

**AN ANALYSIS OF
PROGRAM DELIVERY SERVICES
IN
FIRST NATIONS, FEDERAL AND PROVINCIAL SCHOOLS
IN
NORTHWESTERN ONTARIO**

By

Patrick Brady ©

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fulfilment of the requirements
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Abstract

This study compares federal, provincial and First Nations schools' delivery of specific educational services to Native students in Northwestern Ontario. Areas of comparison include those which the Indian Education Paper Phase One (INAC, 1982) regarded as "determinants of program quality" (p. 20): (a) curriculum and standards, (b) staffing, (c) staff support and supervision, and (d) student support services.

Data was acquired through the use of a survey questionnaire, structured interviews, and document analysis. The primary research instrument, the survey questionnaire, was distributed to 37 public and separate boards of education, 28 First Nations schools, and 7 federal schools. In addition to the questionnaire structured interviews were conducted with the Assistant District Superintendent of Education for an Indian and Northern Affairs Canada administrative district, as well as with a Superintendent of Education for an urban separate school board in the region. Furthermore, a number of documents provided by federal, provincial and First Nations agencies concerned with education in general, and Native education in particular, were analyzed.

The results of the study indicate that all three educational systems have programs in place to provide the above educational services to the Native students enrolled in their schools. There are, however, significant differences among the systems in the manner in which these services are implemented. Differences were found in the provision of a Native cultural component in the curriculum, the professional qualifications required of teaching staff, the employment benefit packages provided to educational employees, the nature of supervisory relations, and the provision of student support services.

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CHAPTER 1

Most Native students in Northwestern Ontario receive their formal education in either federal, provincial, or First Nations schools. These students, like the majority of other Native Canadians, often demonstrate lower levels of educational achievement than their non-Native counterparts. An analysis of the 1981 census (Government of Canada, 1986) indicates that 27.3% of Native Canadians have less than a grade eight education, while only 27.7% have completed secondary school. These figures are significantly different from those for the non-Native Canadian population where 11.6% have less than a grade eight education, and 55.9% have completed secondary school. Additionally, while 75% of non-Native secondary school students completed their studies, only 20% of their Native counterparts received their graduation diplomas.

While these statistics reflect national trends, the statistics available for Northwestern Ontario reveal an equally disturbing trend. A recent study commissioned by the Ontario Ministry of Education (Ontario Ministry of Education, 1989) entitled Native Student Dropouts in Ontario Schools indicated that Native student retention rates for provincial secondary schools in Nakina and James Bay Districts are 11% and 9% respectively.

The impact of these statistics becomes particularly significant when the relationships between educational achievement and socioeconomic status is considered. A study (Hull, 1990) based on the 1981 census data as applied to the Blishen-McRoberts classification of 1971 Canadian occupations, indicated a strong correlation between Native students' educational achievement and their parents' socioeconomic status (SES). Hull (1990) found that "registered Indian children whose parents have a high SES are more than twice as likely to have completed high school than Indian children whose parents have a low SES (70% compared to 30%)" (p. 3). If formal education is, as Frideres (1987, p. 283) contends, "a necessary factor in promoting upward social mobility for lower-class students." then Native

people are caught in a particularly difficult situation. Without levels of educational attainment equal to those of non-Natives they are unlikely to significantly improve their socioeconomic status, and without improving their socioeconomic status their children are less likely to have levels of educational achievement comparable with the rest of Canadian society.

This relationship between socioeconomic status and educational achievement is particularly evident in Northwestern Ontario where many Native people live in isolated or semi-isolated communities. Socioeconomic conditions in these communities are often lower than those experienced by Native people living in urban areas or on more southerly reserves. As such, the quality of education provided to the Native people of Northwestern Ontario has an even greater influence on their ability to improve their position in Canadian society.

Currently Native students in Northwestern Ontario attend elementary and secondary schools in each of the three educational jurisdictions operating in Canada. However, with the federal government's acceptance of the principle of Indian control of Indian education there has been a marked increase in the number of students being educated in First Nations schools. This trend is reflected in the following enrolment statistics.

TABLE 1**NATIVE ENROLMENT IN FEDERAL, PROVINCIAL AND FIRST NATIONS SCHOOLS**

Jurisdiction	1989-88	1984-83	1982-81	1981-80
Federal	15 000 (18%)	21 893 (28%)	22 930 (31%)	26 600 (35%)
Provincial	40 000 (47%)	39 466 (49%)	39 490 (54%)	40 500 (54%)
First Nations	30 000 (35%)	16 715 (23%)	10 860 (15%)	7 900 (11%)
TOTAL	85 000	78 074	73 280	75 000

Indian and Northern Affairs Canada (1980-1989). Indian and Northern Affairs Canada Annual Reports. Ottawa: Supply and Services.

While the above statistics are national figures, they are similar to the distribution of Native students across the three educational jurisdictions in Northwestern Ontario. Of the 53 Native communities selected as the sample population for the study, 27 utilized educational facilities provided by First Nations jurisdictions, 16 utilized provincial institutions, and 7 sent their children to federal schools. The remainder sent their children to schools under the control of different jurisdictions. This occurred most often in cases where elementary students were educated in the community and secondary students were bussed to a nearby urban area.

Given the fact that these communities utilize educational services provided by three levels of government, a distinct possibility exists that there will be significant differences in the nature of the educational services offered by each level of government. This is largely due to the fact that each level of government operates within its own constitutional mandate.

Provincial educational systems have long established mechanisms for the delivery of educational services to their clientele. In provincially operated schools, services such as

curriculum development and resourcing are carried out by centralized agencies of the various Ministries of Education, and their use throughout the province(s) is generally mandated via Ministerial regulation. However, in the case of providing curriculum services to specific groups, such as Native people, the question arises of to the degree to which local jurisdictions (public and separate boards) make adjustments to the provincially mandated programs in order to accommodate the needs of these specific groups. Alternatively, jurisdictions such as the federal and First Nations educational¹ systems have been established with the intent of providing educational services to a specific group within society. While not legally bound to comply with provincial curriculum norms, they do have access to these materials. This raises the question of the extent to which federal and First Nations schools make use of existing provincial curricula while accommodating the special needs of the client group they were created to serve.

Provincial Ministries of Education have also created legislation which prescribes the professional qualifications required of individuals wishing to teach in their schools and have created professional support and supervisory services for their educators. Since federal and First Nations schools operate under different legislative frameworks, they are not legally bound by provincial regulations even though they operate within the same provincial boundaries as public and separate schools. This situation leads to the possibility that federal and First Nations schools have different systems of professional qualifications and mechanisms for staff support and supervision than their provincial counterparts.

Finally, the various provincial Ministries of Education have mandated the provision of special education and support services to the students in their elementary and secondary schools. Because federal and First Nations schools provide educational services designed

¹ Within the parameters of this study the term "system" refers to any number of schools organized into a single administrative unit. Such systems vary in size from a national-wide system, operating thousands of schools, to a small isolated community which has jurisdiction over a single school.

to meet the needs of a specific group, it is possible that their provision of such services may differ from those offered in provincial schools.

Given the parameters in which they operate, the educational services provided by provincial, federal and First Nations schools may differ within the aforementioned areas. Such variations could affect the overall quality of the educational program provided to Native students by each system. The possibility that such variations exist is the problem central to this study.

STATEMENT OF PROBLEM

The purpose of this study is to compare the delivery of specific educational services to Native students in federal, provincial and First Nations schools in Northwestern Ontario. The areas of specific comparison are: (a) curriculum and standards, (b) staffing, (c) staff support and supervision, and (d) student support services. The delivery of these four educational services have been identified by the Indian Education Paper Phase One (INAC, 1982) as being "specific components of Indian education systems which, it is agreed are determinants of program quality" (p. 20). Responsibility for the delivery of these program components, however, is divided among different levels of government in the region (federal, provincial, and First Nations). Therefore, significant differences may exist in the delivery of these services from system to system. In order to ascertain if such differences in program delivery exist, it was necessary to seek the answer to the following questions.

- (1) What is the origin and nature of the curriculum documentation and curriculum resource services utilized by federal, provincial and First Nations schools serving Native students in Northwestern Ontario and to what extent has a Native cultural component been included in this curricula?
- (2) What professional qualifications are required of teachers in the three educational jurisdictions operating in the region?

- (3) How do the conditions of employment among the three education systems vary with respect to pay, employment benefits, and membership in professional organizations and to what degree has each system developed mechanisms for the support and supervision of both their teachers and their principals?
- (4) To what extent has each of the three educational systems in the region developed student support services in areas such as special education, guidance and career counselling, and co-curricular activities?

The rationale for, and a more detailed examination of, each of these questions and their subsequent sub-questions can be found in the theoretical framework of this study.

THEORETICAL FRAMEWORK

Having examined a number of studies used to evaluate federal, provincial, and First Nations schools, More (1984) noted that the variables employed in these studies could be grouped into three main categories. These are product variables, concerned with such products of education as test results and drop-out rates, background variables, which examine such external influences on learning as socioeconomic status, and process variables, which include factors that influence the educational process.

Among the process variables, according to More, (1984, p. 10) are some of the following factors; (a) governance, (b) the curriculum employed, including the Native culture content, (c) the administration of the individual school or school system, (d) instruction, including such factors as the teaching process, teacher skills and teacher preparation, and (e) such support factors as special education and community programs.

Many of these process variables are remarkably similar to the "program delivery factors in federal and provincial schools associated with education quality" identified in the comparative model (Appendix A) developed as a part of the Indian Education Paper Phase

One (INAC, 1982, p. 19). This evaluative model developed by INAC provides an overall conceptual for this study as it provides for the direct comparison of the delivery of specific educational services in the federal, provincial and First Nations schools in the region. The application of the INAC model to this study is as follows.

Curriculum and Standards

The Indian Education Paper Phase One (INAC, 1982) identified the irrelevance of existing curriculum and curriculum materials for Native learners as a "fundamental problem with Indian education" (p. 20). It noted that First Nations education authorities have contended that only the "Indianizing of the curriculum will turn around the dismal results in achievement" (p. 20). However, the paper noted that the Department "does not have the capacity at headquarters or in the regions to support professional curriculum development" and as a result curriculum "may not be subjected to the rigorous quality control procedures which characterize program development in the provincial sector" (p. 20).

Both INAC and the National Indian Brotherhood (N.I.B.), now the Assembly of First Nations (A.F.N.), have stressed the need to "Indianize" the curriculum (N.I.B., 1972). Given this position, the following aspects of the curricula utilized in federal, provincial and First Nations schools in Northwestern Ontario require examination.

First, the degree to which Native cultural is incorporated into the curriculum either as a separate area of study, or as integrated into other subject areas of the curriculum. These cultural components include Native language instruction, as well as instruction in Native culture, history, art, music, dance and handcrafts.

Secondly, the Indian Education Paper Phase One (INAC, 1982) noted that neither federal nor First Nations schools had access to the services of the curriculum specialists necessary for extensive curriculum modification. On the other hand, while provincial schools had access to such specialists, it was observed that the Native cultural component, if it was

present, was often inappropriate.

Finally, the Indian Education Paper Phase One (INAC, 1982) focused on the problems of curriculum implementation and curriculum support services. It noted that the various provincial education systems have developed centralized mechanisms for the development of curriculum materials and their assessment and renewal. In the case of First Nations and federal schools, the centralized agencies required for the development of curriculum materials and their evaluation and renewal did not exist. Furthermore, it was difficult to measure the progress of Native students in each of the three educational systems. When the standardized tests utilized for the evaluation of student progress were available, in federal schools such tests had not been validated for Native students. First Nations schools often lacked any form of evaluative instrumentation and the student monitoring instruments used in provincial schools were considered to be invalid when applied to Native students.

Overall, both the N.I.B. through the Indian Control of Indian Education (N.I.B., 1972), and INAC in the Indian Education Paper Phase One (1982) have raised important concerns regarding the curriculum and standards currently in place for Native students in all three educational jurisdictions. This study explores the following curriculum issues:

- (1) The source of the curriculum documents currently in use in each educational system in the region.
- (2) Curriculum resource services being utilized by schools within the study sample.
- (3) The degree to which a Native cultural component has been included in the curriculum.
- (4) The frequency of curriculum review.
- (5) The identification of those parties responsible for conducting the review process.

Staffing

The model utilized by the Indian Education Paper Phase One (INAC, 1982) examines the current problems encountered in staffing in both federal and First Nations schools. The paper depicted staffing in federal schools as being "characterized by high rates of turnover, inadequate training for transcultural education, and low morale" (p. 23). It attributed this situation to the disparity between the salary levels currently in place in federal and First Nations schools and to an overly complex hiring process. First Nations schools encountered staffing problems due to variations in benefit packages, lack of job security and the fact that teachers in First Nations schools are seldom covered by collective agreements.

Central to this analysis is an examination of such details of staffing as the professional qualifications required of teachers, the provision of pre-service orientation for newly employed teaching staff, and the availability of educational leave. Additionally, such components of benefit packages as superannuation plans, salary grids, isolated post and travel allowances, supplemental health insurance benefits, and the possibility of membership in a professional organization also require study. Variations in these conditions of employment could have a significant impact on the ability of an education system to recruit and retain staff. This is especially true if one or more systems offers superior conditions of employment, placing them in a position of competitive advantage over the others.

Given the probability of increased competition between the federal, provincial and First Nations education systems for teaching staff, the issues of staff retention and employment benefits will become increasingly important. Therefore, the following areas of concern are examined in this study:

- (1) The professional qualifications required of teachers in each educational system.
- (2) The benefit packages offered to educational employees.

- (3) The source of the salary grids used in the calculation of the teaching staff's salaries.
- (4) Whether or not educational employees are members of a professional organization, and if so, the professional organization to which they are affiliated.
- (5) The availability of educational leave to teaching staff.
- (6) The availability of pre-service community orientation to newly hired teaching staff.

Staff Support and Supervision

The Department of Indian Affairs, through the Indian Education Paper Phase One (INAC, 1982), reiterated its commitment to Indian control of Indian education in the following statement: "the Department has consistently remained committed to local control" (p. 39). As federal schools are transferred to First Nations jurisdiction, existing supervisory relations will have to be altered to accommodate whatever authority structures emerge from the transition process. These emerging authority structures should include locus of responsibility for the evaluation of teachers and principals, some mechanism for the reconciliation of disputes, and a final authority within the school or education system.

