' *Education Act* but in general they spring from the need to develop a broad provincial-territorial over-view of education that regional boards and school are unable to because of their proportionately

smaller clientele and focus. Why is a broad over-view of education important? An over-view of education enables leaders, educators and other stakeholders to take the pulse of the education system occasionally and determine if it is meeting educational needs of not just students but of society in general. The over-view also enables everyone to see how their education system measures up to other systems. Because regional school boards are actively engaged in the provision to education services to several schools and numerous teachers, they often lack the time and resources to identify new directions or innovations in elementary-secondary education and they are unable to assess easily gaps or weaknesses in the quality of education of their students.

Ministries of education are resourced and empowered to do these activities and they also do a variety of other activities including:

- strategic planning for elementary, secondary and post-secondary education,
- determining regulations and policies governing the organization of schools and school boards,
- establishing standards for teacher certifications and teacher education programs,
- researching, developing and testing curriculum documents for school and school board use,
- data collection and research and statistical analyses,
- a broad variety of regulations regarding texts, teaching materials, special education, student evaluations and tests,
- regulations and policies related to the financing of education and capital assets, school board expenditures, audit and fiscal accountability requirements,
- providing professional recommendations and legal advice to the Minister of Education.

What Education Services would be provided by a First Nations 3rd level?

At the very least a First Nations 3rd level of education would provide a much-needed over-view and coordinating function to First Nations education in each province and territory. A First Nations Education Council, for example, in each province and territory, could provide an annual report on the progress and development of First Nations elementary-secondary education based on the results of the regional First Nations school

board-like organizations. RCAP made a similar recommendation to the effect that a 3rd level education organization could monitor and respond to academic standards of First Nations students in their province. Similar to the functions of provincial ministries of education, it could research and evaluate new and innovative directions in indigenous elementary-secondary education internationally and advise and recommend to regional education organizations on the results. A First Nations 3rd level education organization could also contribute significantly to the research and preparation of education funding requirements and fiscal projections.

Another important function would be in curriculum development. In provincial-territorial systems, regional school board professional staff works with teachers to adapt the provincial curriculum for effective use in classrooms. Most school boards lack the curriculum specialists that are required to develop the curricula that make up the provincial elementary-secondary school curriculum (provincial school boards do not develop provincial curricula, only ministries of education). Provincial teachers are often selected by school boards to work with curriculum specialists in the ministries of education whenever the ministry (or government) decides that a new elementary curriculum in Science, for example, is required in provincial schools.

It is evident that the provincial curricula in all subjects has been and is simply ineffective and irrelevant for the educational needs of First Nations students. A considerable amount of time and energy will be required to research, develop, and test new subject matter curricula for First Nations elementary-secondary education if First Nations students are to achieve higher educational standards than those of the past and present. This important and vital work will require the skills and experience of professional curriculum development specialists working hand in hand with teachers and other educators from First Nations communities.

Given the magnitude of the daily and ongoing education work that regional school board-like organizations will be engaged in, it will be unrealistic and fiscally difficult to expect them to target professional staff and scarce financial resources to engage in the costly and

time-consuming exercises that curriculum development entail. Curriculum adaptations take less time and, by comparison, can be relatively easily accommodated by school board staff working with teachers within a period of a few weeks; curriculum development, on the other hand, typically requires anywhere from 18 to 36 months from beginning to end before a new curriculum, regardless of the subject, is ready for use in schools.

The process depends on the continuous involvement of several curriculum development specialists and subject matter specialists working with a committee of teachers from the subject area and from different school boards that meets periodically with the specialists to provide advice and comments on the development of the curriculum. Occasionally, one or two subject matter teachers may be seconded by a school board to work with the curriculum specialists at the ministry of education for an entire school year.

Strengthening the quality of education for First Nations elementary-secondary education will depend on many related factors including the development of new curriculum. Adapting the existing provincial elementary-secondary curriculum for use in First Nations schools will continue to be an important and vital initiative but in many schools completely new curricula may be required to replace existing subject area curricula and for some subject areas that currently are not part of the provincial curriculum. The presence of a 3rd level of First Nations education structure will be essential to this process.

