Final Report of the AFN Special Rapporteur on the National Panel Engagement Process

FINAL REPORT

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AFN SPECIAL RAPPORTEUR

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Assembly of First Nations  
Final Report of the AFN Special Rapporteur on the  
National Panel Engagement Process

## FINAL REPORT

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EXECUTIVE SUMMARY

This report is an overview of the broad engagement activities of the National Panel which encompass summaries of the data trends and key themes collected as part of the roundtables, site visits, key meetings, literature review and National Panel website “ideas forum.”

The National Panel was announced in December 2010 as a partnership between Aboriginal Affairs and Northern Development Canada (AANDC) and the Assembly of First Nations (AFN) to explore and develop options, including new legislation, to improve elementary and secondary education outcomes for First Nations children who live on-reserve.

The context of this report acknowledges that First Nation education is defined within sections 114-122 of the Indian Act which are the legal provisions of education authority and policy by the Government of Canada. Engagement participants resoundingly asserted the message throughout the process that First Nations require First Nation control over First Nations education.

This report further acknowledges that the Government of Canada through the AANDC Band Operated Funding Formula provides funding on the basis of a multiplication of the number of students times a given unit cost (tuition rate) for instructional services. Engagement participants stated unequivocally that equitable and predictable financing of education is required, as guaranteed through statute, and long term financial sustainability at par with what provincial systems receive for education.

The themes most prevalent to First Nations as they engaged with the National Panel encompassed three major areas: governance and accountability; roles and responsibilities; and the need for comparability between First Nation and provincial schools pertaining to funding, education programming, student supports, student outcomes and language and culture.

Engagement participants provided the following advice to the National Panel which was cross referenced with key documents where numerous education recommendations were made. The participant recommendations were as follows:

- First Nation control over First Nations education means First Nations designing, driving and delivering education at all levels. Participants were very clear that legislation is an option only with the caveat that it will not compromise the treaty right to education or Section 35 rights in the Constitution and that it must be written collaboratively by First Nations for First Nations. Participants made it clear that in order to improve student outcomes we must decolonize First Nation education and address the impacts of poverty in First Nation education program delivery.
• Funding needs to be equitable, predictable and protected. First Nations need the same funding as provincial schools with the necessary resources to implement quality, culturally relevant education which means equity plus. A secure and updated fiscal framework is required for the funding of First Nation education. Secure, stable and predictable funding is required to make First Nation education more effective. Statutory funding arrangements are also required based on real costs, indexation and appropriate treatment of the diverse characteristics of First Nations across Canada.

• First Nations languages deserve official status within Canada, constitutional recognition and accompanying legislative protection. The federal government is obligated to provide adequate resources to First Nations to ensure the development of language structures, curriculum materials, First Nations language teachers, resource centres and immersion programs.

Conclusion

Because education shapes the minds and values of First Nations young people, it is vitally important that First Nations governments have jurisdiction over educational programs which have such a lasting impact. The education of our children is a fundamental tool in developing and strengthening self-government in our communities. The goal of First Nations education must not be limited to just preparing our citizens to be job ready; our primary goal is to nurture respect, identity and our right to survive and prosper as the distinct peoples of Canada.

Our vision for education is an embracement of the goal of well being. Education must be an investment in our children, cultures, languages, traditions, families, and ultimately our future generations as Nations and a people. “First Nations are stepping forward and this is key to achieving lasting, sustainable change and progress for all our children.”

“The principle of self-determination... is) our right to determine our own futures without interference....(self determination) must exist for First Nations students, teachers and communities in our school systems in Canada.”

Dr. Evan Adams, Aboriginal Health Physician Advisor
UBC Department of Family Practice
THE PURPOSE

The responsibility of the AFN Special Rapporteur is to participate in all sessions of the National Panel on First Nation Elementary and Secondary Education. The Special Rapporteur is also responsible for preparing summaries of key themes emerging at all roundtable engagements of the National Panel, reviewing related literature provided to the panel, analysing key meeting/site visit information and National Panel idea forum website submissions. These activities, reports and summaries were used as key resources for the development of this final report.

The Rapporteur is further responsible for advising the National Panel on research which supports emerging themes and to provide guidance and advice on all aspects of First Nation education.

This final report is an overview of the engagement process undertaken by the National Panel on First Nation Elementary and Secondary Education since its launch on July 21, 2011 until November 30, 2011.

BACKGROUND

The National Panel was announced on December 9, 2010 and given the mandate to explore and advise on the development of options, including new legislation, to improve elementary and secondary education outcomes for First Nations children who live on reserve.

The 2011 Speech from the Throne reiterated that the Federal Government was building on the work of the National Panel on First Nation Elementary and Secondary Education, and stated that “our Government will engage with partners to make concrete, positive changes to give First Nations children a better education so that they can realize their dreams.”

The National Panel is independent and is required to table a report with actionable recommendations to both the Minister of Aboriginal Affairs and Northern Development Canada and the National Chief of the Assembly of First Nations. Their final report is expected in January, 2012.

The goal of the National panel was to engage with people, conduct dialogues, hold roundtables in each region and bring together educators, experts, leaders, administrators and parents to discuss the goal of giving First Nation children a better opportunity for education. The members of the National Panel are Mr. Scott Haldane (Chair), Ms. Caroline Krause and Mr. George Lafond.
METHODOLOGY

The engagement process activities included:

- Conducting focussed roundtable discussions (8 regional and 1 national).
- Visiting First Nation schools and meeting with key stakeholders.
- Hosting a dedicated website to allow for people to make submissions and provide ideas, as well as make submissions by regular mail.

During the eight regional roundtables the National Panel asked the following questions of First Nation participants across the country:

1. What would make the most significant difference in the educational success of First Nations children?
2. What are the unique needs of First Nations students and how do we respond to them?
3. What is required to make quality education more accessible to First Nation students and their families?
4. What does a First Nations education system look like to you?
5. What is required to achieve effective management and delivery of First Nations education?

Additional questions were also asked of the roundtable participants as follows:

- What content or recommendations would you like to see the Panel include in its report?
- What can we do to ensure that the Panel’s report has impact or creates change?
In five of the roundtables the National Panel proposed options to the participants based on their high level overview of findings to date. They provided six categories of options for consideration from what they heard across the country and asked participants to provide feedback related to these options. These options included: jurisdiction, funding, curriculum development, second and third level support systems, community and social supports and other. At the National Roundtable held in Ottawa participants were polled and asked individually if they supported legislation for First Nation elementary and secondary education.

High level summaries are dispersed throughout this document based on analysis of not only roundtable participant input but also site visits and key meetings, literature review findings and internet submissions provided on the National Panel’s website “idea forum.”