The Indian Education Paper Phase One (INAC, 1982) recognized a definite relationship between the professional performance of teaching staff and the provision of staff support services. It noted that "the effectiveness of teaching staff has been affected by the reductions in recent years of funding for orientation and in-service training" (p. 25). The impact of such reductions has not been limited to federal schools. Indeed the paper further stated that "reduced funding has also restricted the Department's ability to involve provincial teachers of Indian children in forums with Indian parents and departmental staff" (p. 25). Furthermore, "classroom consultant's positions which are critical for teacher professional development and

the maintaining of morale in professional isolation have all but disappeared" (p. 25).

The mechanisms of staff support such as the availability of in-service training and the accessibility of consultants and other subject specialists may prove to have considerable influence on the performance of the teaching staff. Many of the federal, First Nations, and to a lesser extent, provincial schools in Northwestern Ontario, are located in isolated communities. As a result, staff support may be limited. In order to assess the availability of staff support, it will be necessary to examine the degree to which in-service training consultants and other subject specialists are available. The areas of staff support and supervision to be examined are:

- (1) Consultants available for in-service professional development.
- (2) Agency/ies providing consultant services.
- (3) Individual/s responsible for teacher supervision.
- (4) Individual/s responsible for the supervision of principals.
- (5) Grievance procedures for the settlement of disputes.
- (6) The locus of final authority within the individual school system.
- (7) Policy manuals outlining the standard operational procedures of the system's schools.

Student Support Services

Both the Indian Education Paper Phase One (INAC, 1982) and More (1984) recognize the importance of supplementary services to an educational program. As the paper (INAC, 1982, p. 25) noted:

An important indicator of education quality is the extent to which supplemental services are made available to learners. In the case of the Indian community, because of generally poor socioeconomic conditions and cultural factors, student support services have an even greater impact on student success.

One of the most important student support services identified by the INAC paper

(1982) is access to special education services. While the report noted that students in provincial schools have access to a "sophisticated range of services provided by central offices or by the schools themselves" (p. 26), it also observed that federal and First Nations schools did not receive funding to sustain such services. However, since the publication of the Indian Education Paper Phase One (INAC, 1982) the Ontario Legislature has passed Bill 82 which mandated the provision of special education services to children in provincial schools. The passage of this legislation has proven to be a catalyst prompting federal and First Nations schools to re-examine their own special education programs.

Also identified as an important factor in the delivery of student services to Native children was the importance of providing such supplemental services as guidance and career counselling. As the INAC paper (1982, p. 26) states:

Lack of supportive supplemental services naturally increase the burden on the classroom teacher and therefore influences the quality of education. For Indian students who attend school and are boarded in urban areas guidance and career counselling are of great importance in helping them to adjust to the different environment and to keep focus on their career aspirations.

In addition to career counselling and guidance services additional features such as student allowances, noon lunches and co-curricular activities were also enumerated among those items considered to make up the student support component of an educational program.

The provision of student support mechanisms has been identified (INAC, 1982) as a factor which impacts on student success. Areas of student support services to be identified in this study are:

- (1) Special education services.
- (2) Agency/ies providing special education services.
- (3) Career and guidance counselling.
- (4) Individuals or agency/ies responsible for the provision of career and guidance

counselling services.

- (5) The availability and nature of the co-curricular activities offered by the school/s in the sample population.**

While there are, no doubt, many other factors which may be considered as components of an educational program, it is the intent of this study to focus on those factors which have been identified by More (1984) as process variables, and which are incorporated into the evaluative model presented by the Indian Education Paper Phase One (INAC, 1982). Those other factors that may also affect the ability of the federal, provincial and First Nations school systems to deliver education programs to Native students will not be examined here.

SIGNIFICANCE OF THE STUDY

People of Native origin, according to the 1981 census, constitute approximately 11% of the population of Northwestern Ontario (Canadian Teacher's Federation, 1988) and projections have indicated that this proportion could reach 20% by the 21st century. In the case of federal and First Nations schools, Native children will continue to represent the overwhelming majority of the student body. Enrolment figures (INAC, 1988) also indicate that a substantial number of Native students will continue to attend provincial schools (47% in 1988) and therefore, these students will constitute a significant minority of students in provincial classrooms of the region. In view of the growing Native population, it is important to provide information to educators of Native children that will help them to modify their programs to meet the needs of their students. This study will provide part of the information required.

Most research into the subject of Native education has been written from a national or province-wide perspective. Little extensive research has been conducted specifically relating to Northwestern Ontario. The results of this study will be of benefit to educators in Northwestern Ontario since it will provide information about

their own area from which they can evaluate their delivery of educational services to Native students.

An increasing number of Native communities have only recently taken control over their schools. Others are in the process of acquiring this control. Without adequate resources, First Nations schools may lack the means of delivering educational programming and, therefore, will be unable to develop into fully resourced, professional educational systems. This study will provide a basis from which First Nations educational authorities might assess their educational programming they believe to be suitable in meeting the needs of their students.

While the number of federal schools in Northwestern Ontario has declined significantly over the past two or three years, these schools provide the foundation for the emerging First Nations system. The results of this study will be of benefit to the federal system since it provides a framework for evaluation from which federal schools can assess their delivery of educational services to Native children. This will in turn, provide a basis from which future First Nations schools can be developed.

Throughout the body of this text the reader will encounter a number of terms that apply especially to this study and to Native education in general. The following are: (a) the operational definitions of terms that apply specifically to this study, and (b) supplementary definitions of terms that relate to Native education in general.

LIMITATIONS

This study focuses on the quantitative aspects of the delivery of educational services to Native students attending federal, provincial and First Nations schools in Northwestern Ontario. It did not examine the following qualitative aspects of the delivery of such services:

The percentage influence on each jurisdiction's curriculum from each possible source (federal, provincial, or First Nations). The format of the survey questionnaire did not

allow respondents to distinguish between heavy reliance on, or nominal use of curriculum material from any particular jurisdictional source. For example, it was not possible for a respondent in a federal school to indicate whether his/her particular schools' curriculum made extensive use of Ontario Ministry of Education materials or used them only as a supplement to materials obtained from Indian and Northern Affairs or any other source.

The percentage of children referred for assessment and who eventually received some form of special programming.

The general nature of Native language and Native culture programs reported by respondents as being offered in their respective schools. While the survey questionnaire did provide the respondents with a number of possible alternatives to choose from, i.e. Native language instruction, Native cultural instruction, etc., it did not provide respondents with the opportunity to describe the details of such programming.

DEFINITION OF TERMS

Program Delivery Services Performance of the legal, administrative and organizational tasks associated with the delivery of educational programming within an educational system.

Curriculum and Standards Curriculum has been defined as "a plan for providing sets of learning opportunities to achieve broad goals and related specific objectives for an identifiable population" (Saylor & Alexander, 1974, p. 6). Standards, within the context of this definition, would be the means by which the achievement of these 'broad goals' and 'specific objectives' are measured. For the purpose of this study, curriculum also refers to resource materials such as instructional kits, audio-visual aids and library books.

Staffing Staffing refers to the process through which employees are hired. It also includes those factors that may have an impact on the nature and tenure of teachers such as

salaries, supplementary benefits, and membership in a professional organization.

Staff Support Staff support refers to the provision of such forms of professional development as consultant services, in-service professional development and orientation programs for new employees.

Staff Supervision Staff supervision refers to the manner in which staff performance is monitored and evaluated.

Student Support Services Student support services refers to such services as special education, career and guidance counselling, and co-curricular activities.

Supplementary Definitions

ADSE Assistant District Superintendent of Education. In each Indian and Northern Affairs District Office the education program is supervised by a District Superintendent of Education. The ADSE assists the Superintendent of Education by supervising specific areas of the education program. Most Indian and Northern Affairs District Offices have more than one ADSE.

A.F.N. Assembly of First Nations. The Native organization that represents the interests of all status and non-status Indians in Canada at the national level.

Band Education Authority The governing body that is responsible for the day-to-day operation of First Nations schools in each Native community. Often appointed, it is responsible to the Chief and Council.

Chief and Council The elected local government in Native communities located on reserves and on crown lands.

Federal School A community school located on a reserve or crown land operated by the federal government and administered directly by a district INAC office.

First Nations School A community school operated by a Band Education Authority designated and recognized by INAC.

INAC Indian and Northern Affairs Canada. The federal government department that provides a wide range of programs and services to Native people in Canada. Also referred to as DIAND (Department of Indian Affairs and Northern Development).

Native A generic term used to describe people of aboriginal origin. There are four classifications of aboriginal people in Canada (Supply & Services, 1986). These are: (a) Status Indians as defined by the Indian Act, (b) Non-Status Indians, those individuals of aboriginal origin who for one reason or another are not registered as Status Indians, (c) The Inuit, the original inhabitants of northern Canada, and (d) The Métis, people of mixed aboriginal and European origin who distinguish themselves from Indians and Inuit.

N.I.B. National Indian Brotherhood. The predecessor to the A.F.N.

N.N.E.C. Northern Nishnawbe Education Council. A Native organization in Northwestern Ontario that provides curriculum and other educational services to First Nations schools in the region.

OHIP Ontario Hospitalization Insurance Plan. The government health insurance plan operated by the Ontario provincial government.

Provincial School A school operated by a public or separate board of education and funded by the provincial government.

Remote Rural A Native community with a population of less than 4 999 people located on a reserve or on crown land.

Special Access A community located on a reserve or on crown land that is accessible only by air.

Tribal Council A Native organization made up of one or more Indian Bands. These organizations provide a variety of educational, health, and economic development services to their member bands.

Urban A community with a population over 5 000.

CHAPTER II

REVIEW OF LITERATURE AND RELATED RESEARCH

The Indian Education Paper Phase One (INAC, 1982) links the provision of curriculum and standards, staffing, staff support and supervision, and student support services to the quality of education provided to Native students. The provision of these services to Native students, however, is complicated by the fact that responsibility for Native education is currently shared by three levels of government. Each of these orders of government, federal, provincial, and First Nations has attempted to accommodate the educational needs of Native people in a different manner. The provision of these educational services has been influenced by a number of factors. These are: (a) the historical evolution of each jurisdiction's policies concerning Native education, and (b) reactions of various levels of government to the articulated wishes of Native people concerning the education of their children.

This chapter describes how the aforementioned educational services came to be fragmented across three levels of jurisdiction. It is organized under the following headings: (1) The federal Native education system, (2) The involvement of provincial governments, and the province of Ontario specifically, in Native education, and (3) The emergence of the First Nations educational system. Under these headings the chapter examines the historical developments which led to the current status of Native education in each of the three educational jurisdictions under examination in this study. Additionally, this chapter will also examine how each educational system has attempted to meet the needs of the Native students in its schools through the provision of the educational services that we are concerned with in this study.

By examining the way in which the provision of these services has developed in each of these three jurisdictions, this chapter provides information that will assist the reader to

place the study in its proper context.

THE FEDERAL NATIVE EDUCATION SYSTEM

The provision of educational services to Native children enrolled in federal schools has been largely influenced by the larger policy decisions made by the Canadian government concerning Native people. These policy decisions have been essentially reactive in nature as the federal government modified its Native policy to reflect changing public perceptions of the position of Natives in Canadian society.

According to Longboat (1986), the British North America Act of 1867 (Section 91, Subsection 24) gave the federal government jurisdiction over the administration of Indian affairs. Federal policy concerning the education of Native people, however, has been far from consistent. Indeed it seems to have passed through a number of distinct phases. These range from segregation for protection (isolating Native children in residential schools), to integration through provincialization (sending Native children to provincial schools with non-Native children), and finally to the recognition of the principle of Native control over Native education. This lack of consistency has had a major impact on the delivery of educational services to Native people.

The Evolution of Federal Native Educational Policy

The roots of federal Native education policy date back to the pre-Confederation period when, in 1830, the responsibility for Indian administration was transferred from the military to civilian authority. This appears to have marked a change in attitude on the part of the colonial governments (Burnaby, 1980, pp. 33-34) towards Native peoples.

They no longer saw the indigenous population as a powerful or sovereign force, but only as a local problem to be dealt with Native people, in their view, needed to be protected physically from disease and from alcohol and socially from the abuses of the less reputable members of European society who might cheat them and mislead them or from their own uncivilized practices and attitudes.

Confederation, the Indian Act of 1876, and the series of treaties signed with various Native groups between 1871 and 1923, consolidated federal control over a number of areas which normally fell under provincial jurisdiction. One such area was the provision of schools and teachers to those bands that wished them. The result was, as Burnaby (1980) wrote, that "the federal government had to find some way of discharging its responsibilities without getting heavily involved in administering matters which it did not normally handle" (p. 37).

The federal government's solution to this question appears to have been inspired by the report of Nicholas Davin, an individual who had been sent by Prime Minister John A. MacDonald to report on American industrial boarding schools for Indians (Gresko, 1986). The Davin Report of 1879 recommended the replication of the American policy (Barman, 1986). Although the treaties of the 1870's had promised schools on reserves, the government, according to Miller (1987) "now began to place emphasis on residential schools located off preferably far — off reserves" (p. 4). The overall philosophy behind this policy was, as Miller (1987, pp. 4-5) states:

Indian Affairs bureaucrats and missionaries agreed that the home influence to which the Indian child returned each day after classes in a day school undid the work of the teacher, and they proposed to counter that retrograde influence with a new environment. Indian youths were henceforth to be sent far from home to "industrial schools" conducted by Christian denominations with government funding, at which they would learn useful trades and acquire the ways of Euro-Canadians.

This policy continued, with some minor alternations, until the 1960s. The policy was in essence a joint venture between the federal government and various religious denominations. Government provided funding, approved curriculum, and inspected operations, while various churches supplied staff and limited funds. Curricula appears to have included a mixture of limited academic learning and a strong component of vocational training. While half the day was devoted to academic pursuits, the boys spent the other half learning to become carpenters, printers, blacksmiths and farmers. Girls learned such

domestic pursuits as cooking, cleaning, personal hygiene, laundering and elementary nursing techniques. Overall, the philosophy of the residential school is reflected in the following statement (Frideres, 1983, p. 157):

The religious missionaries who, up until recently controlled Native education, were far more concerned with instilling the white language, values, and religious ideology than with teaching useful knowledge and skills. Because they felt that Natives would always live in isolation, the missionaries made no attempt to prepare them for successful careers in Canadian society. Instead they concentrated on eradicating all traces of Native languages, traditions and beliefs.