Governance

To be effective, a new First Nations 3rd level education organization operating at a provincial level should, a) be representative of the communities and regional First Nations education organizations in the province and territory and b) its relationship to the regional school board-like First Nations organizations clearly identified.

There are a variety of ways to achieve that representation including a relatively simple method of creating a board for the 3rd level structure that includes one representative from

the governing structure of each of the regional school board-like organizations in the province and territory plus an additional member that is selected by the communities in the aggregation. Thus, if a province or territory had five regional school board-like organizations, the board of the 3rd level organization would consist of 10 representatives: One from each of the boards or governing structures of the regional education organizations and one representative from each of the five groups of communities that belong to the regional education organization. Other models can be identified and discussed, but whatever models may be selected the key issue will be ensuring representation.

The relationship between the regional school board-like organization and the 3rd level education organization or body should be spelled out during strategic discussions throughout each province and territory. The discussions should focus on several topics including: a) the education benefits of an organization-body providing 3rd level of education services, b) what those services might include, and c) the relationship between the regional First Nations 2nd level services organizations and the provincial body providing 3rd level services.

Jurisdiction

The previous chapter identifies some critical concerns on jurisdiction. Without the legal authority and power that jurisdiction confers, neither 2nd nor 3rd level education structures will be able to deliver the kinds of educational benefits and initiatives that First Nations elementary-secondary education clearly requires. First Nations jurisdiction in education will enable parents, educators and leaders to, a) make fundamental and basic decisions regarding their children's elementary-secondary education, and b) have the authority and legal power to carry out those decisions.

In a First Nations system of education – the community and school, the regional 2nd level services organization, and the 3rd level body– would operate within their own jurisdiction and legal responsibilities but in a cohesive and seamless process where the flow of authority originates with the community and moves upward to the regional and

provincial-territorial education structures. The jurisdiction (power) and legal responsibilities of the structure at each level would be defined in large measure by its primary role and function in the First Nations education system. A community and school would have a set of powers and responsibilities appropriate to the parents' and communities' involvement in the system. For example, these powers and responsibilities might include:

- hiring teachers and school administrators
- the use of school volunteers
- policies on the use of school buildings
- transportation policies
- non-academic school programs, i.e., student trips, extra-curricular activities
- governing and advising regional school board-like organizations

The jurisdiction (power) and legal responsibilities of a First Nations 2nd level services education organization would in part be defined by their roles and responsibilities and would take into account and respect the jurisdiction and legal responsibilities of the parents and communities.

The authority and legal responsibilities of the 3rd level education structure would similarly be defined by its role and responsibilities and would take into account and respect the jurisdiction and legal responsibilities of the other two levels.

In summary, all levels in a First Nations system of education will require its own jurisdiction – authority, power and legal responsibilities - if the system is to operate efficiently, effectively and ethically. Jurisdiction will connect the components of a First Nations system of education and reinforce its education accountability to students, parents, leaders, and other education stakeholders. In the absence of education accountability, any system of education will flounder and eventually collapse.

Education accountability exists when stakeholders, a) know who is responsible for shortcomings in the education system be it in student achievement or an administrative issue like the retention of teachers, and b) know who to approach to remedy the shortcomings, and c) have options either to redress decisions taken by those in authority or to remove those in authority.