The following is a summary table of the number of the key meetings, site visits and roundtables conducted throughout the National Panel engagement process:

<table>
<thead>
<tr>
<th>Region</th>
<th>ON*</th>
<th>BC</th>
<th>AT</th>
<th>MB</th>
<th>AB</th>
<th>LB/QC*</th>
<th>SK*</th>
<th>National</th>
</tr>
</thead>
<tbody>
<tr>
<td>Key Meeting</td>
<td>4</td>
<td>4</td>
<td>5</td>
<td>7</td>
<td>3</td>
<td>6</td>
<td>3</td>
<td>3</td>
</tr>
<tr>
<td>Site visit</td>
<td>2</td>
<td>3</td>
<td>2</td>
<td>2</td>
<td>3</td>
<td>2</td>
<td>2</td>
<td>1</td>
</tr>
<tr>
<td>Roundtable</td>
<td>1</td>
<td>2</td>
<td>1</td>
<td>1</td>
<td>1</td>
<td>1</td>
<td>1</td>
<td>1</td>
</tr>
<tr>
<td>Total*</td>
<td>7</td>
<td>9</td>
<td>8</td>
<td>10</td>
<td>7</td>
<td>9</td>
<td>6</td>
<td>5</td>
</tr>
</tbody>
</table>

There were twenty six additional Panel engagement activities that were undertaken in addition to the key meetings, site visits and roundtables. The Panel engagement activities covered a wide range of meetings and locations that included, for example: members of the Associations for Canadian Deans of Education (ACDE), the Alberta MOU Working Group, the Sk’elep School of Excellence, Simon Fraser University, the Native Education College, Saskatoon Tribal Council, Saskatoon Board of Education, the University of British Columbia, etc.

The following table summarizes the number of documents submitted to the National Panel by theme and source:

<table>
<thead>
<tr>
<th>Theme</th>
<th>Number of Documents</th>
<th>Source</th>
</tr>
</thead>
<tbody>
<tr>
<td>Funding</td>
<td>25</td>
<td>AFN/AANDC</td>
</tr>
<tr>
<td>Jurisdiction, Governance, Systems</td>
<td>28</td>
<td>AFN/AANDC</td>
</tr>
<tr>
<td>Language and Culture</td>
<td>28</td>
<td>AFN/Idea Forum</td>
</tr>
<tr>
<td>Rights and Responsibilities</td>
<td>20</td>
<td>AFN/Idea Forum</td>
</tr>
<tr>
<td>Other (see appendix for topics)</td>
<td>18</td>
<td>Idea Forum/Other</td>
</tr>
</tbody>
</table>
The literature listed herein is a high level overview of information that was obtained from the National Panel website and AFN sources and binders shared with the National Panel to inform the engagement process, as well as briefing materials shared with the Panel during joint briefings with AFN and the AANDC. Other documents shared with the Panel during their key meetings and site visits are not part of this analysis.

The limitations of the summary information contained herein are as follows:

- Lists of attendees of roundtables and key meetings are not provided.
- Due to time and access limitations not all literature, site visit and key meeting data submitted to the Panel was available to be summarized herein.
- The short timelines of the engagement process (July – November 2011) is a significant factor impacting the methodological processes as they pertain to standard methods of data collection, analysis and findings.
- FSIN, FNEC and COO declined to participate in the engagement sessions.

"First Nations are stepping forward and this is key to achieving lasting, sustainable change and progress for all our children."

Regional Chief Morley Googoo
Assembly of First Nations
OVERVIEW OF THE REPORT

The following report examines the outcomes of a number of different activities undertaken throughout the National Panel engagement process.

The report commences with a description of the role and responsibilities of the Special Rapporteur during the National Panel engagement process which is followed by a brief background summary of the mandate of the National Panel on First Nation Elementary and Secondary Education. This is followed by a description of the engagement activities (methodology) and the questions that were asked by the Panel at eight regional roundtables and one national roundtable held between August and November 2011. This section concludes with a numerical overview of key meetings, site visits and other activities that took place in addition to the regional roundtables. A numerical listing of literature and documents that were submitted to the National Panel for review is also included.

The next section of the report summarizes the findings of the National Panel engagement process. A high level summary is provided of the findings related to the six themes proposed by the National Panel for engagement participants to consider. Those themes were: jurisdiction, funding, curriculum development, system accountability (second and third level support systems), community and social supports and other.

These six themes were analyzed in three ways. First, they were analyzed according to a review of the literature; second, a high level summary of key messages the engagement participants provided to the National panel as represented through the roundtables, site visits, key meetings and “issues forum,”; and third, through a high level analysis of recommendations from four key foundational reports which included the Royal Commission on Aboriginal Peoples (1996), the Minister’s National Working Group on Education (2002), Tradition and Education: Towards a Vision of our Future (1988) and the Report of the Auditor General of Canada, Chapter 5 INAC Education Program and Post-Secondary Support (2004).

Each theme is presented in the report according to a triangulated summary of the three levels of analysis to reflect an overview of the National Panel engagement findings. Recommendation tables are presented according to three categories. One category represents the engagement participant recommendations; the second is a high level overview of the literature recommendations by theme; and, the final category is options that were proposed by the National Panel to address the challenges identified throughout the engagement process.

The report concludes with a summary table outlining a snapshot of First Nation education which is presented according to four themes: strengths, weaknesses, opportunities and threats. The table identifies the key issues that were raised throughout the engagement process from a multi-level perspective. A conclusion is provided at the end of the report that reiterates the challenges facing First Nations related to service delivery from an elementary and secondary perspective.
It is our hope that the information provided in this report will inform and facilitate the dialogues and discussions that are required now that this process has been completed to pave the way for transformative change that will result in significant improvement in student outcomes and the future of First Nation children all across this country.

SUMMARY OF FINDINGS

This engagement process was undertaken through a partnership between the AFN and AANDC in order for First Nations to explore and give advice on the development of options to improve elementary and secondary education outcomes for First Nation children who live on reserve. Key topics included, among other things: governance and accountability; roles and responsibilities; and similarities/differences between First Nations and neighbouring provincial schools in key areas such as education programming, supports, results, funding, language and culture.

The context of this report acknowledges that First Nations education is defined within sections 114-122 of the Indian Act which are the legal provisions of education authority and policy for education by the Government of Canada. These specify the provisions of third party agreements with provinces and territories; powers of the Minister with respect to Indian Education (as they pertain to standards for buildings, equipment, teaching, inspection, discipline, transportation and maintenance of children); attendance requirements; truant officers - powers and authorities; denomination of teacher and definitions for the education provisions of the Act (e.g. child, school and truant officer).

In addition, the funding context as discussed herein is based on the parameters set forth by the Government of Canada through the AANDC Band Operated Funding Formula. The Band Operated Funding Formula provides funding on the basis of a multiplication of the number of units (number of students) times a given unit cost (tuition rate) for instructional services. The formula in use since 1988 addresses elementary and secondary services for Federally Operated Schools and for First Nation (Band) Operated Schools.

The eight regional and national roundtable discussions were designed to discuss the development of options to improve elementary and secondary education for First Nation students on reserve. Participants were invited to reflect on the range of experiences and circumstances within respective regions through a variety of mechanisms.