The post-Second World War period brought a major shift in federal policy regarding the position of Native people in Canadian society. This was not because the government adopted a more enlightened view towards Native people. Rather, it came about as a result of a general shift in the public's perception of the role of government in general. The Depression and the war had resulted in an increased government in the role of welfare and economic matters. Additionally, there appears to have developed a public consciousness that government had a responsibility to provide a 'safety net' for less fortunate members of society (Getty, 1983). Getty (1983, p. 165) found that:

An important aspect of the change in values which affects Indians indirectly is the acceptance of a positive state role. The Depression and the war permanently altered the public conception of an appropriate state role with respect to welfare and economic matters. Since World War II there had been a growing social conscience, an increased acceptance of social responsibility, which has enlarged the scope of the minimum amenities of life to which all members of the community are deemed to be entitled.

As a result of this change in values, public interest in the problems facing Native Canadians grew during the post-war years. In 1946 a joint Commons-Senate Committee was established to examine Native administration and to make revisions to the Indian Act. Proposals included an extension of the right to vote to Status Indians, an increase in the degree of cooperation with the provincial governments in extending services to Native Canadians, and an expansion of the educational opportunities available to Native children

through their integration into the various provincial educational systems.

One of the primary results of this investigation was the creation of a new Indian Act in 1952 that permitted the federal and provincial governments to enter into bilateral arrangements through which Native children could attend provincial schools. By the 1963-64 school year 50% of Native students attended federal day schools, 13% residential schools and 27% provincial schools (Frideres, 1983).

The impetus toward the integration of Native children into provincial schools was strengthened after the release of the Survey of Contemporary Indians Report (Government of Canada, 1967, p. 28), more commonly known as the "Hawthorn Report" which called for the integration of Native people into the mainstream of Canadian society:

By integration of the Indians, we mean their full participation in the economic and social life of Canada, together with the recognition of some of their culture characteristics such as pride of origin, knowledge of their history, passing on their traditions and preservation of their language.

The key to this process was to be the integration of Native children into the various provincial education systems. This was to be accomplished by an increase in the number of federal-provincial agreements in the areas of education, welfare and economic development aimed to "help place Indians on an equal footing with other citizens of the same provinces" (Government of Canada, 1967, p. 29). The rationale for this shift in policy was to "raise the educational standards of Indians to a level equivalent to that of the province in which they live" (p. 32). This movement towards the integration of Native children into the provincial education systems continued to grow and by the 1979-80 school year the percentage of Native children enrolled in provincial schools had reached 56.3% (INAC, 1988).

The recommendations of the "Hawthorn Report" (Government of Canada, 1967) were further reflected in the Statement of the Government of Canada Policy (Government of Canada, 1969) (to be subsequently referred to as the White Paper) which proposed that "the governments of the provinces ... take over the same responsibilities for Indians that they have

for other citizens in their provinces" (p. 6). Furthermore, the federal government proposed that "It is expected that within five years the Department of Indian Affairs and Northern Development would cease to operate in the field of Indian Affairs" (p. 6). The Native reaction to this proposal was to have significant implications for the educators of Native students.

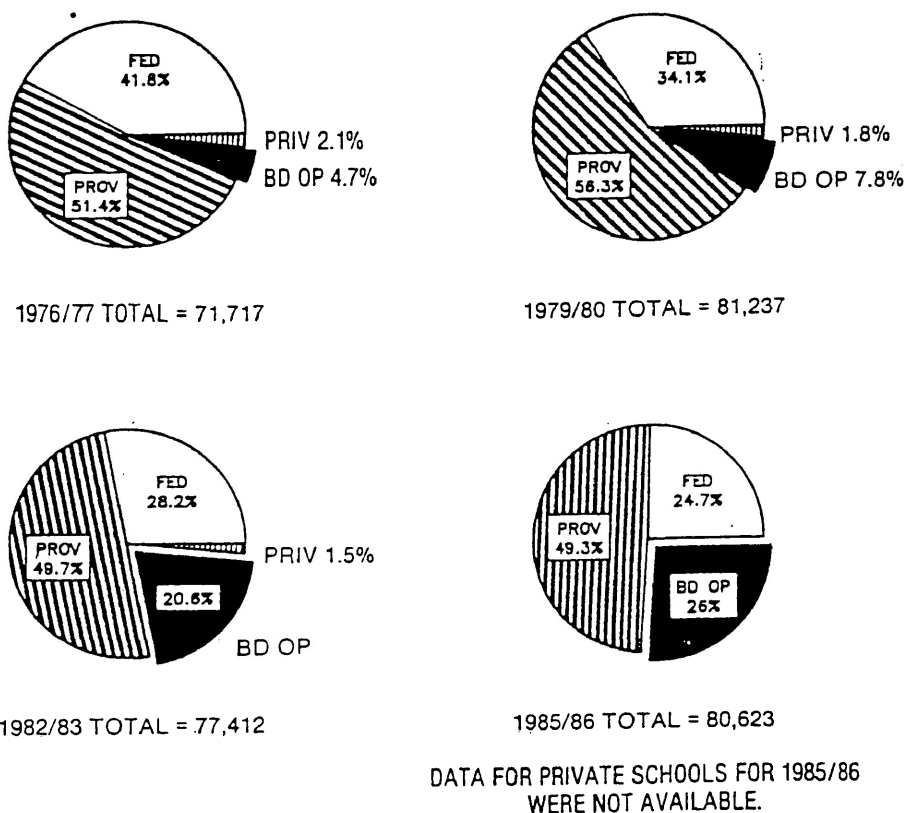
The Native position regarding the White Paper (Government of Canada, 1969) was one of outright rejection and resulted in the publication in 1972 of the paper Indian Control of Indian Education (N.I.B., 1972) by the National Indian Brotherhood. This rejection of the White Paper (Government of Canada, 1969) was based on three main concepts. These were: (a) a rejection of the concept of integration of Native children into provincial schools; (b) a rejection of what was seen to be an attempt by the federal government to avoid its legal obligations towards Native people; and (c) an assertion on the part of Native people of the right to control their own institutions.

The federal response to the Indian Control of Indian Education (N.I.B., 1972) paper came in 1973 in a speech by the Minister of Indian Affairs to the Council of Ministers of Education in which the Minister accepted the N.I.B. position concerning Native control of Native education. This policy was reiterated in the Indian Education Paper Phase One (INAC, 1982) which stated: "This policy (referring to the 1973 statement) emphasized both the need to improve the quality of Indian education and the desirability of devolving control of education to Indian society" (p. 2). However, the paper did note several problems in the federal Native education program which required attention. Among these were: (a) the fact that Indian control had yet to be defined; (b) control of education was often transferred without a sufficient preparatory process; (c) deficiencies in federal schools were not corrected prior to local control; (d) the implementation of the 1973 policy had been approved on the basis that it would not incur additional costs; and (e) the education management framework for both federal and First Nations schools was inadequate when compared to their provincial

counterparts. The results of this change in policy is reflected in the enrolment statistics presented in Figure 1.

FIGURE 1.

ENROLMENT IN ELEMENTARY/SECONDARY SCHOOLS BY TYPE



SOURCE: Indian and Northern Affairs Canada (1988). INAC Basic Departmental Data. Ottawa: Supply and Services.

The Provision of Specific Educational Services

in Federal Schools

In examining the federal Native education program, the Indian Education Paper Phase One (INAC, 1982) found serious deficiencies in the program in several areas. These were: (a) curriculum and standards; (b) facilities; (c) staff; (d) staff support and supervision; and (e)

student support. The delivery of these services was compared with the provision of the same services in provincial schools.

Curriculum and Standards

The Indian Education Paper Phase One (INAC, 1982) noted a number of deficiencies in the curricula then in place in federal schools. The paper observed that while there had been an effort to modify existing provincial curricula to meet the needs of Native learners, these efforts had been uncoordinated and subject to a great deal of duplication of effort. This was due to the fact that the federal system lacked the capacity to develop its own curriculum material. The possibility of contracting out such services was ruled out since "budgets do not offer the alternative of having this function performed under contract" (p. 20).

The inability of the Department to develop a curriculum design and support capability appears to have had a negative effect on the federal system as a whole. As the Indian Education Paper Phase One (INAC, 1982, pp. 20-21) noted:

Overall, this failure to support adequately the curriculum development function, negatively affects both student learning and community support for education. Teachers feel they are working in isolation, unsupported by the system. What is developed may not be subjected to the rigorous quality control procedures which characterize program development in the provincial sector.

The paper (INAC, 1982) further expressed concern over what it considered to be the low rates of achievement experienced by Native children in federal schools. The paper acknowledged that the provincial systems, on the other hand, enjoyed "complex funding mechanisms and supervisory and support services designed to promote educational equality throughout their jurisdictions" (p. 21). Furthermore, "the performance of units within their systems is monitored by the use of standardized tests of student achievement" (p. 21). When such provincially developed measurement instruments were applied to Native students in federal schools the results were often poor.

Such results raised questions over both the standard of education offered in federal

schools as well as the applicability of standardized tests with Native students. The conclusion reached by the Indian Education Paper Phase One (INAC, 1982) was that standardized student progress instruments were often invalid when applied to Native students.

Staffing

The conclusions reached by the paper (INAC, 1982) with respect to the staffing of federal schools was that they compared unfavourably with their provincial counterparts. This was largely due to uncompetitive salary rates and a cumbersome hiring process. The disparity in salary levels was attributed to the government policy of wage restraint.

Additionally, the Department was compelled to staff according to the Public Service staffing regulations. Because surplus employees were required to be interviewed first for available positions, it was felt that "too often excellent candidates are no longer available after the necessary procedures have been followed" (INAC, 1982, p. 24). An additional complication was the fact that federal teachers were only required to give two weeks notice prior to submitting their resignations. Consequently, resignations that came at the end of August caused serious problems in recruiting teachers for the beginning of September.

Staff Support and Supervision

The paper (INAC, 1982) also concluded that "reductions in regions' person-year allotments have had very specific effects of education staff" (p. 25). The resulting increase in superintendent's workloads had reduced their time available for dealing with teachers' professional concerns. These reductions in person-years had also resulted in a decrease in the number of consultants positions available. These positions were felt to be "critical for teacher professional development and the maintaining of morale in professional isolation" (p. 25). The effectiveness of the teaching staff had been further affected by a reduction in funding for orientation and in-service training.

Student Support

The Indian Education Paper Phase One (INAC, 1982) identified student support services as an important factor in overall student success rates. Federal schools lacked the funding levels and scale of operations to provide services such as psychological testing and special education. This was a result of the need to "divert funds to non-discretionary education programs in recent years" (p. 26). The result is that the "lack of supportive supplemental services naturally increases the burden placed on the classroom teacher and therefore influences the quality of education" (p. 26).

Recent Developments in Federal Native Education

Based on the analysis of the federal Native education program provided by the Indian Education Program Phase One (INAC, 1982), the Department accepted that the following principles be included when considering the future of the education program:

- (a) "Indian education is developmental in terms of the community's social and economic goals, its human resource needs and the employability of its members" (p. 27).
- (b) "The quality of Indian education programs is monitored by the Department and equates to provincial standards" (p. 27).
- (c) "Responsibility for the delivery of Indian education programs is transferred to Education Authorities at the band level where they so request and where suitable contribution agreements are concluded and where bands have had the opportunity to acquire the necessary managerial skills" (p. 27).

The change in government which came about as a result of the 1984 election resulted in the federal Native education program coming under further scrutiny. The ensuing Improved Program Delivery, Indians and Natives, A Study Team to the Task Force on Program Review (Government of Canada, 1986), subsequently referred to as the Task Force, sought to improve

program delivery while reducing overall expenditures. The result was a number of recommendations which, if implemented, would have serious implications for Native education.

In evaluating the Native educational programs at the federal, provincial and First Nations levels, the Task Force (1986) report expressed some dissatisfaction with each system. It noted that while 51% of Indian students are educated in provincial schools, the federal government had no control over the education provided. The federal government had no right to inspect facilities towards whose construction it had contributed, nor did it have the right to evaluate those programs to which it had also made a substantial monetary contribution. Also, while conceding the fact that provincial systems had a better potential for "providing quality education, the results from Native participation in provincial schools have not reached expectations" (p. 374). On the other hand the results from the federal system were not encouraging "largely because it had never been resourced as a fully-professional education system" (p. 374). In order to overcome these problems, the Task Force made a number of recommendations.

First, the Task Force (1986) called for the elimination of federally-operated schools on reserves. This, in their view, would bring a "greater sense of order to the provision of educational services" by establishing a 'two track' (First Nations, provincial) system as opposed to the current 'three track' (First Nations, provincial, and federal) system (p. 375). This would result in two major accomplishments; (a) it would allow for the development of "a proper range of educational services and support systems for reserve-based schools," and (b) result in greater contact between provincial and First Nations school up "to the point of possible types of amalgamation" (p. 375).

Second, the Task Force (1986) called for discontinuing the operation of the remaining residential schools (13 in Saskatchewan). This was recommended on the grounds that, while

they provided for on-reserve employment, their operation was not cost-effective (p. 376).

Finally, the Task Force (1986) recommended a change in the means of delivering instructional services to isolated northern communities. It was not considered feasible to continue to deliver "full, traditional educational services to isolated northern communities" (p. 376). Therefore, such services could be delivered using two-way satellite or microwave communication links.

Both the Task Force (1986) and the Indian Education Paper Phase One (1982) accept the principle of native control of Native education. The acceptance of this principle would appear to be the final stage in the evolution of federal policy concerning the delivery of educational services to Native people. However, the process by which the federal government translates the acceptance of this principle into actual policy will merit examination in the future.

THE PROVISION OF EDUCATIONAL SERVICES TO NATIVE STUDENTS IN PROVINCIAL SCHOOLS

This chapter, to this point, has examined the evolution of federal Native education policy. However, 47% of Native students (INAC, 1988) are enrolled in provincial schools and, therefore, the delivery of educational services to these students also requires examination.

The initial response of the ten provincial governments to the "Hawthorn Report" (Government of Canada, 1967), which called for the integration of Native children into the provincial education systems, was generally favourable. The Report noted:

The provinces are in agreement with the federal government's policy of integrating the Indians into Canadian society over a long period. They also see in school integration the principal means of reaching this goal... On the whole, the provinces are prepared to assume more responsibilities in matters that concern the education and the social and economic welfare of the Indians, but on the condition that the Indian Act is amended and the federal government gives the provinces financial compensation (p. 45).

An example of the degree to which the federal government and the provinces entered

into such a cost sharing agreement with the provinces is evidenced in the following data. Between 1955 and 1980 the federal government entered into 678 joint capital cost sharing agreements for the construction of additional classroom space and other facilities utilized by Native children attending provincial schools (Paquette, 1986a). The overall cost of these agreements was \$103 000 000. Furthermore, during the 1983-84 fiscal year some \$157 000 000 or 45.5% of the federal budget for Native education went directly to the provinces in the form of tuition payments to provincial education authorities (Government of Canada, 1986).