Delegated Jurisdiction

Presently, each First Nation community has virtual jurisdiction for education in their school. The clauses in the *Indian Act* pertaining to education are vague and ill-defined, for the most part, and when combined with INAC's devolution of its education program to each community, the federal jurisdiction in First Nations elementary-secondary education has been effectively transferred to each community, for all intents and purposes. First Nations communities that operate schools have the de facto jurisdiction in a number of areas including:

- the selection of the curriculum for their students
- the hiring and dismissal of teachers, school administrators and other school employees
- the selection of the teaching and learning materials for classroom use
- determining the school calendar
- establishing policies related to student promotion and suspensions
- identifying and establishing a variety of standards
- undertaking regular school evaluations
- administering the annual school education budget
- entering into agreements with other school jurisdictions
- developing and establishing a range of education policies and regulations

Regardless of how or why so much jurisdiction in education currently rests with each First Nation community, the fact is, it does. By comparison, the education jurisdiction that other communities have is defined by provincial-territorial school board regulations

and policies and as a result, their jurisdiction is located with the school board, not in the community, per se. In effect, First Nation communities have far greater leverage in determining what goes on in their schools than other communities.

Illuminating the education jurisdiction that First Nation communities possess raises the possibility that they could endow First Nations regional education organizations with sufficient jurisdiction to eliminate the need for federal legislation, re: jurisdiction.

Essentially, the communities could agree (as some already have or are in the process of doing) to share or delegate their existing education jurisdiction with the First Nations regional education organizations. How much education jurisdiction for the regional education organizations could be derived from this process is uncertain but it is an option for consideration.

Distinctions between a First Nations and a Provincial-Territorial system of education

At a basic level, a major distinction between a First Nations system of education and a provincial-territorial system is the direction of the flow of authority. In the First Nations system, the education authority would originate at the community level and flow upwards to encompass the regional education bodies and ultimately to the provincial-territorial education structure at the 3rd level. Each level would have its own set of authorities and jurisdiction but the primary exercise of jurisdiction would be located in each community.

By contrast, the provincial-territorial systems operate in reverse – the authority originates with the government, i.e., the ministry of education, and it flows downward through the boards of education to the community, i.e., the school. In the abstract, it is possible to argue that even in this system the community, i.e., citizens, hold the real power because they are able to change the provincial legislation on education through elections and other methods. But on a day-to-day, operational basis power flows from the top down in this system.

Achieving a First Nations Education System

Reinforcing the existing First Nations 2nd level services education organizations and encouraging the emergence of new similar organizations will be a valuable exercise towards improving and strengthening the quality of First Nations elementary-secondary education in First Nations schools. However, as can be seen from examining the provincial-territorial systems of education, regional school boards do not operate within a two-structure framework. A 3rd level structure, the provincial-territorial ministry of education, is an essential component to the successful operation of the system. A belief that the expansion of First Nations 2nd level services education organizations is sufficient to achieve, a) a First Nations system of education, and b) a high quality First Nations education program, may meet with disappointment and only partial success.

The time to discuss the addition of a 3rd level of education services is now, as plans are being made to consider and examine how new and emerging First Nations 2nd level services education organizations will take shape. The preparation of strategic timetables that feature, among other things, the following topics will move the process forward:

- multi-year plans for the establishment of 2nd level services regional organizations,
- a process for the identification and refinement of a 3rd level structure,
- the roles and responsibilities of a 3rd level education structure,
- elements of the relationship between the three levels of education organizations within the system – the community, the 2nd level services regional organizations, and the 3rd level structure,
- consultation with education stakeholders – how and when.

A First Nations system of education that consists of three levels of structures all geared to producing and maintaining a stronger and higher quality of education for First Nations schools and students will not only contribute to improved student achievement rates, it will produce more and academically stronger graduates than ever before. The overall benefits will be too numerous to list.

Summary

- Is the addition of a provincial body or structure delivering 3rd level of education services vital to the creation of a First Nations system of education?

- If such a body or structure existed, what education services should it deliver?
- How would it be accountable to the other two levels in the system?
- Is delegated jurisdiction sufficient to establish either First Nations regional 2nd level services organizations or a First Nations provincial 3rd level body?
- If delegated jurisdiction is insufficient, what will be required?