First Nation leaders, parents, students, elders, teachers, provinces and all those with an interest in providing input, and who wished to share ideas on how to enhance the education system and outcomes of First Nation students, were encouraged to participate in the process. This report is a summary of the broad engagement activities of the National Panel which encompasses summaries of the data trends and key themes collected as part of the roundtables, site visits, key meetings, literature review and National Panel website “ideas forum.”
WHAT ENGAGEMENT PARTICIPANTS SAID

Children are the First Nations most precious resource. They are the link to the past generations, the enjoyment of the present generations, and the hope of the future. The education of our children is a fundamental tool in developing and strengthening self-government in First Nation communities. (AFN 2003)

VISION


According to First Nations Natural Law, we believe that every First Nations learner is gifted. We believe that every First Nations learner must have access to an education from early childhood to post-secondary. That education must be characterized by quality and excellence of instruction, appropriate academic content, safe learning environment, and adequate professional and fiscal resources. That education must be equal to or exceed the standards of education received by other Canadian learners. Moreover, a First Nations education system grounded in the wisdom of Indigenous knowledge, that respects the vision of parents and elders and reinforces the teachings of language and culture will measure its success through the development of caring and respectful people who are valued contributors to their communities and live in harmony with their environment.
Our vision is a holistic, quality First Nations education system that begins in early childhood and includes adult education and training, and post-secondary education, where the weight of education decision making rests with First Nations in an appropriately funded infrastructure where parents, elders, professionals and leaders at the community, regional, and national level come together to plan their learners’ education.

We also envision a First Nations education system where parents, elders, education leaders, and other members of First Nations Communities are responsible for identifying the goals and objectives of their learners’ education to help create culturally and linguistically competent learners.

JURISDICTION

The Literature

Jurisdiction refers to legal power or authority, and includes the rights to make laws. The AFN Declaration of First Nations Jurisdiction over Education defined jurisdiction as the inherent right of each sovereign First Nation to exercise its authority, develop its policies and laws, and control financial and other resources for its citizens (p 46).

Jurisdiction is the inherent right of First Nations to “participate and represent themselves in negotiations affecting the education of their children, particularly when tuition, capital, general and other agreements are negotiated.” The federal government cannot represent First Nations without their consent as required legally by duty to consult.

A formal process is required to “guarantee parental involvement in decision making with other education authorities from pre-school boards to post-secondary boards of governors.” Key relevant jurisdiction issues that need to be addressed in order to make a quality education system available to First Nations children and their families include:

- Clarification and consensus on the term jurisdiction.
- Legal mechanisms to conduct local community needs assessments, to formulate long term education plans, to establish education authorities, to provide required training in management and administration, to support education for self-government and to fund First Nations educational institutions. (COO, 2004)

What Engagement Participants Said:

Engagement participants advised the National Panel that the Indian Act is antiquated and it needs to be changed. Current legislation is archaic and paternalistic. First Nations want evolution not devolution. First Nation inherent and treaty rights must be acknowledged. If an Education Act is established it must not compromise Section 35 of the Constitution.
There also needs to be acknowledgement in legislation of the principles of Section 14 of the United Nations Declaration on the Rights of Indigenous Peoples.

When asked if participants were in favour of legislation, those that were indicated they would only be supportive of legislation with the caveat that it would not compromise First Nation inherent and treaty right to education or abrogate or derogate Section 35 of the Constitution. Any legislation must be written by First Nations for First Nations and not be imposed by government.

In order for First Nation education systems to be truly successful they must be able to exercise jurisdiction in the management of their schools. The following table illustrates jurisdiction activities from the literature as compared with what engagement participants shared with the National Panel:

**Comparative Summary of Jurisdiction Activities from the Literature and Engagement Participant Recommendations**

<table>
<thead>
<tr>
<th>The Literature</th>
<th>Engagement Participants Said</th>
</tr>
</thead>
<tbody>
<tr>
<td>Agreement on accreditation and certification at the First Nation level of education programming with recognition at the provincial and federal level.</td>
<td>Standards are needed and accreditation across the board must be a goal.</td>
</tr>
<tr>
<td>Governance over facility resources, curriculum content and cultural aspects of First Nations education programs.</td>
<td>Comprehensive evaluations are required to determine community needs.</td>
</tr>
<tr>
<td>Locally defined policies and procedures at the local community level along with clear guidelines for education authorities and Chief and Council in terms of authority, responsibility and accountability.</td>
<td>We need the integral parts of the system and resources to put local control into action.</td>
</tr>
<tr>
<td>Exercise of First Nations governance over quality of education, standards of education and programming requirements. This includes, and is not limited to, elementary, secondary, post-secondary, special education, literacy, adult education and vocational education.</td>
<td>Strong leadership and education foundations are required and accountability and transparency to parents and the community. Education must reflect lifelong learning.</td>
</tr>
<tr>
<td>A locally developed system based on First Nation traditions and laws which incorporates our unique beliefs, vision and definition of education at the local level.</td>
<td>The system must be based on First Nation values, culture and language.</td>
</tr>
<tr>
<td>Locally defined goals and objectives, mission statements and action plans for local education authorities.</td>
<td>First Nation values have to be the basis of First Nation education.</td>
</tr>
<tr>
<td>Creation of local education authorities and school committees to manage the education program and the use of elders, parents and the community at large as resources for the development and implementation of jurisdiction, especially at the local level.</td>
<td>It is important for community leadership to delegate authority to First Nation school authorities.</td>
</tr>
<tr>
<td>Negotiated and fair tuition rates with provincial school boards and reviews of school board profiles in terms of services rendered for the fees requested. First Nations have, and are now demanding, the right to quality services for their children from provincial school systems.</td>
<td>Tuition enhancement agreements require reporting and accountability feedback to the parents.</td>
</tr>
<tr>
<td>Greater representation on provincial school boards where First Nations children are a large proportion of the student population. This representation must be as governments and not as individuals so that the interests of First Nation students are properly represented.</td>
<td>The education system must be community driven. There needs to be First Nation representation on local education authorities.</td>
</tr>
</tbody>
</table>
The Literature
Financial policies that are sensitive to community level needs for resources. INAC funding to "band-operated" schools is calculated according to a formula. The formula is essentially a per pupil amount times the number of pupils enrolled with an additional amount provided for school administration. This is inadequate.

Engagement Participants Said
We require comparable and equitable funding in order to improve student outcomes.

What the National Panel Said They Heard:

The National Panel told engagement participants that they heard many challenges reported at the roundtables, site visits and key meetings regarding jurisdiction. They told engagement participants that if new legislation is put in place it should:

- Be completed in partnership with Canada’s First Nations communities.
- Not undermine treaty and inherent First Nations rights.
- Entrench the rights of children to quality education.
- Be used to guarantee stable, equitable and predictable funding.
- Enable the establishment of First Nation education institutions.
- Include the replacement of relevant sections of the Indian Act with a First Nations Education Act.