More recently, the Canadian Education Association (1984) completed a survey of provincial and territorial educational authorities concerning their provision of programming to Native students. A review of this survey indicated that of the 12 provinces and territories, 10 had special programs for the training of Native teachers, 10 had or were in the process of modifying their curricula to accommodate Native needs, and 8 had initiated instruction programs in Native languages.

Most provinces have made an effort to accommodate the needs of the Native pupils attending their schools. The policies which the province of Ontario has adopted in providing educational services to Native students reflect this trend.

The Provision of Education Services to Native Students in Ontario

The reaction of the Ontario government to the "Hawthorn Report" (Government of Canada, 1967) was positive. Moreover, the report declared that "the government of Ontario deplores the fact that Indians are considered persons apart and are not treated on the same footing as the rest of the citizens" (p. 44). In recognizing the importance of education to the Native citizens of the province, the Ontario government acknowledged that there was a disparity between the educational needs of northern Native people as compared to their southern counterparts. As such, there was a recognition of the need for "the establishment

of a special program of formal education" and that such a program was "considered to be the most needed measure for improving the condition of northern bands" (p. 44).

In 1976, a Task Force comprised of representatives from the Ministry of Education, Department of Indian Affairs, the Ontario Ministry of Colleges and Universities, the Ministry of Culture and Recreation and the large Native organizations was established to examine the educational needs of Native people in Ontario. The Task Force's final report entitled The Task Force on the Educational Needs of Native Peoples (Government of Ontario, 1976) made a number of recommendations for improvement in the delivery of educational services to Native students by the government of Ontario. Although a number of recommendations were made, regarding the delivery of educational services to Native students attending provincial schools, particular attention will be paid to the delivery of those educational services which are the focus of this study.

Curriculum and Standards

The Task Force on the Educational Needs of Native Peoples (Government of Ontario, 1976) found deficiencies in the province's curriculum similar to those enumerated by the Indian Education Paper Phase One (INAC, 1982). Most notably, it found the existing provincial curricula to be irrelevant to the needs of Native children. Contained in the Task Force's (1976, p. 18) problem statement was the following commentary:

Although progress has been made by the Ministry of Education, the Ministry of Colleges and Universities, and the Department of Indian Affairs towards the development of a curriculum relevant to Native students, there are still areas in which reform is essential. While Native studies texts are being revised and improved, little reading material is available which would enable Native students to retain familiarity with their Native culture, heritage, and customs. Until provision is made to fill this gap, Native students will continue to find the educational system irrelevant to their needs.

Within this framework several specific areas of concern were identified. First among these, was the belief that educators had failed to adapt the provincial curriculum to make it relevant to the environmental and cultural needs of Native students. Additionally, the Task

Force's Report (1976) noted that existing course content and reading material was often "discriminatory and derogatory of the Native peoples, depicting them in an unfavourable stereo-type" (p. 18). Also of concern was the fact that non-Native students were often unformed about Native culture, history and traditions. These developments were, in part, due to the fact that Native peoples had never been encouraged to participate in the development of curricula, nor had they been utilized as resource people in the teaching of Native studies.

While not directly related to the Task Force's recommendations, the Ontario Ministry of Education has undertaken a number of initiatives to improve the delivery of curriculum services to Native students. In 1971 the Ministry of Education, in conjunction with the Department of Indian Affairs and various Native organizations, organized an examination of curriculum for Native students in the primary and junior divisions (Burnaby, 1980). The result was a series of 'resource guides' entitled People of Native Ancestry (Ontario Ministry of Education, 1975). This series was extended to the intermediate division in 1977 and to the senior division in 1981. These documents, as Burnaby (1980) states, make "recommendations on all aspects of the curriculum but ... are not of such a status that schools are obliged to carry them out" (p. 58). The inclusion of a Native studies component, however, is mandated in the Curriculum Guidelines History and Contemporary Studies Part B: Intermediate Division (Ontario Ministry of Education, 1986).

Considerable progress has been made in the area of Native language instruction. In 1987 the Ministry of Education issued the curriculum guideline Native Languages 1987 Part A: Policy and Program Considerations (Ontario Ministry of Education, 1987). This guideline established the organization of courses of study in a Native language for the primary, junior, intermediate, and senior divisions with a commitment to continue to the program to the Ontario Academic Course level. While intended as courses for Native students, they are open to all students in the province. In its rationale for the program, the Ontario Ministry of

Education (1987, p. 1) recognized that:

Learning the language of a people can lead to a greater understanding of a people and its culture. Students who learn a Native language, whether they be Native or non-Native will develop a greater understanding and appreciation of Native culture, both as a body of beliefs and traditions and as a source of contemporary Native perceptions and attitudes. In addition, Native students will gain a more positive sense of identity as Native individuals and as members of a distinctive cultural group.

In order to provide Native language services to Native students in Ontario's schools the Native Language Instructors' Program was established. Initiated in 1973 as a pilot project, the program grew and in 1981 the programs for first and second language Native teachers were combined at the Faculty of Education, Lakehead University to form a Diploma program entitled "Native Language Instructors' Program" (Hubbert, 1987).

The Ontario Ministry of Education announced its policy regarding Native language instruction in 1984. This policy established a Native Language Teacher's Certificate program which led to a Permanent Letter of Standing after students attended classes for three summers. The holders of this Letter of Standing are able to teach Native language as a second language in provincial, federal and First Nations schools from Kindergarten to the Ontario Academic Credit level, but are not certified to teach other subjects (p. 11). This restriction applies for provincial and federal schools. First Nations schools, however, are not legally bound by federal or provincial regulations concerning staff qualifications (except in the case of First Nations schools offering secondary level courses approved by the Ontario Ministry of education for credit toward an Ontario Secondary School Diploma).

Staffing

The Task Force on the Educational Needs of Native Peoples (Government of Ontario, 1976) also identified teaching staff and teacher training as areas which required reform in order to meet the needs of Native students in Ontario. As the Task Force report (1976, p. 14) stated:

If Native students are to be given every opportunity to complete their education, it is essential that they be taught by teachers who are not only academically qualified, but also sensitive to their cultural background. While the Ministry of Education and the Department of Indian Affairs have taken steps to train more Native teachers and have encouraged the hiring of these teachers in schools serving Native students, the majority of teachers in these schools are still non-Indians.

To overcome this perceived deficiency, the Task Force (1976) recommended a number of proposals designed to increase the number of Native teachers as well as to improve the training available to non-Native teachers of Native children. Among these proposals were: (a) that the provincial government establish a teacher training program that included Native education specialists in order to make teacher training more appropriate to the needs of Native people; (b) that faculties of education located near Native communities provide programs to enable Native people to train as teachers; (c) that the province give special assistance to Native students and Teacher's Aids wishing to obtain professional certification; (d) that all teaching staffs in schools serving Native students be required to participate in in-service training for cross-cultural education, and (e) teachers of Native children receive courses in Native culture, history and philosophy, and that these courses be taught by Native people (pp. 14-15).

The Ontario Ministry of Education has taken a number of steps to increase the number of Native teachers in provincial schools. In 1974 and 1975 the Ministry established special summer courses to train Native people to become regular classroom teachers (Burnaby, 1980). This program was expanded in the fall of 1975 with the establishment of a two-year certification program at Lakehead University and an additional Native teacher training program was established at the University of Western Ontario in September of 1976. Since the development of these courses, universities such as Lakehead University have since phased out the two-year Diploma program and replaced it with a four-year concurrent B.A. (General) - B.Ed. (Native Education) program (Canadian Teacher's Federation, 1988).

Student Support Services

The Task Force on the Educational Needs of Native Peoples of Ontario (Government of Ontario, 1976) commented further on the need to deliver counselling and counsellor training programs to Native students. The Task Force Report (1976, p. 16) found that:

Counselling services are essential to provide support to Native students attending schools in an alien culture. Yet cross cultural differences often make it difficult to give adequate counselling to Native students, for few non-Native counsellors are able to gain the trust and confidence of the Native students.

In order to overcome this problem, the Task Force made several recommendations to improve the delivery of this educational program. Among these were: (a) that Native Counsellor training programs provide immersion courses in Native culture and history as well as training in counselling techniques; (b) that academic recognition and provincial certification be granted to graduates of Native Social Counselling Training Programs (a federal program); (c) that Native Counsellor Training Programs be offered in various areas that are accessible to Native people, and (b) that Native resource people be utilized as instructors in Native Counsellor training Programs (pp. 16-17).

The Native Student Dropouts in Ontario Schools (Ministry of Education, 1989) study recognized the importance of counselling in promoting the retention of Native students in provincial secondary schools. The study found that:

non-Native counsellors who had no first-hand experience of the living conditions and the social, economic, and cultural background from which the Native students came were unlikely to put students at ease. Similarly, ... Native counsellors who had an inadequate training and only a partial grasp of the complexities of the educational system would not serve the interests of Native students and their parents well (p. 57).

Bearing these issues in mind, the study made two recommendations: (a) that a major strategy be planned to recruit Native graduates into the education and social counselling profession, and (b) that affirmative action be taken to increase the numbers of professional

counsellors of Native origin employed in provincial school boards and secondary schools (p. 58).

Overall, the government of Ontario has been quite active in Native education. In providing educational services to Native people, the Ontario government has introduced a number of programs in the areas of curriculum, teacher education and the provision of counselling services. These programs represent significant modifications in the delivery of educational services to Native students attending public and separate schools in Ontario. Such program modifications are in keeping with the similar initiatives undertaken by other provinces as reported in the Canadian Education Association's survey of Recent Developments in Native Education (C.E.A., 1984).

EMERGENCE OF THE FIRST NATIONS EDUCATION SYSTEM

Rationale for Native Control of Native Education

The Native position calling for Native control of Native education was officially presented in the National Indian Brotherhood's position paper entitled Indian Control of Indian Education (N.I.B., 1972). This position came as a result of outright rejection by status Indians of the federal government's White Paper (Government of Canada, 1969) which had called for the integration of Native people into Canadian society and for an end to the special relationship between the federal government and Native people. This rejection was based on three main concepts: (a) a rejection of the concept of the integration of Native children into provincial schools; (b) a rejection of what was seen to be an attempt by the federal government to avoid its legal responsibilities towards Native people; and (c) an assertion on the part of Native people of their right to control their own institutions.

The Problems of Integration

The Native position (N.I.B., 1972) was largely based on the perception that "neither Indian parents and children, nor the white community: parents, children, schools were

prepared for integration, or able to cope with the many problems which were created" (p. 25). The N.I.B. claimed that the integration process had become a one-way street in which Native children were expected to make all the adjustments to the new environment. In essence, the N.I.B. (1972) believed that "Indian children will continue to be strangers in Canadian classrooms until the curriculum recognizes Indian customs and values, Indian languages, and the contributions which Indian people have made to Canadian history" (p. 26).

Indeed it would appear that integration into provincial schools has an overall negative affect on the education of Native children. Frideres (1983) notes that when Native children transferred into provincial systems they tended to be 2½ years older than their non-Native classmates, a factor which led to feelings of inferiority. Furthermore, Native children were not accustomed to the competitive atmosphere of provincial schools and tended to lose ground when compared to their non-Native peers.

The Legal Responsibilities of the Federal Government

National Native organizations also rejected the White paper (Government of Canada, 1969) on the grounds that it would result in the abandonment of what it regarded as the federal government's 'fiduciary' responsibility for Native people (Longboat, 1986). As Longboat states: "a fiduciary is, in law, obligated to act in 'the utmost good faith': it cannot make mistakes or be negligent, or place its own interests first" (p. 34). It was believed "that education was a treaty right, not a privilege, and should be funded by the federal government at all levels in perpetuity" (Yuzdepski, 1983, p. 37). These treaties according to Longboat (1986), contain education provisions such as the following: "Her Majesty agrees to maintain schools for instruction in such reserves hereby made as Her Government of Canada may seem advisable, whenever the Indians of the reserve shall desire it" (p. 30).

However, the principle that the federal government has a legal obligation to provide educational services to Native people was not to be regarded as a surrender of control over

education by Native people. The Indian Control of Indian Education (N.I.B., 1972) paper asserted the principle of Native control over their educational institutions based on the twin concepts of parental responsibility and local control.

The concept of local control is part and parcel of the broader right of self-determination (Longboat, 1986). According to the National Indian Brotherhood (N.I.B., 1972) the federal government "must take the required steps to transfer to local Bands the authority and the funds which are allotted for Indian education" (p. 6). In those communities with federal schools the locus of responsibility would shift from INAC to local educational authorities. The residual power of the federal government for Native education (N.I.B., 1972, p. 6) would devolve to the community as:

The Band itself will determine the relationship which should exist between the Band Council and the School Committee: or more properly, the Band Education Authority. The respective roles of the Band Council and the Education Authority will have to be clearly defined by the Band, with terms of reference to ensure the closest cooperation so that local control will become a reality.

The concept of local control would also impact on the provincial educational systems as well. Recognizing that the majority of Native students attend provincial schools, the National Indian Brotherhood (1972) also called for increased Native representation on provincial school boards. It called for the various provincial legislatures to enact legislation to provide for Native representation on "all provincial school boards in proportion to the number of children attending provincial schools, with the provision for at least one Indian representative where enrolment is minimal" (p. 7). The N.I.B. further called for a change in the system through which monetary contributions arrangements between the federal and provincial governments are negotiated. The various Band Education Authorities would replace the federal government as the main bargaining agent in the negotiations with provincial school boards for the provision of educational services to Native children. First Nations representatives would also replace federal negotiators in those provinces where Master Tuition

Agreements are in place.

With acceptance of the principle of Native control of Native education, the number of First Nations schools have grown substantially. During the period between 1975 and 1987 the number of First Nations schools has increased from 53 to 243 (INAC, 1988). While First Nations schools are still in an early stage of development, it is useful to examine the growth of this system from the perspective of the delivery of educational services.

Delivery of Educational Services in First Nations Schools

Curriculum and Standards

The Indian Control of Indian Education Paper (N.I.B., 1972) viewed Native control over Native education as a means by which curriculum could be made to be relevant to the Native learner.

A curriculum is not an archaic, inert vehicle for transmitting knowledge. It is a precise instrument which can and should be shaped to exact specifications for a particular purpose. It can be changed and it can be improved. Using curriculum as a means to achieve their educational goals, Indian parents want to develop a program which will maintain balance and relevancy between academic/skills subjects and Indian subjects (p. 9).

By assuming control over the curriculum taught their children, Native people would be able to utilize their educational institutions as a vehicle for the preservation of their culture.