APPENDIX ONE

INVENTORY OF SECOND-LEVEL SERVICES

EDUCATIONAL SERVICES

Baseline:	Provide and supervise delivery of programs and curriculum Develop/deliver alternative programs and initiatives Provide/prescribe religious, culture, language programs Approval/selection of learning resources Set school calendar Coordinate placement of students
Mostly Common:	Establish attendance or catchment area Oversee evaluation of student achievement Sponsor educational, cultural, recreational trips

PROFESSIONAL SERVICES

Baseline:	Teacher professional development Evaluate performance of principals, and teachers Adapt and assist teachers to implement curriculum Contribute to curriculum and ministerial initiatives committees Communicate curriculum-related policies & programs to schools Provide leadership in use of technology in schools Coordinate special education programs, consultative services Enforce the Education/Schools Act and related regulations Ensure student transportation regulations and policies are followed
Mostly Common	Provide leadership in managing school support services (i.e., race relations, cross cultural, human relations)
Region Specific	Evaluate and recognize educational activities of education programs taken by a student outside of a school program - BC Provide staff to Ministry units for development of curriculum and programs -NS Liaise with other government departments and agencies (i.e., Child Welfare) -AB, SK

ADMINISTRATIVE SERVICES

a. Human Resources

Baseline:	Assign staff
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- Discipline, suspend, dismiss staff
- Support professional development of staff
- Support sabbaticals, secondments and teacher exchanges
- Mostly Common: Negotiate teacher collective agreements
- Negotiate agreements with non-teaching staff
- Provide training of student teachers
- Region specific: Determine number of Aboriginal and non-Aboriginal persons required as teachers – Cree School Board (CSB)
- Establish courses and training programs to qualify Cree beneficiaries as teachers - CSB

b. Student Records

- Baseline: Establish procedures for students' records
- Region specific: Maintain student demographic & student information system -AB

c. Communications

- Mostly Common: Maintain web sites and information to public, students, parents, staff
- Prepare and distribute annual reports and other information documents

d. Student Services

- Baseline: Coordinate provision of student transportation
- Mostly Common: Provide housing accommodation or boarding for students

e. Facilities

- Baseline: Determine numbers, size and location of schools + closures
- Custody, maintenance and safekeeping of property
- Supervise operation & maintenance of schools
- Mostly Common: Build, equip and furnish schools

f. Financial and Fiscal

- Baseline: Manage funds to support education programs
- Manage funds to support maintenance & modernization of schools
- Prepare and monitor annual operating and capital budget
- Borrow/raise and invest district funds
- Authority to set fees
- Maintain financial records and prepare financial statements
- Seek funding from other sources: OGDs, private, foundations, donations
- Payment of honoraria, travel, allowances, benefits to trustees
- Mostly Common: Authority to raise funds through school tax levy
- Provide centralized management of services that are most efficiently provided on a region-wide basis; i.e., purchasing
- Region specific: Establish loan funds or bursaries for students -BC, MB

g. Governance

Baseline:	<ul style="list-style-type: none">Establish school council or parent committeesEstablish, monitor and maintain improvement plans, long-term plans or strategic plansEstablish/approve administrative policies for students (attendance, discipline, transfers etc.)Establish policies for evaluation and discipline of teachers and other staffEstablish policies for operation, admin, management and safe operation of schoolsSet policies for student fees, transportation fees, rental of school propertyEstablish committees related to Board activities and responsibilitiesProvide for insurance, risk management and legal liability protectionEnter into agreements and arrangements with other agencies, i.e., tuition, other school boards, francophone education authorities
Mostly Common:	<ul style="list-style-type: none">Provide Board development and monitor fulfillment of responsibilitiesProvide training to school councils or parent committeesHandle appeals to Board concerning student mattersResponsible for suspension, expulsion of studentsEnter into agreements to purchase or provide managerial, admin or other services for the operation of schools, or to purchase educational servicesEnter into agreements regarding promotion, development or operation of recreational and community services
Region specific:	<ul style="list-style-type: none">Enter into accountability contract with Minister to improve student achievement - BCEnter into agreements with universities and colleges to provide training for teachers and prospective teachers - CSB