The following table summarizes the key recommendations and options proposed by the National Panel for this topic:

<table>
<thead>
<tr>
<th>Engagement Participants</th>
<th>Literature Recommendations</th>
<th>National Panel Options</th>
</tr>
</thead>
</table>
| Treaty rights are protected in legislation and the Constitution. Enabling legislation is a mechanism to implement the treaty right to education. Treaty and inherent right must be first and foremost. First Nations must write legislation. It cannot be dictated. | Tradition and Education recommended that education, which is an inherent and treaty right, must be under full First Nations jurisdiction. The legislative, executive and judicial authority of First Nations or their designates must be acknowledged by all other governments. Since this authority consists of jurisdiction over all educational matters, the federal and territorial governments must relinquish their administrative, and policy functions in First Nations education with the federal government retaining only its role as a funding source. | • Be completed in partnership with Canada’s First Nations communities
• Not undermine treaty and inherent First Nations rights
• Entrench the rights of children to quality education
• Be used to guarantee stable, equitable and predictable funding
• Enable the establishment of First Nation education institutions
• Include the replacement of relevant sections of the Indian Act with a First Nations Education Act.
• Review and identify legislation, policy or program changes required to elicit such change |
| Canada’s commitment to First Nations education must be reiterated. | | |
| The Auditor General’s report needs to be the benchmark for progress and implementation of First Nation system changes and enhancement. | | |
| First Nation control of First Nations education is required. | | |
FUNDING

The Literature

First Nation schools are funded under an outdated Band Operated Funding Formula that was developed in 1988. Although the objective of AANDC’s First Nations Elementary/Secondary Education Program is to “provide eligible students living on-reserve with elementary and secondary education programs comparable to those that are required in provincial schools,” it is clear that the outdated funding levels generated from the national formula can no longer support a comparable elementary/secondary program.

In 1996 the federal government placed a cap of 2% on annual expenditure increases in First Nation education. This is despite both a steady growth in inflation and the First Nation population over the same period. Combined, these two factors add up to a required average annual increase of 6.3% since 1996 for First Nation education. In contrast, funding increases from provincial and territorial school systems averaged 4.1% per year, despite a steady decline in enrolment.

For AANDC’s entire First Nation elementary and secondary education budget (totalling $1.56 billion in 2009-2010), there was a funding shortfall of $620 million in 2009-2010 beyond the 2% cap and a cumulative funding shortfall of almost $3.2 billion since 1996. According to the AANDC Band Operated Funding Formula services included in the formula are as follows:

- teachers
- paraprofessionals
- administrative support
- other services
- professional development
- education leave
- cultural education
- special education
- advice and assistance
- other costs
- First Nation boards/committees/authorities

Items specifically not included in the Band Operated Funding Formula according to the AANDC funding document include:

- Instructional services – provincial schools
- Instructional support services – provincial schools
- Student accommodation services
- Student financial services
- Student transportation
- Guidance and counselling (elementary/secondary)
- Facility rental for education purposes (included in Band Support Funding)
Basic education governance services *not included* in the formula include:

- Low cost special education additional costs i.e. enrichment, remedial, transportation
- Native language curriculum development
- Native language immersion/language of instruction
- Transportation
- Teacher training/enhanced professional development
- Native teacher pension fund
- Information technology.

**Engagement Participants Said:**

Engagement participants advised the National Panel that the current funding formula does not reflect the current situational realities of First Nation education. The outcomes are reflected by areas such as poor teacher retention and low levels of educational achievement among First Nation students.

Funding needs to be equitable, predictable and protected. First Nations need the same funding as provincial schools with the necessary resources to implement quality, culturally relevant education which means *equity plus*. Wrongful billing by the provinces has cost First Nations millions. The provincial system must be outcomes based and on a pay for performance basis. We need to separate community politics from education decision making.

Funding has to include a comprehensive comparison of federal and provincial funding. Own source resource (OSR) must not be included in funding discussions.

**What the National Panel Said They Heard:**

The National Panel told engagement participants that they heard many challenges reported at the roundtables, site visits and key meetings regarding funding. They reported the following:

**Funding and Resources Challenges:**

- AANDC per capita student funding is considerably lower than that of public education systems but this level of funding varies by region.
- AANDC funding does not generally reflect 2nd or 3rd level services that are provided by the provincial government.
- Funding provided to education is not sufficient and is not protected; nor does it generally reflect the high needs of First Nation learners.
- Funding is insufficient and does not follow the child.
First Nations have had to resort to a variety of mechanisms to address funding shortfalls such as:

- Adoption of independent school status.
- Top up funding from other band funds.
- Utilization of proposal funding.
- A patchwork approach to address needs rather than one single comprehensive funding source.
- Capital funding is not transparent.

The following table summarizes the key recommendations and options proposed by the National Panel for this topic:

<table>
<thead>
<tr>
<th>Engagement Participants</th>
<th>Literature Recommendations</th>
<th>National Panel Options</th>
</tr>
</thead>
<tbody>
<tr>
<td>There needs to be financial parity between the provincial, federal government and First Nations.</td>
<td>The 2004 Auditor General Report recommended that Indian and Northern Affairs Canada should undertake to obtain reliable and consistent information on the actual costs of delivering education services on reserves and compare the costs with those of providing comparable education in the provinces.</td>
<td>Need secure, stable and predictable funding (with education funding going to education programs)</td>
</tr>
<tr>
<td>Funding needs to be decentralized, non-political and equivalent to non-First Nations funding.</td>
<td>Tradition and Education recommended that the resourcing of First Nations education must be at levels equivalent to that spent on the education of other Canadians in public schools, with additional new funding allotted for the acknowledged special needs associated with First Nations education.</td>
<td>Options include funding based on a representative sample of public school boards across Canada or in the province in which the First Nation is located.</td>
</tr>
<tr>
<td>Funding needs to be indexed with investments of new funds to catch up with, and meet, community needs.</td>
<td>The Minister’s Working Group recommended that: The Minister and First Nations, working with departmental and other officials, identify the real and projected costs of a First Nations holistic education system with a special focus on:</td>
<td></td>
</tr>
</tbody>
</table>

  - costs associated with First Nations jurisdiction and jurisdictional issues in education;
  - costs to establish and maintain a First Nations community and regional education infrastructure;
  - costs of a quality First Nations education including:
  - assessment, review and remediation of student achievement levels; |
| Raise more awareness of First Nation education issues and ensure more accountability for outcomes by all stakeholders. | | Be based on a "cost of service" approach |
| Funding needs to reflect the needs of First Nations communities. | | Consideration of higher funding levels for First Nations that join a First Nation Regional Education Organization. |
| Jurisdiction and equity in funding is required. Jurisdiction of First Nations education must represent ownership of our own systems that are built by First Nations for First Nations. | | Strong support that any educational funding needs to be protected at the source and at the destination. |
**CURRICULUM DEVELOPMENT AND LANGUAGE AND CULTURE**

**The Literature**

First Nations languages deserve official status within Canada, constitutional recognition and accompanying legislative protection. The federal government is obligated to provide adequate resources to First Nations to ensure the development of language structures, curriculum materials, First Nations language teachers, resource centres and immersion programs. First Nation language is lifelong and most critical from pre-school through secondary in order to imprint language thinking and skills at an early age. First Nations support and protect the status of aboriginal languages as primary languages in many First Nation communities.