As the Indian Control of Indian Education (N.I.B., 1972) contends:

Unless a child learns about the forces which shape him: the history of his people, their values and customs, their language, he will never really know himself or his potential as a human being The Indian child who learns about his heritage will be proud of it. The lessons he learns in school, his whole school experience, should reinforce and contribute to the image he has of himself as an Indian (p. 9).

However, in attempting to develop a culturally relevant curriculum First Nations schools have encountered two major dilemmas: (a) the issue which Paquette (1986b, p. 241) refers to as "parity and paradox"; and (b) the resourcing of curriculum development in First Nations schools.

Paquette (1986b) noted that the rejection of the 1969 White Paper was a rejection of the concept that responsibility for Native education be turned over to the provinces. He believed that "this groundswell of outrage against the withdrawal of the federal presence in Indian education must be read as a demand that Indian education be somehow different from provincial education" (p. 241). However, with the current emphasis on improving the quality of Native education, as reflected in the Indian Education Paper Phase One (INAC, 1982), comparisons have "tended to focus upon the issue of parity with provincial standards and a direct across-the-board comparison to the provincial model of education" (Paquette, 1986b, p. 241). This perceived need for parity is often attributed to the fact that many Native students proceeding past the elementary school level are compelled to attend provincial institutions, and thus their elementary education must prepare them for entry into provincial schools. Even if First Nations schools are able to establish their own secondary school programs, there remains the issue of receiving provincial accreditation for their programs, for accreditation usually requires compliance with provincial standards and curriculum guidelines. The problems inherent in provincial accreditation are reflected in the following statement from the Northern Nishnawbe Education Council document Local Control Series 10 on Curriculum (N.N.E.C., n.d., p. 10-13):

A good education system is missing in the north. What is taught doesn't mean anything to the students. The students are 1 to 2 years academically behind students of the same age in the city. The schooling is not as good as that of southern schools and that makes it hard to get the Ontario Ministry of Education to approve grade 9 and 10 credits offered in the north.

The N.N.E.C. claim raises an important question for First Nations schools attempting to develop their own curricula. If meeting provincial standards is desirable, even in some cases necessary, then how do First Nations educational systems develop a 'culturally relevant' curriculum when faced by these outside constraints? It is a question that First Nations schools are still in the process of attempting to answer.

The second area of concern for First Nations schools attempting to deliver curriculum services to their students is in the area of providing suitable curriculum resource materials.

The Indian Education Paper Phase One (INAC, 1982, p. 10) noted that:

Band School Programs are characterized by the greater use of community, human and other resources in the delivery of programs, including the participation of Indian elders and the teaching of traditional skills. At the present time because of their scale of operations, band schools are not able to provide many of the central office services normal in provincial school divisions.

One such central office function is the development of curriculum and curriculum support materials. In a submission to Wawatay News (July, 1986) the Northern Nishnawbe Education Council (1986) enumerated a number of problems faced by northern First Nations schools in the area of providing curriculum services to their schools. It recognized the fact that federal schools often did not have their own curriculum guidelines and therefore, had to rely on the use of provincial curricula in its schools. However, provincial guidelines and materials are often not relevant to northern Native students. In attempting to develop their own curriculum, the First Nations schools were often faced with problems that stemmed from a shortage of funding, a shortage of people with expertise in curriculum design, and the inability to reach a consensus as to what should be included in the new curriculum. The establishment of larger organizations such Tribal Councils, Cultural Centers and organizations such as the Northern Nishnawbe Educational Council may prove to be the solution to the problem of Native organizations possessing sufficient resources for the production of curriculum documentation and their supporting materials.

Staffing

The Indian Control of Indian Education (N.I.B., 1972) paper also expressed a need for increasing the number of Native teachers employed in the education of Native children. Its authors believed that "Native teachers and counsellors who have an intimate understanding of Indian traditions, psychology, way of life and language are best able to create the learning

environment suited to the habits and interests of the Indian child" (p. 18). The paper, in recognizing the fact that the majority of the teachers of Native children are currently non-Native, also called for changes in the training of non-Native teachers of Native children. The N.I.B. (1972, p. 19) believed that:

The training of non-Indian teachers for teaching Native children, either in federal or provincial schools, is a matter of grave concern to the Indian people. The role which teachers play in determining the success or failure of many young Indians is a force to be reckoned with. In most cases, the teacher is simply not prepared to understand or cope with cultural differences. Both the child and the teacher are forced into intolerable positions.

While the transfer to First Nations control has given local communities control over the hiring of educational staff, the process has not been some without difficulties. The Indian Education Paper Phase One (INAC, 1982) found several areas of concern which had an impact on the staffing of First Nations schools. These were the fact that, after the band had announced its intention to take control over a school, federal teachers often had to wait for as long as six months before they learned whether or not they would be retained by the new Education Authority. Consequently, many of these teachers experienced considerable stress. Only half of the former federally employed teachers considered their new pension plans equivalent to the public service plan. Finally, all respondents to their survey saw less job security in a First Nations school, and none of the former federal teachers had collective agreements with their new employers.

The Northern Nishnawbe Education Council also recognizes the problems associated with the transition from federal control to First Nations control. Its document, Local Control Series 9 on Working with Teachers (N.N.E.C., n.d., p. 9-1)¹, recognized that:

Teachers who have worked for INAC are used to working in a situation that they know well, and understand. At first under band control, there is confusion. This causes stress for everyone, particularly for teachers. If teachers are under stress, they don't do their job well.

1. p. 9-1 refers to the numbering system used in this particular document.

The result has been what continues to be a significantly high turnover rate among teachers in First Nations schools. At the end of the 1988 school year the Mushkegowuk Tribal Council (an umbrella group serving seven bands on the west coast of James and Hudson Bay) estimated that 30 out of 43 teachers employed by the Council would resign by the end of the school year (Luloff, 1988). The Mushkegowuk Tribal Council felt that the high rate of turnover among the teaching staff could be countered by increasing the number of Native teachers employed by the Council.

Staff Support and Supervision

The Assembly of First Nations recognizes the need to reduce the high turnover rate among teachers employed in First Nations schools. In its review of First Nations education, Tradition and Education: Towards a Vision of Our Future, Volume One (A.F.N., 1988, p. 116) it found that 33% of the teachers (First Nations employees) surveyed considered their benefit packages to be inferior to those of their federal or provincial counterparts. A further 20% considered their benefit packages equal to federal or provincial systems, while only 5% considered their packages to be superior. To overcome this discrepancy, the Assembly of First Nations recommended that First Nations Education Authorities provide their teachers with benefit packages that are "somewhat comparable at least to provincial standards" (p. 116).

However, when dealing with the issue of job security, the A.F.N. views the presence of teachers' professional organizations (unions) with suspicion.

The effects of collective agreements and unionization of teaching staff must be carefully considered. Such agreements could restrict First Nations teacher hiring preference policies and affirmative action initiatives designed to increase First Nations staff levels. Such agreements could also potentially jeopardize the jurisdictional sovereignty of First Nations, since unionized teaching staff are responsible to and lend their loyalty to their union rather than the local First Nations government (A.F.N., 1988, p. 103).

Additionally, the Assembly of First Nations sees a need for increased in-service training of teachers, especially in the area of cultural awareness. The A.F.N. (1988) believes

that "the need for training in local culture and community awareness suggests that most teachers do not have a clear understanding of the type of education that First Nations want in their community" (p. 114). This problem would be overcome through the use of on-site training and regular in-service sessions with elders, parents and local education authority personnel.

Teacher evaluation would also be linked to community-based criteria. Teacher evaluation "must consider whether or not the teachers are helping children to reach the long term goals that have been identified by the community" (A.F.N., 1988, p. 15). The Assembly of First Nations (1988, p. 116) believes:

The philosophy embraced by the community and the manner in which First Nations people want their community to grow are the principles tied to the development of a school system. Social, moral, spiritual and economic development needs of the community must somehow be measured in operationally defined terms. The programs define the content which makes up the child's education. It is, therefore, necessary to evaluate education staff according to established community goals and objectives.

However, there appears to be a gap between A.F.N. expectations and the actual conditions existing in First Nations schools. The A.F.N. (1988) survey conducted among First Nations Education Authorities indicates that while 41% of the education authorities have developed local education policies, 22% have not. Furthermore, when surveyed, 60% of the education staff in First Nations schools were uncertain as to the existence of local education policies. Only 31% of the education staff responding to the survey were aware of the existence of local education policies.

Student Support Services

The need to provide students support services such as special education and counselling was also recognized in the Indian Control of Indian Education (N.I.B., 1972) document. While the N.I.B. expressed a preference for the training of an increased number of Native counsellors, it was also concerned about the training received by non-Native

counsellors of Native children. The paper (N.I.B., 1972, p. 19) expressed this concern in the following manner:

The training of non-Indian counsellors who work with Indian children in either the federal or provincial systems, is also of grave concern to Indian parents. Counsellors must have a thorough understanding of the values and cultural relevancies which shape the young Indian's self-identity It is generally agreed that present counselling services are not only ineffective for students living away from home, but are a contributing factor to their failure in school. It is the opinion of parents that counselling services should be the responsibility of the Band Education Authority.

The above concerns regarding the provision of counselling services to Native students are also reflected in the Ontario Ministry of Education document Native Student Dropouts in Ontario Schools (Ontario Ministry of Education, 1989). The study recognizes that Native students are often uncomfortable with non-Native counsellors and "that this factor contributed to dropping out" (p. 57). Furthermore, the report concluded that "Native counsellors who had inadequate training and only a partial grasp of the complexities of the educational system would not serve the interests of Native students and their parents well" (p. 57). These findings confirm the position of the N.I.B., which called for an increase in the opportunities for Native people to train as counsellors.

As the devolution process from federal to First Nations control of on-reserve continues, First Nations education authorities will find themselves dealing with increasingly complex educational issues. While First Nations organizations such as the N.I.B. (now the Assembly of First Nations) have clearly articulated aspirations for the education of their children, the means of delivering these educational services are still in a developmental state. However, emerging First Nations education system does appear to have the potential to overcome many of the deficiencies that have plagued Native education in the past. The Canadian Education Association (1984, p. 82) found that First Nations schools have increased Native children's sense of pride, increased attendance rates, reduced dropout rates, and improved academic achievement.

This movement to band operated schools has been fuelled by Native leaders who believe Native students will receive a better education in their own locally operated schools. From all indications, it would appear Native children in band schools are achieving greater academic success and are remaining in school longer than those in provincial school systems or those attending federally operated reserve schools.

NATIVE EDUCATION TODAY: A SUMMARY

To summarize, the provision of educational services to Native people has been influenced by a number of factors. Each of these factors influences the ability of federal, provincial and First Nations schools to deliver educational services to the Native students in their respective jurisdictions. Among these are: (a) the evolution of federal policy regarding Native people which has influenced the nature of the educational services delivered to Native people; (b) the degree to which provincial education systems (particularly the province of Ontario) have adapted their delivery of education services to meet the articulated needs of Native students; and (c) the emergence of a First Nations education system that is in the process of developing the educational services it wishes to deliver to its students.

While the federal government has initial constitutional responsibility for the provision of education to Native people, delivery of educational services has been influenced by the federal government's inconsistent Native education policy. During both the residential school and provincialization phases of federal policy, the emphasis was on a system of shared responsibility between the federal government and other agencies. The federal government would supply funding for Native education while, religious organizations at first, then later the provinces, would be responsible for the administration of Native education. The result of these policies has been to limit the development of the federal Native education system. As the Indian Education Paper Phase One (INAC, 1982) stated, "Federal ... systems do not have the support of modern management processes and frameworks for the design, delivery and evaluation of educational services which are the norm in provincial systems" (p. 17-18). A

more recent review of the federal system by the Task Force for Improved Program Delivery, Indians and Natives, A Study Team to the Task Force on Program Review (Government of Canada, 1986) came to a similar conclusion.

The drive by Native people for control over their own educational institutions has led to the emergence of a third educational jurisdiction in Canada. While still in a developmental state it does appear to have potential to correct many of the deficiencies that have plagued Native education in the past. Indeed a number of First Nations schools have demonstrated remarkable success in improving both attendance and graduation rates (C.E.A., 1984). However, as previously discussed, First Nations schools still encounter difficulties in the delivery of educational services to their students, notably in the area of curriculum and staffing. Perhaps the current state of First Nations schools is best summarized in the following excerpt from the Task Force on Program Review (Government of Canada, 1986) which noted that, "The emerging band-operated system has the potential for overcoming these past deficiencies, but it also suffers from a limited perception and resourcing as a full, professional system" (p. 374). Many First Nations schools are located in small isolated communities and therefore do not possess the resources to deliver such services as curriculum development, special education and other educational services found in larger educational systems. Without adequate funding, First Nations education systems will be restricted in their ability to contract outside agencies for the provision of these services.

Finally, a significant number of Native children continue to be educated in schools operated by provincial Ministries of Education. As has been discussed, Native organizations such as the National Indian Brotherhood and their provincial counterparts have called for provincial governments to adopt specific policies which would make provincial schools more accommodating to the special needs of Native students. Many provinces have adopted policies to train additional Native teachers, provide for Native language instruction and

incorporate Native studies programs in their curricula. For example, the province of Ontario has produced specific curriculum documentation designed to accommodate Native students through the People of Native Ancestry (Ontario Ministry of Education, 1975, p. 18) series, specific units on Native studies in the History and Contemporary Studies (Ontario Ministry of Education, 1986) curriculum document, and a senior high school course in Native Studies. Furthermore, the Ontario government has developed a Native language curriculum for use in all grades from the primary through the secondary levels. Finally, the province has established Native Teacher Education Programs at a number of faculties of education in the province.

While the province of Ontario has established a number of programs designed to accommodate Native students in its schools, the ability of Native parents to have input into the education of their children is still limited. Present legislation directly relates Native representation to the proportion of Native children enrolled in a board's schools and this applies only to those bands which have tuition agreements with a board of education. Under such arrangements, non-status and urban Native people are not provided with any representation other than that provided to other rate payers within a board's jurisdiction. In the case of Native people living on crown land outside of a board's boundaries, this can amount to disenfranchisement.

This chapter has provided an overview of the historical events that have influenced the development of the federal Native educational system. Additionally, it has examined recent developments influencing Native education in provincial schools. It has examined the rationale for, and the development of, the First Nations system. Finally, the chapter has presented an overview of the provision of specific educational services to Native children in all three educational systems. A more detailed analysis of the delivery of these services is presented in the subsequent chapters of this study.