First Nation developed language policies in education must be acknowledged and implemented in all schools serving First Nation students, as well as protected legislatively. Each First Nation community has a distinctive culture and language with a particular worldview. These elements are critical to a child’s identity and are critical components of designing an educational system that is sustainable.

The literature indicates that language must be firmly entrenched in the curriculum. Parents are instrumental in carrying and reinforcing traditional values and knowledge. They help to reinforce the language and culture of First Nations communities.

**Engagement Participants Said**

Engagement participants advised the National Panel that First Nation worldviews are embedded in the language and culture. They are tied to the treaties and must be revitalized and preserved. Money is needed for resource materials and curriculum development. Elders are a key part to culture and language transmission. There is not enough emphasis placed on First Nation languages. Language is culture and culture is language. We need educational parity. First Nation children are being assimilated by the education system and society. Culture must be added to make education relevant using indigenous knowledge.

**What the National Panel Said They Heard:**

The National Panel told engagement participants that they heard many challenges reported at the roundtables, site visits and key meetings regarding curriculum development and language and culture. They reported the following:

Curriculum and Learning Resources Challenges:

- Inclusion of First Nations language and culture is an important mechanism to enhance First Nations learner participation/inclusion in the education system.
- The Panel is researching whether these factors improve educational outcomes.
- Technology can help bridge distances and small class sizes.
The following table summarizes the key recommendations and options proposed by the National Panel for this topic:

<table>
<thead>
<tr>
<th>Engagement Participants</th>
<th>Literature Recommendations</th>
<th>National Panel Options</th>
</tr>
</thead>
<tbody>
<tr>
<td>Funding is needed for language and culture. We need to link education and cultural identity as each community is different. First Nation languages need the same recognition as English and French. The Residential School Apology needs to be addressed as part of government’s commitment to healing, revitalization and enhancement of language and culture.</td>
<td><em>Tradition and Education</em> recommended that the government of Canada must accord aboriginal languages with official status, constitutional recognition, and accompanying legislative protection. Necessary funds must be provided by the federal government to ensure the development of: language structures, curriculum materials, First Nations language teachers, resource centres and immersion programs. Aboriginal language instruction must be available from preschool to post-secondary and adult education, and be acknowledged as meeting second language requirements at all levels.</td>
<td>Inclusion of First Nations language and culture is an important mechanism to enhance learner participation and inclusion in the education system.</td>
</tr>
</tbody>
</table>

“Tell me and I will forget. Show me and I may remember. Involve me and I’ll understand. That’s how I was taught.”

Mr. Larry Grant, Elder and Teacher
Hartley Bay
SYSTEM ACCOUNTABILITY

The Literature

The literature indicates that First Nations choose to operate their own schools because it is an inherent right. It is part of the Aboriginal right to self government. This right has never been surrendered. The Charter of International Human Rights clearly articulates the right of parents to “choose the kind of education that shall be given to their children.”

The challenges of First Nations schools, however, are:

- Running a distinct set of schools, especially when most are small, is expensive,
- Students in public schools generally have access to a greater range of services.

Within this context First Nations elect to operate their own schools despite these challenges because:

- Controlling education is an essential part of self-government. It allows First Nations to determine how education meets the needs of its children and its needs as a Nation.
- The culture, history and language of First Nations must be central to the education its children receive. The greatest depth of understanding, expertise and commitment in these areas lies within each Nation.
- The public education system has largely failed to meet the needs of First Nation children. In spite of notable exceptions, and the good will of many educators, the overall pattern remains discouraging.

Rather than leading to better understanding between First Nation and Non-First Nation cultures and peoples, public schools often reinforce inaccurate but widely held stereotypes and marginalize First Nations’ cultures and children.

According to the literature, school boards or education authorities perform two types of functions in a school system: they are the executive manager of schools and a service provider for schools. The kinds of responsibilities a typical education authority would normally enact in the course of business would be:

- providing education programs that meet the needs of the school community, including needs for special education
- prudent management of the funds allocated ...to support all board activities, including education programs for elementary and secondary school students, and the building and maintaining of schools
- preparing an annual budget
- supervising the operation of schools and their teaching programs
- hiring teachers and other staff
• helping teachers improve their teaching practices
• teacher performance
• enforcing the student attendance [requirements]
• ensuring schools abide by [all requirements] and regulations

What Engagement Participants Said

Engagement participants advised the National Panel that equitable and predictable financing of education is required, that is protected through statute, that guarantees long term financial stability and sustainability. Guaranteed government commitment to meeting their fiduciary obligation as spelled out in First Nations treaties for lifelong learning is required.

Human resources and student supports through secondary and tertiary programs are required with regional supports to facilitate the sharing of human, financial and teaching resources. Qualified, well trained and competent First Nations staff are required and education programs need to reflect a First Nation vision for our children.

Policy change and legislation is required to develop a First Nations system that is First Nations. First Nation control over First Nations education is required so that we can decolonize education.

Requirements for education staff and teachers that are at a minimum of a B.Ed. along with classroom management skills training are needed. Language and culture is a cornerstone of First Nations education and must be resourced equal to official language status. Racism in schools must be eliminated and mainstream awareness of First Nations issues made a priority at every level.

Data that tracks the number of students graduating and engaged in employment is required to track student successes and outcomes. Separation of politics from education is required and evaluation of programs and implementing measures for change where required are essential. Strong educational leadership is required to ensure good governance that is First Nations and community driven.

What the National Panel Said They Heard:

The National Panel told engagement participants that they heard many challenges reported at the roundtables, site visits and key meetings regarding system accountability. They reported the following:

Leadership Challenges:
• Effective leadership is seen as a critical element in the success of students in any education system.
• First Nation and public education systems do not have adequate support systems to “grow” capable leaders.
Human Resourcing Challenges:
- High turnover among teachers and administrators in First Nation schools is an issue. The turnover is 20% to 40% on average.
- The main challenge is remoteness, lower pay and benefits.
- The limited ability for career progression, professional development.
- The limited transfer options.

System Integration Challenges:
- Many First Nation schools operate in isolation from other education systems such as early childhood development (ECD) and postsecondary education (PSE).
- Many communities that have locally developed curriculum find it difficult to get it recognized as valid credits in Canada's PSE system.

Information Systems Challenges:
- OCAP = Ownership, control, access and possession
- Research that works in First Nation education is limited due to information challenges.
- Large numbers of independent First Nation operated schools hinders collection of consistent data on outcomes.

Lack of Secondary/Tertiary Support Systems Challenges
- Many First Nation schools operate in isolation with no school board or ministry of education supports.
- Secondary or other national supports for an education system are difficult to access.

The following table summarizes the key recommendations and options proposed by the National Panel for this topic:

<table>
<thead>
<tr>
<th>Engagement Participants</th>
<th>Literature Recommendations</th>
<th>National Panel Options</th>
</tr>
</thead>
<tbody>
<tr>
<td>First Nations must have ownership of their own systems and be reflective of the three D's: design, driven and delivered.</td>
<td><strong>Tradition and Education</strong> recommended that the management of First Nations education systems requires at least the equivalent of the financial, human and material resources required in the public school systems.</td>
<td>Legislation and funding could be provided to encourage First Nation communities to opt-in to First Nation controlled regional/provincial education authorities.</td>
</tr>
<tr>
<td>Funding needs to address the discrepancies in resourcing from First Nations and the provinces. Remove the roadblocks from OSR. Flexibility is needed - no one formula fits the needs of the whole country.</td>
<td><strong>Tradition and Education</strong> recommended that new policies must be established by First Nations to ensure they have control of the financial management of their education programs. When jurisdiction over education is resumed, it is imperative that an adequate formula is utilized to determine education management costs.</td>
<td>First Nation education authorities could assume control over education and these authorities allow for economies of scale.</td>
</tr>
<tr>
<td>Equitable sustainable second and third level services need to be funded.</td>
<td><strong>Tradition and Education</strong> recommended that First Nations must establish education systems which meet the needs as determined by the local First Nations community.</td>
<td>Models do exist e.g. BC – FNESC and NS – MIK although they still have limited jurisdiction.</td>
</tr>
</tbody>
</table>
COMMUNITY AND SOCIAL SUPPORTS

The Literature

Our vision for education must embrace the goal of well being. Education must be an investment in our children, cultures, languages, traditions, families, and ultimately our future generations as Nations and a people. First Nation education must be a reflection of our beliefs, traditions and values. Elders and community members must be significant contributors to this effort. The school must be a safe place and the environment caring and nurturing.

Because education shapes the minds and values of First Nations young people, it is vitally important that First Nations governments have jurisdiction over educational programs which have such a lasting impact.

The education of our children is a fundamental tool in developing and strengthening self-government in our communities. *Yet our children are at risk.* They are at risk of poverty, overcrowding, violence and racism. Programs, supports and services are required to address the needs of children at risk in schools, families and communities. The following table indicates the risk factor categories, as well as, the characteristics of risk that our First Nation children face:

<table>
<thead>
<tr>
<th>Risk Factor Category</th>
<th>Characteristics of Risk</th>
</tr>
</thead>
<tbody>
<tr>
<td>Community Environment</td>
<td>Poverty, high unemployment, inadequate housing, cultural devaluation, culture and language barriers, low educational levels, low achievement expectations from society</td>
</tr>
<tr>
<td>Family Environment</td>
<td>Financial strain, large family, overcrowded home, unemployed or underemployed parents, parents with little education, single female parent without family/other support, family violence or conflict, frequent family moves, low parent/child contact</td>
</tr>
<tr>
<td>Vulnerability of the Child</td>
<td>Child of an alcohol, tobacco or drug abuser; birth defects and physical disabilities; physical or mental health problems</td>
</tr>
<tr>
<td>Early Behaviour Problems</td>
<td>Learning disabilities, emotional problems, inability to cope with stress, low self-esteem, aggressiveness</td>
</tr>
<tr>
<td>Adolescent Problems</td>
<td>School failure and drop out, at risk of dropping out, violent acts, drug use and abuse, teenage pregnancy/teen parenthood, unemployed/under-employed, suicidal</td>
</tr>
</tbody>
</table>

Support services and management need to be driven by a strong First Nations vision, followed by policies and strategies reflective of that distinct vision. Finally, programs and budgets need to stem out of these policies and strategies. All of this must take place in the context of being driven by First Nations *for* First Nations.

Engagement Participants Said:

Engagement participants advised the National Panel that there needs to be a high level of respect for diversity and expectations need to be high for our children. Parents need to take responsibility to teach their children who they are and see the value of education. Children need to have work ethics, role models and mentors.
The impacts of residential schools and healing need to be addressed. Schools can’t teach children if they are hungry, ill, traumatized, unloved or poorly clothed. Children-at-risk need to be addressed, especially those with special needs or who are at risk at home. Police programs such as DARE, dental, health and social needs require resourcing in First Nation schools.

Site visit participants shared with the Panel in one region incidents of racism and inequitable treatment in schools. Parents told the Panel they want their children to receive the same quality of education as other children in Canada.

What the National Panel Said They Heard:

The National Panel told engagement participants that they heard many challenges reported at the roundtables, site visits and key meetings regarding community and social supports. They reported the following:

Community and Social Supports Challenges
- Education is not only a school issue, but rather a family and community issue.
- Community capacity building may be required to enhance parental involvement in First Nations student education, e.g. parental support services, parental learning centres and outreach to parents.
- Improved education outcomes.

The following table summarizes the key recommendations and options proposed by the National Panel for this topic:

<table>
<thead>
<tr>
<th>Engagement Participants</th>
<th>Literature Recommendations</th>
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</tr>
</thead>
<tbody>
<tr>
<td>Children’s rights need to be front and centre.</td>
<td>The RCAP report recommended educational facilities that are safe, well-equipped, well-maintained and culturally appropriate, and reflect Indigenous knowledge in the physical structure of the building (e.g., including space in schools for parents and elders, as well as for early childhood development); Tradition and Education recommended that life skills programs are required at all levels in First Nation communities and for First Nations students in all school systems covering such topics as: survival skills; wilderness skills; career awareness; sex education; substance abuse; suicide prevention; and related topics. The validity of such programs must be acknowledged by education authorities, with appropriate federal funding being provided for the instruction of youths and adults.</td>
<td>Education is not only a school issue, but rather a family and community issue. Community capacity building may be required to enhance parental involvement in First Nations student education, e.g. parental support services, parental learning centres and outreach to parents. Improved education outcomes</td>
</tr>
<tr>
<td>The true story of First Nations needs to be told in all schools to eliminate racism.</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Parents need supports. The young people need to know their people, family, history and communities.</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Homes have to be healthy. Education needs to be holistic.</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>
In order to create a quality education environment for our children we must ensure that they feel okay, that their families are valuable and their communities viable. Our culture, language, history and traditions are all part of us. This adds to our sense of worth and personal community strength.

We have to ensure our children have a sense of what they want for themselves and integrate culture and history into their contemporary world. There is incredible potential in our children. Our children are special and they have the potential of becoming whatever they want to be. It is our job to make sure that happens.

United Nations Declaration on the Rights of Indigenous Peoples
Endorsed by Canada on November 12, 2010

Article 14
Indigenous peoples have the right to establish and control their educational systems and institutions providing education in their own languages, in a manner appropriate to their cultural methods of teaching and learning.

Article 15
Indigenous peoples have the right to the dignity and diversity of their cultures, traditions, histories and aspirations which shall be appropriately reflected in education and public information.
“OTHER” – QUALITY

The Literature

According to the literature, quality of First Nations education is based on traditional values which retain and incorporate the principles of wholeness, order, balance and respect for the natural world. These values are characteristics of high quality First Nation education. Quality First Nation education must reflect:

- *Parental engagement and commitment* to incorporating local cultural values and traditions in the schools
- *Clearly written policies and standards* for the operation of the school
- An organizational structure that is supportive of the goals and philosophy of the education system which promotes interaction with the community membership
- *Quality curriculum* that is value based and addresses First Nation student learning styles
- Long term planning and ongoing evaluation of programs and materials in schools and as a measure for improving and reporting results
- *Adequate resourcing* for student services, long range planning, infrastructure and to address the range of systems related costs in terms of supports, services and standards.