CHAPTER III

METHODOLOGY

This study is designed to inquire into the delivery of specific educational program services to Native children attending federal, provincial, and First Nations schools located in Northwestern Ontario. These program services are as follows: (a) curriculum and standards, (b) staffing, (c) staff support and supervision, and (d) student support. Information about these services was acquired through the use of a mailed questionnaire, structured interviews, and document analysis.

SAMPLE POPULATION

For the purposes of this study Northwestern Ontario is defined as the geographical region incorporated within the INAC administrative areas of James Bay, Sioux Lookout, and Western Districts (see map in Appendix B). Located within this region are some 68 Native communities of which 9 are classified as "urban," 26 as "rural remote," and 33 as "special access" (INAC, Western District, 1990, p. 2-2). Educational services are provided to these communities by three distinct educational jurisdictions: (a) Federal schools operated by Indian and Northern Affairs Canada, (b) Provincial schools operated by public or separate school boards, and (c) First Nations schools operated by local First Nations Education Authorities.

The selection of the sample was based on an examination of the 1986-1987 Northern Directory (Government of Ontario, 1987) and the Directory of Education 1988-1989 (Government of Ontario, 1988). The information provided by these documents identified 53 Native communities which formed the basis of the sample population. These communities reflect a mixture of urban, rural-remote and special access Native communities found in the region.

DEVELOPMENT OF THE QUESTIONNAIRE

The bulk of the data was acquired by means of a questionnaire (Appendix C) which combined elements of More's (1984) examination of process variables, and the evaluative model utilized in the Indian Education Paper Phase One (INAC, 1982, p. 19). The INAC model examined Program Delivery Factors in Federal and Provincial Schools Associated with Education Quality. Of these factors, four were selected to form the basis of the primary research instrument. These included: (a) curriculum and standards, (b) staffing, (c) staff support and supervision, and (d) student support services. These four factors were selected for the following reasons.

First, while conducting a review of the literature on the subject of Native education it became apparent that a number of common themes were emerging. Studies such as the Indian Control of Indian Education Paper (N.I.B., 1972), the Summary Report of the Task Force on the Educational Needs of Native Peoples of Ontario (Government of Ontario, 1976), the Indian Education Paper Phase One (INAC, 1982), and the Tradition and Education: Towards a Vision of Our Future (A.F.N., 1988) document have all focused to a large degree on the four aforementioned program delivery services. Secondly, these four factors correspond with the 'process variables' enumerated by More (1984) in his paper Quality of Education of Native Indian Students in Canada: A Review of Research. These four factors provide the main categories from which the body of the questionnaire was developed. A detailed examination of the research instrument and the rationale for its component questions follows.

Curriculum and Standards

The Assembly of First Nations (1988) and its predecessor the National Indian Brotherhood (1972) have expressed concern regarding the nature of the curricula currently used in federal, provincial, and First Nations schools. These concerns centre on what Native leaders consider to be the lack of curricula that is culturally relevant to Native students. This

concern is not limited to those Native students attending federal and provincial schools, but extends to the First Nations system as well. In order to examine the nature of the curricula studied by Native students in all three educational systems in Northwestern Ontario, a series of questions were incorporated into the research instrument. These questions were intended to investigate the source of the curriculum documents used in each of the three educational systems, as well as to identify the agency/ies providing curriculum resource materials to these schools. Additionally, the questionnaire sought to determine to what extent a Native cultural component had been included in the curriculum of each school system.

(1) Source of Curriculum Documents

First, the questionnaire sought to identify the source of the curriculum documentation available to each of the three educational systems providing educational services to Native students in Northwestern Ontario. This is significant in that many Native organizations have expressed concern that the curricula utilized in federal and First Nations schools is based on the provincial curriculum model, and therefore, does not reflect the specific needs of Native students. To identify the source of their curricula, respondents were asked to identify the agency/ies that furnish their school/s with their curriculum documentation. Because the implementation of curriculum also requires the provision of resource materials such as audio visual materials, instructional kits and library materials, respondents were also asked to identify the agency/ies providing them with these materials. The precise wording of these questions is as follows:

Question #1: The curriculum in your school/s has been developed by: (1) Indian and Northern Affairs, (2) Ontario Ministry of Education, (3) Developed locally, (4) A Native cultural organization, and (5) Other (please specify).

Question #2: Which of the following curriculum resource services do the school/s in your education system use? (1) Indian and Northern Affairs Office, (2) Ontario

Ministry of Education, (3) A public school board of education, (4) A separate school board of education, (5) A Native cultural center, (6) No curriculum resource services, and (7) Other (please specify).

(2) Cultural Component

Secondly, because various Native organizations have expressed concern regarding the cultural relevance of the curricula currently in place in all three systems, respondents were asked to indicate the degree to which a Native cultural component had been included in their curricula. Research questions were worded in the following manner:

Question #3: The Native cultural component of your school/s curriculum includes the following: (1) Native language instruction, (2) Native cultural instruction, (3) Native history, (4) Native music, (5) Native Art, (6) Native Dance, (7) Native handicrafts, (8) Other (please specify).

(3) Curriculum Review

The curricula developed by agencies such as the Ministry of Education is often subject to review and modification by individual schools and boards of education. However, federal, provincial, and First Nations schools operate within different operational frameworks. Therefore, the means by which curricula are reviewed and modified may differ from system to system. In order to identify the groups or individuals responsible for conducting such a review in the school/s surveyed, the following questions were included in the questionnaire.

Question #4: Is the curriculum in your school/s subject to review? (1) Yes, or (2) No.

Question #5: How often is the curriculum subject to review (please specify)?

Question #6: If the curriculum is subject to review, who is responsible for conducting this review? (1) The teaching staff, (2) The education committee, (3) The education authority, (4) The Chief and Council, (5) Outside evaluators, (6) Indian Affairs District Office staff, and (7) Other (please specify).

Staffing

Documentation produced by INAC (1982), the Assembly of First Nations (1988) and the Mushkegowuk Tribal Council (Luloff, 1988) have identified the recruitment and retention of teaching staff as a pressing problem in both federal and First Nations schools. In order to investigate the delivery of staffing services in all three educational systems. The research instrument was designed to examine various staffing issues such as the professional qualifications required of teachers, pay and benefits, and the membership of educational employees in professional (union) organizations.

(1) Professional Qualifications

One factor directly influencing the recruitment of staff is the professional qualifications required of their prospective teachers by each educational jurisdiction. Because each educational system functions within its own legal and operational guidelines, the questionnaire sought to determine if there were significant variations in the professional qualifications required by each system. Respondents were, therefore, asked to indicate the nature of the certification required of their teaching staffs. The specific research question asked was:

Question #1: The teachers in your educational system are required to have: (1) An Ontario Teacher's Certificate, (2) A Teacher's Certificate from any province or territory in Canada, or (3) Other (please specify).

(2) Benefits and Salaries

Research conducted by both the Assembly of First Nations (1988) and INAC (1982) has demonstrated a level of concern regarding what is perceived to be a discrepancy between the salaries and benefits offered in federal and First Nations schools and their provincial counterparts. The questionnaire examined a number of aspects of this question. Specific questions were developed to inquire into the salary grid, of teachers employed by each system. Additionally, questions were developed to inquire into the nature of the employment

benefit packages offered to educational employees in each system. Respondents were asked to identify whether or not they provided their educational employees with such supplemental benefits as superannuation plans, dental care, transportation allowances, and other benefits such as sick leave and paid education leave. The participants in the survey were asked the following questions:

Question #2: Which of the following benefits are provided to educational employees?

(1) Pension plan (other than Canada Pension), (2) Isolated Post Allowance, (3) Dental plan, (4) Transportation allowance, (5) Eye care plan, (6) Medical plan in addition to OHIP, (7) Life insurance, (8) Sick leave, and (10) Other (please specify).

Question #3: The salaries of educational employees are paid according to: (1) Federal (Indian Affairs Salary Grid), (2) A provincial school system salary grid, (3) A locally developed salary grid, and (4) Other (please specify).

(3) **Professional Organizations**

The Indian Education Paper Phase One (INAC, 1982) also indicated that federal teachers were apprehensive about the trend to local control of Native education due to the fact that they would lose their union representation in the transfer process. Because of the linkage between existence of collective bargaining units and such issues as pay, employment benefits, job security, and provision of pre-service orientation, the questionnaire sought to determine the degree of membership in professional (union) organizations in each educational system. Respondents were asked to identify whether or not their educational employees were members of a professional (union) organization. If the response was positive, they were then asked to identify the organization their education staff belonged to. The specific questions were as follows:

Question #4: Are educational employees members of a professional (union) organization? (1) Yes, and (2) No.

Question #5: If your educational employees are members of a professional (union) organization, are they members of? (1) An affiliate of the Ontario Teacher's Federation, (2) The Public Service Alliance of Canada, or (3) Other (please specify).

Question #6: Are educational employees eligible for paid education leave? (1) Yes, or (2) No.

Question #7: Are newly hired education employees provided with pre-service orientation to the community they will teach in? (1) Yes, or (2) No.

Staff Support and Supervision

Studies conducted by Denis (1985) and Agbo (1990) indicated a correlation between the availability of professional support and the degree of isolation and job satisfaction experienced by teachers in Northwestern Ontario. Additionally, because teachers in federal, provincial and First Nations schools work within the operational requirements of their respective organizations, there exists the possibility that supervisory relations and support may differ from system to system. The research instrument was designed to examine the question of teacher and principal supervision as well as the degree of professional support provided to educational staff in each of the three systems.

(1) Professional Support

To investigate the professional support provided to teachers in all three educational systems, the questionnaire inquired into two specific areas. These were: (a) the availability of consultant services, and (b) the identification of the agency/ies providing consultant services. Respondents were asked to indicate whether or not consultant services were available to provide their teachers with in-service professional development. Furthermore, these individuals were asked to identify the agency/ies which provided these services to their school/s. Respondents were asked to answer the following:

Question #1: Do educational employees in your school/s have access to the services

of consultants for in-service professional development? (1) Yes, and (2) No.

Question #2: If consultant services are available are they provided by: (1) Indian and Northern Affairs, (2) Ontario Ministry of Education, (3) A provincial public school board, (4) A provincial separate school board, (5) A Native cultural center, and (6) Other (please specify).

(2) Supervision

Each of the three educational systems participating in this survey operates within the guidelines established by its own legal foundations and mandates. Because these administrative structures vary from system to system, each system is likely to have its own unique approach to supervisory relations with its educational staff. Inquiry into the nature of supervisory relations focused on three main areas: (a) teacher supervision, (b) principal supervision, and (c) the locus of final authority within each system. The questionnaire specifically inquired into which individual/s were responsible for the supervision of both teachers and principals within each system. Additionally, the questionnaire asked which individuals or organizations constituted the final authority within each jurisdiction. The objective of these questions was to ascertain if significant differences in authority structures existed among the three systems being examined in this study. Participants in the survey were asked the following questions:

Question #3: In your school/s the supervision of the teachers is the responsibility of the: (1) Principal/Vice-Principal, (2) Director of Education, (3) Superintendent of Education, (4) School Committee, (5) Education Authority, and (6) Other (please specify).

Question #4: In your school/s the responsibility for the supervision of the principal is the responsibility of the: (1) Superintendent of Education, (2) Director of Education, (3) Education Authority, (4) Education Committee, (5) Chief and Council, and (6) Other

(please specify).

Question #5: In the case of dispute, does your education system have an established grievance procedure? (1) Yes, or (2) No.

Question #6: In your education system the final authority in case of dispute lies with: (1) The Public Service Commission of Canada, (2) The Ontario Public Service Commission, (3) A public school board of education, (4) A separate school board of education, (5) Education Authority, (6) Chief and Council, and (7) Other (please specify).

Question #7: Does your education system have a policy manual which outlines standard operational procedures for your school/s? (1) Yes, (2) No, (3) Policy manual is being developed, and (4) Other (please specify).

Student Support Services

The Indian Education Paper Phase One (INAC, 1982) noted that the socioeconomic conditions existing in many Native communities made the provision of student support services critical to the long term retention and achievement rates of Native students in formal educational institutions. Additional research conducted by the Assembly of First Nations (1988) and the Ontario Ministry of Education (1989) confirmed existence of this relationship between student success and provision of student support services. The student support services most frequently referred to in these documents are: (a) special education, (b) guidance counselling, (c) career counselling, and (d) co-curricular activities. Furthermore, the Ontario Ministry of Education study also noted that while participation in co-curricular activities (or lack thereof) was not "an actively contributing factor to dropping out, almost all educators in the schools felt that participation improved a students' chances of remaining in school" (p. 63). The following questions were asked in order to determine the degree to which these services are provided in the three systems being studied.

(1) Special Education Services

With passage of Bill 82 the Ontario Provincial government provided the catalyst which led the federal and First Nations educational systems to adopt their own mechanisms for the provision of special education services. The manner in which these services are delivered, however, may vary from system to system as each system seeks to establish a delivery mechanism suitable to its operational requirements. Respondents were asked to indicate the nature of the special education services which they provided in their school/s. Among these were diagnostic assessment, remedial instruction and withdrawal services. The questionnaire also provided respondents with the opportunity to list any alternate services not listed in the questionnaire itself. Furthermore, respondents were asked to identify the individuals or organizations responsible for delivery of special education services within their systems. These questions were designed to investigate whether individual systems had the capability of delivering their own services or whether or not they were dependent on outside organizations for the delivery of this service. Respondents were asked to reply to the following questions:

Question #1: Which of the following special education services do your school/s provide? (1) Diagnostic assessment, (2) Psychological assessment, (3) Remedial assessment, (4) Special education teacher, (5) Withdrawal services, (6) No services, and (7) Other (please specify).

Question #2: Special Education services are provided by: (1) Local resource people, (2) Provincial public school board, (3) Ontario Ministry of Education, (4) Provincial separate school board, (5) Health and Welfare Canada, and (6) Other (please specify).

(2) Career and Guidance Counselling Services

A similar approach was taken in examining the provision of guidance and career counselling. Respondents were asked to indicate whether these services were available in

their school/s as well as being asked to identify the individual/s or groups who were responsible for delivery this service. The individuals participating in the survey were asked:

Question #3: Do students in your school/s have access to guidance counselling? (1) Yes, and (2) No.

Question #4: Career and guidance counselling are provided by: (1) A band Social Counsellor, (2) A member of the teaching staff, (3) Local resource people, and (4) Other (please specify).

(3) Co-curricular Activities

Federal and First Nations schools operate under very different conditions when compared to their urban, county, and district provincial counterparts. Located, for the most part in isolated communities, these schools often do not have the facilities to offer the same range of co-curricular activities as their provincial counterparts. In order to determine the range and nature of the co-curricular activities provided by the school/s participating in the survey, the following question was asked:

Question #5: Some co-curricular activities in your school/s are: (1) School lunch program, (2) Noon hour activities, (3) After school sports program, (4) Intra-mural sports, (5) Inter-school sports, and (6) Field trips.