What Engagement Participants Said:

Engagement participants advised the National Panel that equitable and predictable funding is required to ensure student success. They indicated that First Nations staff are required to serve as positive role models and funding is essential in order for First Nations to enhance teacher retention, job security, and capacity development. Competitive salaries and benefits are also required to ensure teachers are well qualified and trained.

Increased control over education including parental engagement and community involvement is required. A prominent vision for education and lifelong learning that is distinctly First Nation is essential to ensure system transparency and accountability.

Student support services and enhanced expectations of First Nation students are required. Testing materials must be relevant and culturally appropriate. Racism is a major problem for First Nation students and must be addressed.

Language and culture must be the central focus for a quality First Nation education program. The curriculum must be culturally relevant and schools must be bicultural and bilingual so that students may see themselves reflected in their schools.
Quality programs and services must be defined by the community and education must be accessible to all. Schools that look and feel First Nation and provide a holistic environment for learning are required. Supports that address poverty issues for students are also critical to ensuring positive student outcomes and success.

**What the National Panel Said They Heard**

Regarding system realities the National Panel told engagement participants that they heard many challenges reported at the roundtables, site visits and key meetings regarding quality of education. They indicated the following:

- Despite numerous studies and decades of underachievement of First Nation learners, little progress has been made to improve educational outcomes of First Nation students in Canada’s K-12 system.
- First Nation communities are losing their link to traditional language and culture; without change many First Nation languages will become extinct.
- The cost of “non-graduation” in terms of social assistance, justice costs and foregone tax revenues amounts to approximately $4,750 per year, per dropout.
- There is limited ability to develop First Nation language programs because of difficulties in obtaining funding and provincial approvals.

The following table summarizes the key recommendations and options proposed by the National Panel for this topic:

<table>
<thead>
<tr>
<th>Engagement Participants</th>
<th>Literature Recommendations</th>
<th>National Panel Options</th>
</tr>
</thead>
<tbody>
<tr>
<td>Education staff and administrators are overwhelmed and there is a need to raise the expectations for student and teacher excellence.</td>
<td><em>Tradition and Education</em> recommended that First Nations students have a right to education programs and services of the highest quality which incorporate culturally relevant content and academic skills.</td>
<td>Competing in a global economy requires that Canada maximize the human resource potential of all Canadians, including First Nation populations.</td>
</tr>
<tr>
<td>Active parental participation in First Nation education is essential for positive student outcomes and parental engagement.</td>
<td><em>Tradition and Education</em> recommended that First Nations require curriculum to teach cultural heritage and traditional First Nations skills with the same emphasis as academic learning. First Nations parents desire a focus on language skills, particularly reading, math, science and computer skills.</td>
<td>There needs to be accountability and emphasis on outcomes.</td>
</tr>
<tr>
<td>Education must reflect lifelong learning.</td>
<td></td>
<td>Replication of existing public school systems is essentially assimilation.</td>
</tr>
</tbody>
</table>
### SUMMARY

The following table illustrates key factors that affect First Nation education from the perspective of strengths, weaknesses, opportunities, and threats.

<table>
<thead>
<tr>
<th>STRENGTHS</th>
<th>WEAKNESSES</th>
<th>OPPORTUNITIES</th>
<th>THREATS</th>
</tr>
</thead>
<tbody>
<tr>
<td>First Nations Treaties</td>
<td>Mistrust of federal government by First Nations</td>
<td>Build new system of governance from the ground up</td>
<td>Legislation that is not authored by First Nations</td>
</tr>
<tr>
<td>Constitution Act 1982 s35</td>
<td>Lack of accountability and transparency by federal/provincial governments</td>
<td>Best practices e.g. FNESC and MK</td>
<td>History of apathy and lack of improvements over the decades</td>
</tr>
<tr>
<td>United Nations Declaration on the Rights of Indigenous Peoples</td>
<td>Failed federal policy</td>
<td>Engage in real dialogue</td>
<td>Off-loading by federal government to provinces</td>
</tr>
<tr>
<td>Indian Control of Indian Education Policy paper</td>
<td>The Indian Act</td>
<td>Co-invent solutions between First Nations, government, NGO’s and business</td>
<td>Memorandum to Cabinet</td>
</tr>
<tr>
<td>1972 and First Nations Control of First Nations Education 2010</td>
<td>Loss of identity (residential school era)</td>
<td>Trust and relationship building</td>
<td>Treasury Board standards</td>
</tr>
<tr>
<td>Tradition and Education: Towards a Vision of our Future 1989</td>
<td>Loss of culture and language (elders aging)</td>
<td>First Nations control over First Nations education</td>
<td>Outdated BOFF (Band Operated Funding Formula)</td>
</tr>
<tr>
<td>Royal Commission on Aboriginal Peoples 1996</td>
<td>Inequity and instability in funding</td>
<td>Investment in First Nation children and improved outcomes</td>
<td>Erosion of jurisdiction</td>
</tr>
<tr>
<td>Residential School Apology</td>
<td>Regional diversity and need for flexibility in funding and policy</td>
<td></td>
<td>Federal budget cuts</td>
</tr>
<tr>
<td>Indigenous knowledge, language and culture</td>
<td>Racism and discrimination</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>Poverty</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

The Canadian Council on Learning estimates that the cost of “non-graduation” in terms of social assistance, justice costs and foregone tax revenues amounts to approximately $4,750 per year per dropout. Based on current graduation rates of 40%, among Canada’s on-reserve First Nation cohort aged 15-19 years, the loss to the Canadian society will be $887 million over the next ten years for this one cohort alone. (National Panel 2011)

Clearly, for the purposes of this engagement process AANDC has indicated that money alone is not the answer to address the challenges faced by First Nations in improving elementary and secondary student outcomes. Further, a global recession continues and Canada’s economy is fragile. This report concludes that a secure and updated fiscal framework is required that is stable, secure and predictable. Statutory funding arrangements are required based on real costs, indexation and appropriate treatment of the diverse characteristics of First Nations across Canada.
CONCLUSION

First Nations, despite the numerous challenges they face, see education as an essential part of self-government. Self-government allows First Nations to determine how education meets the needs of its children and as a Nation. Culture, history and language are the central components to the education which is a basic human right as defined by the United Nations Declaration on the Rights of Indigenous Peoples.

Engagement participants adamantly expressed their frustration with decades of government inaction under changing governments and the continuing adverse political environment. There has been a healthy mistrust of government expressed by participants as they reflected to the Panel across the country on numerous studies and reports that have been shelved by government and recommendations that have gone unimplemented. They passionately stated that now is the time to create action plans using documents such as the Auditor General’s report as a benchmark for progress.