The questionnaire also included an open-ended question that allowed the respondents to reply to the following question: What will be your education system's greatest needs in providing educational services for Native people in the years to come? This question was intended to give the respondents the opportunity to express concerns about the delivery of educational services to Native students in areas that were not included in the survey instrument. An example of questionnaire may be found in Appendix C.

QUESTIONNAIRE VALIDATION

In development of this questionnaire, assistance was sought from faculty members

and graduate students at the School of Education at Lakehead University. Four graduate students and two faculty members were approached. These individuals were asked to examine and comment upon the format of the questionnaire as well as upon the clarity and appropriateness of the questions it contained. A number of valuable suggestions were offered and subsequently incorporated into the final version of the questionnaire.

The information gathered through the research questionnaire was verified, in so far as was possible, by comparing survey replies with data retrieved from other sources such as government documents and the structured interviews. This was necessary due to the fact that, in a number of instances, individual responses to the questions contained in the questionnaire were at variance with the practices, policies, and procedures currently in place among the educational jurisdictions examined in this study. For example, if a respondent was not completely familiar with the terms of his/her collective agreement, then his/her answer to that component of the questionnaire may vary from the actual terms of that agreement. These differences between perception and existing practices were identified by comparing questionnaire results with (insofar as was possible) the relevant documentation regarding the question being examined. Such differences between existing policies, procedures, and practices, and individual questionnaire responses are further noted and discussed in Chapter V.

In some cases, however, it was not possible to validate the questionnaire results in this manner. The accuracy of the data presented in Chapter IV is, therefore, limited by the knowledge, perceptions and the manner in which individual respondents interpreted each question. Additionally, data related to the survey question regarding the locus of final authority in dispute resolution has been deleted from this study. This is due to the fact that the question was worded in such a manner as to be open a wide range of interpretations. As a result the data retrieved from this particular section of the questionnaire was inaccurate and

did not reflect existing practices when compared with the relevant documentation and existing administrative practices.

ADMINISTRATION OF THE QUESTIONNAIRE

Questionnaires were mailed to 37 provincial school boards (public and separate) and 28 First Nations schools. In addition principals of 7 federal schools were contacted, with the permission of the Assistant District Superintendent of Education for Westlake District¹, at their annual orientation conference held in an urban center in Northwestern Ontario. During this conference the principals were approached and requested to complete the questionnaires.

The first mailing (for provincial and First Nations schools) was conducted in mid-September of 1990. Each mailing consisted of a covering letter, printed questionnaire and a stamped addressed envelope. Subsequent mailings were conducted in mid-October and mid-November of the same year. The number and percentages of returns for each education system participating in the survey are presented in Table 2.

TABLE 2
NUMBERS AND PERCENTAGES OF RETURNS BY EDUCATIONAL JURISDICTION

Jurisdiction	Number of Sample	Number of Returns	Percentage of Returns
Provincial Schools	37	27*	72.9%
First Nations Schools	28	26	92.8%
Federal Schools	7	7	100.0%
TOTAL	72	60	83.3%

* While 27 provincial school boards replied to the questionnaire, one board reported that its only school was closed. Therefore, only 26 returns from the survey were used in the actual analysis of the data.

1. Westlake is a pseudonym for an existing INAC administrative district.

PERMISSION

Permission to administer the questionnaire was gained in the following manner. In the case of provincial boards of education, the questionnaire was sent to the senior officer listed in the provincial Directory of Education 1988-89 (Queen's Printer for Ontario, 1988). In most cases this proved to be either the Chairperson of the board or the Director of Education. Because these individuals represent the senior most officers of their respective boards, it was not necessary to obtain their written consent to administer the instrument because they had the option of not completing the questionnaire. In First Nations schools the lines of authority are unclear because these schools are still in a developmental stage. Given this state of development, the principals of these schools are the most senior identifiable sources of authority. The questionnaire was, therefore, sent to the principals of the First Nations schools selected to be part of the sample population. They also had the option of not completing the questionnaire. As previously mentioned, permission was obtained from the Assistant District Superintendent of Education prior to distributing the questionnaire to federal school principals. All participants in the survey were guaranteed anonymity in a covering letter which was included in the instrument package (Appendix C).

Secondary Data Sources

The literature review conducted as a part of this study revealed the existence of a number of documents developed by Native and non-Native organizations which deal exclusively with Native education. These documents, published by federal, provincial, and First Nations authorities, provided valuable information concerning the education of Native children in all three education systems. While many of these documents evaluated Native education from a national perspective, others examined the issue at a provincial or local perspective. The titles of these documents are as follows:

- (a) Indian Education Paper Phase One (INAC, 1982).
- (b) Indian Education Project Volume 3: Methods of Evaluating Quality of Instruction in

- Indian Schools (Government of Canada, 1983).
- (c) Indian Education Project Volume 4: Curriculum in Indian Schools (Government of Canada, 1983).
- (d) Indian Education Project Volume 5: Results of the Survey of Indian School Principals (Government of Canada, 1983).
- (e) Evaluation Assessment: Elementary and Secondary Instruction Component of the Indian Education Program (Government of Canada, 1982).
- (f) Indian Control of Indian Education (N.I.B., 1972).
- (g) Tradition and Education: Towards a Vision of Our Future, A Declaration of First Nations Jurisdiction Over Education Volumes 1-4 (A.F.N., 1988).
- (h) Local Control Series Volumes 2-10 (Northern Nishnawbe Education Council, n.d.).
- (i) Native Student Dropouts in Ontario Schools (Ontario Ministry of Education, 1989).

Both the results of the questionnaire and the above documents supplied valuable information for this study. However, in order to broaden the data base provided by these sources, structured interviews were conducted with the Assistant Superintendent of Education (ADSE) for Westlake District (INAC) and the Superintendent of Education for an urban provincial board of education with a significant Native population.

The interview conducted with the ADSE for Westlake District was conducted in the District office early in September of 1990 and followed a structured format. These questions addressed the delivery of the four educational services and like the mailed questionnaire, focused on the following areas: (a) the nature of the services provided by the Department to federal, provincial and First Nations schools in Northwestern Ontario, (b) the nature of the special education services provided in federal schools, (c) the source of the curriculum guidelines used in federal schools, (d) the frequency of the process used to evaluate curriculum in federal schools, (e) the availability of career and guidance counselling in federal schools, (f) the qualifications required of teachers in federal schools, (g) the provision of paid education leave and pre-service orientation to federal teachers, (h) responsibility for and

means of evaluating federal teachers and principals, and (i) what the ADSE thought the federal government's role in Native education (in Northwestern Ontario) would be over the next five years.

During the course of the interview various supplementary questions were asked in order to gain a greater understanding of how local conditions influence the delivery of national and regional educational programs in the district. These supplementary questions stemmed from the ADSE's replies to the questions contained in the structured interview format and were not pre-planned. With the consent of the ADSE, the interview was tape recorded for latter transcription and analysis. The interview with the Assistant Superintendent of Education for an urban board of education in the region followed a similar format using a comparable set of structured questions. These questions differed from the ones used in the interview with the federal official only in that they dealt with the delivery of services within a provincial education system. Therefore, the wording of the questions used reflected the provincial orientation of the issues discussed.

These interviews provided valuable data that could not be obtained from either the questionnaire or the documentation provided by official sources. For example, the interview with the INAC Assistant Superintendent of Education provided information as to the local implementation of the special education program, information that could not be obtained from either the questionnaire or from documents supplied by national or regional INAC offices. An example of the consent forms for these interviews can be found in Appendix D.

DATA PRESENTATION AND ANALYSIS

Once the questionnaires were returned, the results were tabulated and presented in the tables introduced in Chapter IV. These tables illustrate the percentages of federal, provincial and First Nations schools offering specific educational services to the students in their systems. The tables also identify the agency/ies responsible for delivery of these educational programs within each system. An examination of the data presented in the tables leads to the identification of significant differences in the degree to which certain services are

offered among the three educational systems currently operating in Northwestern Ontario. For example, an examination of the data presented in Table 21 clearly indicates that special education teachers are far more prevalent in provincial schools than in their First Nations or federal counterparts. Furthermore, the data available in Table 22 indicates an important difference among the three systems concerning the agencies that provide special education services in each system. The discovery of such variations led to the next stage in the research process, that is, an explanation for these variations.

Once my analysis of the questionnaire conveyed on the answers to the main research questions, the supplemental information supplied by the interviews and documents was used to determine the means by which these services were delivered (as well as the reasons for differences in the way in which these services are delivered). The data displayed in the various data tables only reveals the extent to which each educational system provides certain program services and identifies the agency/ies that provide these services. The data tables do not, however, explain how those services are delivered or account for the fact that local conditions may result in significant differences (from system to system) in the way programs are implemented. For example, the data supplied by Table 21 indicates that special education services are provided by all three educational systems participating in the survey. However, neither Table 21 nor Table 22 give any indication as to how these services are delivered. Information gained through the interview with the federal ADSE showed that federal and First Nations schools approach the delivery of special education services in an entirely different manner when compared to their provincial counterparts. Additional analysis of the documentation provided by the Ontario Ministry of Education permitted the investigation of means by which special education services are delivered in provincial schools. The result was discovery of important information that could not have been obtained through the sole use of a survey questionnaire. These discoveries were: (a) that while all three systems provide their students with special education services, federal and First Nations schools deliver these services in a manner that is significantly different from their provincial counterparts, and (b)

that the federal special education program is based on a different set of principles from those of the provincial system. The addition of the interview and document analysis component to the overall research design allowed presented a more thorough picture of the delivery of educational programs in federal, provincial, and First Nations schools than would have been possible through the use of a questionnaire alone.

Overall this research methodology is particularly suited to the unique geography of Northwestern Ontario. As previously mentioned, most First Nations and federal schools are located in "rural remote" and "special access" communities. For example, the six federal schools in Westlake District are located in an administrative district approximately the size of France. Given the geography of the region, data acquisition through the use of interviews alone, would have been logistically difficult and prohibitively expensive. Conversely, the exclusive use of a questionnaire, while providing a data base, would have failed to provide information regarding the local application and implementation of national and provincial programs. In order to provide a balanced description of the delivery of specific educational programs to Native students in Northwestern Ontario, it was necessary to employ more than one research technique.

CHAPTER IV

PRESENTATION OF SURVEY RESULTS

This chapter presents the tabulated data for each of the questions which were posed in the survey questionnaire. These figures have been generated from the replies received from 7 federal schools, 27 provincial public and separate school boards, and 26 First Nations schools in Northwestern Ontario.

The cumulative results from the questionnaire are presented in a series of tables. Each table represents the total number of responses received to each question asked in the questionnaire, as well as a translation of those totals into percentages. Cumulative percentages in many cases exceeded 100% due to the fact that the questionnaire allowed for multiple answers to individual questions. Also included is a synthesis of the responses to the open-ended question component of the questionnaire. The data tables and an explanation of their contents follow.

There were also a number of anomalies in the data. These are: (a) one provincial school board, for example, responded by stating that their only school had been closed; (b) another provincial school board responded by stating that it had no Native students enrolled in its schools; and (c) one provincial school board stated that it did not "have tuition agreements to provide Native education."

These anomalies are significant for two reasons. First, because one provincial school board reported that its school was closed, the number of provincial schools providing responses to individual questions in the questionnaire is reduced to 26. Second, the fact that two provincial school boards reported either having no Native students or lacked tuition agreements to provide Native education resulted in those school boards not answering a number of questions in the questionnaire. These responses resulted in several data tables having an additional category entitled "no reply."

Curriculum and Standards

Federal, provincial, First Nations schools in Northwestern Ontario have access to curriculum documents from a number of sources. These include the Ontario Ministry of Education, the Department of Indian Affairs and Northern Development and various Native Culture Centres. Additionally, both public and separate school boards, First Nations Education Authorities, Tribal Councils and individual schools often develop their own curricula. The purpose of the Table 3 is to identify the source of the curricula used in the schools involved in this study.

TABLE 3
SOURCE OF CURRICULUM USED IN SCHOOLS SURVEYED

Source of Curriculum	Federal Schools N=7	Provincial Schools N=26	First Nations Schools N=26
Dept. of Indian Affairs	100.0% (7)	3.8% (1)	65.3% (17)
Ministry of Education	71.4% (5)	84.6% (22)	61.5% (16)
Locally Developed	57.1% (4)	65.3% (17)	46.1% (12)
Native Cultural Center	0.0% (0)	3.8% (1)	0.0% (0)
Other*	14.2% (1)	0.0% (0)	11.5% (3)

Percentages exceed 100% due to multiple responses.

* One federal school reports that its curriculum was a "mixed bag."

First Nations schools also reported the following as sources of their curriculum: (a) community-based curriculum developed by teachers and the community (1), (b) First Nations curriculum (1), and (c) special activities and programs developed by the community (1).

Responses to the open-ended question reveal a number of concerns regarding the sources of curriculum used in the schools participating in the survey. First Nations schools expressed the need for development of a curriculum that was culturally relevant to Native students. This was stated in a number of replies. Provincial schools also noted the need for curriculum that was relevant to Native students. Replies from provincial schools, however,

also expressed the need to prepare Native students for life in the "outside world" and noted that Native students entering provincial secondary schools were often several years behind grade level in basic skills. Federal schools observed that while curriculum needed to be made more relevant to Native culture, there was also a need to prepare Native students for life in a "white-dominated society."

The data presented in Table 3 illustrates the fact that federal and First Nations schools both remain dependent on the Ontario Ministry of Education for at least part of their curriculum materials. 71.4% of the federal schools and 61.5% of the First Nations schools surveyed indicated that they used Ministry of Education materials as a basis for at least part of their schools' curricula. Even more significant is the fact that little use is made of materials generated by Native Cultural Centers by schools in any of the educational systems participating in this study.

Sources of Curriculum Resource Materials

Curriculum resource materials such as library materials, films and other audio-visual aids, and instructional material kits can be obtained from a variety of sources. The purpose of the following table is to identify the sources from which the schools in the survey obtain such resource materials.