First Nations envision a quality education system built on a foundation of traditional values, designed by and for First Nations. The major challenges facing a quality framework include inadequate funding mechanisms for First Nation schools and systems, the need to develop human resources for First Nations education systems, and dealing with outdated policy frameworks. Discussions reflected that improving education outcomes will also require broader social change, involving improvements in areas including health, housing, social services, parenting, identity development and economic development.
Engagement participants made clear statements to the National Panel advising them on their six themes as follows:

**Jurisdiction:** First Nations inherent right to education must be protected and respected. First Nations control over First Nations education means education programming that is designed by First Nations for First Nations. Canada has an inherent and fiduciary responsibility to First Nations.

**Funding:** A secure and updated fiscal framework is required for the funding of First Nation education. Secure, stable and predictable funding is required to make First Nation education more effective. Statutory funding arrangements are also required based on real costs, indexation and appropriate treatment of the diverse characteristics of First Nations across Canada.

**Curriculum Development and Language and Culture:** Consistent with the Residential School Apology Canada has a legal and moral obligation to adequately resource language and culture especially in a First Nations education context. Language and culture is critical to First Nations identity and nation building. First Nation languages must be restored, revitalized, preserved and promoted. Language and culture represents every facet of First Nation life. Language and culture is the cornerstone of any successful education strategy as represented by input from Elders, wisdom keepers, parents, local communities and key First Nation stakeholders.

**System Accountability:** First Nation education must be supported through professional and accountable institutional systems delivering second and third level supports. Clear accountability guidelines must be put in place to protect First Nation education resources. The provincial system is inadequate in terms of accountability for tuition paid for First Nation students. Money needs to follow the student.

**Community and Social Supports:** Support and partnership is required to create healthy and holistic learning environments that link with organizations that can support the mental, physical, emotional and social well being requirements of First Nation children, particularly as they are impacted by poverty and lack of infrastructure. There must be adequate resourcing for interventions that are designed for implementation by First Nations for First Nations.

**Other – Quality:** Quality of First Nations education is based on traditional values which retain and incorporate the principles of wholeness, order, balance and respect for the natural world. Quality education encompasses parental engagement, clearly written policies and standards, quality curriculum, long term planning and evaluation and equitable and predictable funding to ensure student success.
In conclusion, based on the roundtables, literature review, site visits and key meetings it is clear that reform is required in three key areas pertaining to educational success for First Nations children living on reserve. They are as follows:

- **Vision**: a First Nations determined vision for education that includes strategic objectives in a lifelong learning framework, and the distinctive language and culture elements that position students, and ultimately communities for success.

- **Legislative**: a guarantee of predictable and equitable funding to reflect modern realities of First Nation schools, and to support First Nation education systems.

- **Governance**: a sustainable system driven by First Nations with second and third level support structures recognized by federal and provincial governments.

The recognition and reflection of our inherent right to be, and to remain, distinct First Nations and to exercise local self-determination over local education programs through self-government is at the heart of this effort. This is the basic framework at which we must move forward. Without doing so, the future of our children is at stake, and this is unacceptable.

As supported by the principles outlined in articles 11-15 of the United Nations Declaration on the Rights of Indigenous Peoples we need to invest in our children first. Language and culture is essential so that students know who they are. The federal government needs to be accountable to First Nations based on treaty obligations and to address the rights of First Nations to education.

Equitable sustainable funding for First Nations education systems built by First Nations for First Nations needs to be the result of this process.

“There is a great opportunity for Canada to secure the future need for skilled workers using our most valuable resource – our children. The social and economic costs of a failure to invest equitably in education for First Nations children will be staggering.”

Chief George Ginnish, Chief, Eel Ground Nation

“Finances and Resources are Essential to Develop the Gifts of Our Children.”
## SUMMARY TABLE OF LITERATURE DOCUMENTS REVIEWED

<table>
<thead>
<tr>
<th>Theme</th>
<th># of Docs</th>
<th>Source</th>
</tr>
</thead>
<tbody>
<tr>
<td>Funding (Briefing Binder 1)</td>
<td>10</td>
<td>AFN</td>
</tr>
<tr>
<td>Jurisdiction, Governance &amp; Systems (Briefing Binder 1)</td>
<td>8</td>
<td>AFN</td>
</tr>
<tr>
<td>Language and Culture (Briefing Binder 1)</td>
<td>6</td>
<td>AFN</td>
</tr>
<tr>
<td>Rights and Responsibilities (Briefing Binder 1)</td>
<td>6</td>
<td>AFN</td>
</tr>
<tr>
<td>Funding (Briefing Binder Vol. II)</td>
<td>12</td>
<td>AFN</td>
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<tr>
<td>Jurisdiction, Governance &amp; Systems (Briefing Binder Vol. II)</td>
<td>12</td>
<td>AFN</td>
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<tr>
<td>Language and Culture (Briefing Binder Vol. II)</td>
<td>19</td>
<td>AFN</td>
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<tr>
<td>Rights and Responsibilities (Briefing Binder Vol II)</td>
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<td>AFN</td>
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<tr>
<td>Federal Responsibility/Treaty Right to Education (joint briefing)</td>
<td>1</td>
<td>AFN/AANDC</td>
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<tr>
<td>First Nation Control of First Nation Education (joint briefing)</td>
<td>2</td>
<td>AFN/AANDC</td>
</tr>
<tr>
<td>Overview of Legislative Process (joint briefing)</td>
<td>1</td>
<td>AANDC</td>
</tr>
<tr>
<td>Models of AANDC legislation (joint briefing)</td>
<td>1</td>
<td>AANDC</td>
</tr>
<tr>
<td>Overview of Existing Education Legislation (joint briefing)</td>
<td>1</td>
<td>AANDC</td>
</tr>
<tr>
<td>Legislation related to self-government agreements (joint briefing)</td>
<td>1</td>
<td>AFN</td>
</tr>
<tr>
<td>Treaties and Self government policy (joint briefing)</td>
<td>2</td>
<td>AANDC/AFN</td>
</tr>
<tr>
<td>Overview of First Nation Regional Education Organizations (joint briefing)</td>
<td>1</td>
<td>AANDC/AFN</td>
</tr>
<tr>
<td>Comprehensive Funding on AANDC Funding (joint briefing)</td>
<td>1</td>
<td>AANDC</td>
</tr>
<tr>
<td>AANDC education funding to First Nations (joint briefing)</td>
<td>3</td>
<td>AANDC/AFN</td>
</tr>
<tr>
<td>Overview of KPMG Study (joint briefing)</td>
<td>2</td>
<td>KPMG/AANDC/AFN</td>
</tr>
<tr>
<td>AANDC Registration/Membership eligibility (joint briefing)</td>
<td>2</td>
<td>AANDC/AFN</td>
</tr>
<tr>
<td>Use of First Nations Languages</td>
<td>1</td>
<td>Idea Forum - ON</td>
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<td>Repair the culture</td>
<td>1</td>
<td>Idea Forum – BC</td>
</tr>
<tr>
<td>First Nations High School Education</td>
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<td>Idea Forum - AB</td>
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Bibliography


Royal Commission on Aboriginal Peoples (1996) *Volume 3 Chapter 3 Education*, RCAP: Canada