TABLE 4
IDENTIFICATION OF AGENCY/IES PROVIDING
CURRICULUM RESOURCE MATERIALS

Agencies Providing Resource Materials	Federal Schools N=7	Provincial Schools N=26	First Nations Schools N=26
Dept. of Indian Affairs	100.0% (7)	11.5% (3)	73.0% (19)
Ministry of Education	85.7% (6)	92.3% (24)	84.6% (22)
Public School Board*	14.2% (1)	35.8% (10)	38.5% (10)
Separate School Board*	14.2% (1)	26.9% (7)	3.8% (1)
Native Cultural Center	42.8% (3)	7.7% (2)	43.3% (11)
Tribal Council	0.0% (0)	0.0% (0)	3.8% (1)
No Curriculum Resources	0.0% (0)	0.0% (0)	11.5% (3)
Others	0.0% (0)	0.0% (0)	0.0% (0)

* Public and separate school boards are listed separately from the Ministry of Education due to the fact that many boards of education have their own curriculum departments.

Table 4 demonstrates further the importance of the Ontario Ministry of Education in the provision of curriculum materials to schools in all three educational systems operating in Northwestern Ontario. 85.7% of federal schools, 92.3% of provincial school boards and 84.6% of First Nations schools surveyed utilize the Ministry of Education as a source of curriculum resource materials. While more than 40% of the federal and First Nations schools surveyed make use of curriculum resources provided by Native Cultural Centres, only 7.7% of the provincial school boards surveyed do so.

Native Cultural Components

The table below illustrates the aspects of Native culture which are incorporated into the curriculum of sample population schools.

TABLE 5**NATIVE CULTURAL COMPONENTS INCORPORATED INTO THE CURRICULUM**

Cultural Component	Federal Schools N=7	Provincial Schools N=26	First Nations Schools N=26
Native Language Program	100.0% (7)	53.8% (14)	100.0% (26)
Native Culture	85.7% (6)	57.7% (15)	73.0% (19)
Native History	42.8% (3)	61.5% (16)	57.7% (15)
Native Music	14.3% (1)	50.0% (13)	26.9% (7)
Native Art	51.7% (4)	57.7% (15)	38.5% (10)
Native Dance	14.3% (1)	38.5% (10)	19.2% (5)
Native Handicrafts	57.1% (4)	50.0% (13)	65.4% (17)
No Native Component	0.0% (0)	26.9% (7)	0.0% (0)
Others	0.0% (0)	0.0% (0)	26.9% (7)

* Among the other elements of Native culture included in the curricula of First Nations schools are: (a) Native religion (1), (b) drumming (1), (c) survival skills (3), and (d) drug and alcohol counselling (2).

The most numerous comments regarding the inclusion of a cultural component in the curriculum came from First Nations schools. These comments were largely centered around the preservation of language and culture. The most articulate response stated that the curriculum needed to reflect the bilingual and bicultural nature of the school's program. Both provincial and federal schools acknowledged the need for a cultural component in the curriculum. However, there was an expressed concern about the ability of Native students to meet the academic standards required by the provincial education system.

While Table 5 indicates that most of the schools participating in the survey had included some form of Native culture in their curriculum, there are some significant variations in their provision of this service. For example, while 100% of both federal and First Nations schools provide their students with Native language instruction, only 53.8% of provincial

school boards have similar programming. Similarly, while 85.7% of federal schools and 73.0% of First Nations schools include instruction in Native culture in their programs, only 57.7% of their provincial counterparts do the same. Of particular significance is the fact that 26.9% of the provincial school boards responding to the questionnaire stated that they had no Native cultural component included in their curriculum.

Curriculum Review

Because the curriculum utilized in schools is often modified to reflect the changing needs of society, it is often subject to review and revision. Table 6 is intended to establish whether or not the curriculum in the schools surveyed is subject to review.

TABLE 6

IS THE CURRICULUM IN SCHOOLS SURVEYED SUBJECT TO REVIEW?

Curriculum subject to review?	Federal Schools N=7	Provincial Schools N=26	First Nations Schools N=26
Yes	85.7% (6)	80.7% (21)	76.4% (20)
No	14.3% (1)	0.0% (0)	3.8% (1)
No Reply*	0.0% (0)	19.3% (5)	19.8% (5)

* No Reply refers to the fact that some respondents chose not to provide replies to this particular section of the questionnaire.

The results indicate that curriculum review is a common practice in all three educational systems in the region.

The review and evaluation of curriculum is often the responsibility of different individuals or groups within an educational system. The purpose of Table 7 is to ascertain which individuals or groups within the schools surveyed are responsible for curriculum review.

Table 7 indicates that in provincial and federal schools the locus of responsibility for the review of curriculum is concentrated between the teaching staff and the individual

systems' administrative personnel. For example, in federal schools the responsibility for curriculum review is divided between the teaching staff (85.7%) and the Department of Indian Affairs (85.7%). Provincial school boards show similar results, as 80.8% responded by stating that their teaching staffs are responsible for curriculum review and 57.8% indicate that "others" are responsible for this review. An examination of the "others" replies reveals that most of the individuals or groups named under this category hold administrative positions. First Nations schools, however, demonstrate a different pattern. Responsibility for curriculum review appears to be distributed among a variety of individuals or groups. Among these are, the teaching staff (53.8%), the Education Authority (65.3%), outside evaluators (34.6%), and the Education Committee (26.9%).

TABLE 7
INDIVIDUALS OR GROUPS RESPONSIBLE FOR CURRICULUM REVIEW

Review Conducted by:	Federal Schools N=7	Provincial Schools N=26	First Nations Schools N=26
Teaching Staff	85.7% (6)	80.8% (21)	53.8% (14)
Education Committee	28.6% (2)	0.0% (0)	26.9% (7)
Education Authority	14.3% (1)	0.0% (0)	65.3% (17)
Chief and Council	0.0% (0)	0.0% (0)	19.2% (5)
Outside Evaluators	0.0% (0)	7.7% (2)	34.6% (9)
Dept. of Indian Affairs	85.7% (6)	0.0% (0)	19.2% (5)
Others*	0.0% (0)	57.8% (15)	26.9% (7)
No Reply	14.3% (1)	7.7% (2)	3.8% (1)

* Among provincial school boards "others" include the following: (a) Board of Education (7), (b) Principal/Department Head (2), (c) Board Review Committee (2), (d) Curriculum Coordinator (2), (d) Board Supervisory Officer (1), and (e) Isolate Schools Professional Development Committee (1).

Among First Nations Schools "others" includes: (a) principal (2), (b) Ontario Ministry of Education (2), (c) Director of Education (1), (d) Tribal Council (1), and (e) community members (1).

STAFFING

Staff Qualifications

Schools from all three educational jurisdictions expressed concerns regarding the staffing of their schools. First Nations schools, in particular, called for an increased number of Native teachers in their schools. While provincial schools also felt that an increase in the number of Native teachers was desirable, they were more apt to include a wish that Native teachers hold Ontario Teacher's Certificates. Federal schools also stated the need to attract well-qualified teachers.

The results of Table 8 reflect the differences in professional qualifications required of teaching staff in each educational jurisdiction. The vast majority of provincial school boards (80.7%) indicate that they require an Ontario Teacher's Certificate as the basic professional qualification required of their teaching staff. Federal schools (76.9%) require a teacher's certificate from any province or territory in Canada. While First Nations schools accept either an Ontario Teacher's Certificate or a teaching certificate from any province or territory, 15.4% of these schools indicated they would accept some form of alternative accreditation.

TABLE 8
QUALIFICATIONS REQUIRED OF TEACHING STAFF IN SURVEYED SCHOOLS

Qualifications Required	Federal Schools N=7	Provincial Schools N=26	First Nations Schools N=26
Ontario Teacher's Certificate	23.1% (2)	80.7% (21)	26.9% (7)
A Teaching Certificate from Province/Territory in Canada	76.9% (5)	15.4% (4)	23.0% (6)
Either of the Above	0.0% (0)	0.0% (0)	34.6% (9)
Other*	0.0% (0)	7.7% (2)	15.4% (4)
No Reply	0.0% (0)	3.9% (1)	15.4% (4)

* In First Nations schools "other" includes the following: (a) Ontario Letter of Standing (1), (b) Ontario Letter of Eligibility, (c) Bachelor of Arts Degree (1), (d) Native Classroom Assistant's Certificate.

Employment Benefits

Because each education system has its own administrative framework, educational employees in each system may receive different employment benefit packages. Table 9 examines the benefit packages offered to educational employees in each system.

TABLE 9
EMPLOYMENT BENEFITS PROVIDED TO EDUCATIONAL EMPLOYEES

Benefit Provided	Federal Schools N=7	Provincial Schools N=26	First Nations Schools N=26
Pension Plan*	85.7% (6)	92.3% (24)	80.7% (21)
Isolate Post Allowance	71.4% (5)	23.0% (6)	46.1% (12)
Transportation Allowance	71.4% (5)	26.9% (7)	53.8% (14)
Dental Plan	100.0% (7)	92.3% (24)	76.0% (20)
Eye Care Plan	42.9% (3)	88.5% (23)	65.4% (17)
Medical Plan (beyond OHIP)	71.4% (5)	84.6% (22)	61.5% (16)
Life Insurance	42.9% (3)	84.6% (22)	73.0% (19)
Housing Provided	100.0% (7)	23.0% (6)	80.8% (21)
Paid Sick Leave	100.0% (7)	88.5% (23)	80.8% (21)
Other**	0.0% (0)	26.9% (7)	23.0% (6)
No Reply	0.0% (0)	3.8% (1)	0.0% (0)

* Refers to a pension plan in addition to the Canada Pension Plan. All federal teachers are members of the P.S.A.C. pension plan. Survey results indicate that one respondent was unaware of the terms of his/her collective agreement.

** Other benefits provided by provincial school boards include: (a) benefits determined by collective agreement (1), (b) Retirement Savings Plan (1), (c) sabbatical leave available (1), (d) long-term disability insurance (1), (e) personal days (1), (f) retirement gratuity (1), and (g) drug plan (1).

Other benefits provided by First Nations schools include: (a) Group Retirement Savings Plan (1), (b) long-term disability (1), (c) additional compensation in lieu of benefits (1), (d) professional development leave (1), (e) an 8% increase in salary as the only benefit (1), and (f) 1990-91 employees excluded from superannuation plan (1).

The results of Table 9 illustrate that while all three educational systems provide their educational employees with benefit packages, there are significant variations among the systems. Of particular significance are the responses listed among the "others" category in the replies from First Nations schools. These responses indicate that some First Nations schools do not offer their educational employees supplemental benefits beyond additional

monetary compensations.

Basis for the Calculation of Salary Grids

Federal, provincial, and First Nations schools operate within different administrative frameworks. The fact that each educational system compensates its educational employees according to its own salary grid may lead to significant variations in rates of pay between systems. Table 10 examines the basis for the calculation of salary grids for educational employees in each of the educational systems surveyed in the questionnaire.

TABLE 10

BASIS FOR THE CALCULATION OF EDUCATIONAL STAFF SALARIES

Salary Calculation Based on?	Federal Schools N=7	Provincial Schools N=26	First Nations Schools N=26
Federal Salary Grid	100.0% (7)	0.0% (0)	23.0% (6)
Provincial Salary Grid	0.0% (0)	96.1% (25)	7.6% (2)
First Nations Salary Grid	0.0% (0)	0.0% (0)	61.5% (16)
Other*	0.0% (0)	0.0% (0)	7.6% (2)
No Reply	0.0% (0)	3.9% (1)	0.0% (0)

* Other replies from First Nations schools include: (a) Tribal Council developed salary grid (2).

The results presented in Table 10 indicate that federal and provincial schools have established their own salary grids for calculating the salaries of educational staff. While most of the First Nations schools surveyed indicated that they had developed their own salary grids, a significant minority (23.0%) continued to use the federal schools salary grid.

Professional Representation

Membership in a professional organization is the norm in federal and provincial schools in Ontario. Such is not always the case for teachers employed by First Nations Education Authorities. Table 11 indicates the percentage of educational employees in each educational system who are members of a professional (union) organization.

TABLE 11

MEMBERSHIP OF EDUCATIONAL EMPLOYEES IN PROFESSIONAL ORGANIZATIONS

Educational Employees Members of Professional Organization or Union?	Federal Schools N=7	Provincial Schools N=26	First Nations Schools N=26
Yes	100.0% (7)	100.0% (26)	7.7% (2)
No	0.0% (0)	0.0% (0)	88.5% (23)
No Reply	0.0% (0)	0.0% (0)	3.8% (1)

Teaching staff in provincial schools are members of one of the affiliates of the Ontario Teacher's Federation while teaching staff in federal schools are members of the Public Service Alliance of Canada. Teachers in First Nations schools, where employees are members of a professional organization, may belong to either of these organizations or some other organization. Table 12 examines the affiliation of those teachers who are members of a professional organization.

TABLE 12
AFFILIATION OF EDUCATION EMPLOYEES WHO ARE MEMBERS
OF PROFESSIONAL (UNION) ORGANIZATIONS

Affiliation	Federal Schools N=7	Provincial Schools N=26	First Nations Schools N=26
An O.T.F. Affiliate*	0.0% (0)	96.1% (25)	3.8% (1)
P.S.A.C.**	100.0% (7)	0.0% (0)	0.0% (0)
Other***	0.0% (0)	0.0% (0)	3.8% (1)
Non-Members****	0.0% (0)	0.0% (0)	92.4% (24)
No Reply	0.0% (0)	3.9% (1)	0.0% (0)

* O.T.F. refers to Ontario Teacher's Federation.

** P.S.A.C. refers to the Public Service Alliance of Canada.

*** One First Nations school indicated that their educational employees were members of an organization designated by an unspecified acronym.

****Table 11 and Table 12 give conflicting results regarding the percentage of teachers in First Nations schools who are members of professional organizations. This apparent anomaly is due to the fact that one respondent gave contradictory answers on the questionnaire

Membership in a professional (union) organization is universal among teachers employed in federal and provincial schools. Furthermore, as demonstrated in Table 12 teachers in these schools belong to a single bargaining unit which gives them considerable leverage when negotiating terms of employment with their respective employers. Table 12 illustrates that 92.4% of the teachers employed in First Nations schools are not members of any professional organization.

Education Leave and Pre-Service Orientation

Table 13 examines whether or not opportunity for paid education leave is incorporated into the conditions of employment for teachers in federal, provincial, and First Nations educational jurisdictions.

TABLE 13
PROVISION OF PAID EDUCATION LEAVE

Paid Education Leave Provided by Employer?	Federal Schools N=7	Provincial Schools N=26	First Nations Schools N=26
Yes	85.7% (6)	50.0% (13)	46.1% (12)
No	14.3% (1)	46.1% (12)	42.3% (11)
No Reply	0.0% (0)	3.9% (1)	11.6% (3)

The provision of paid education leave is more prevalent in federal schools (85.7%) than in their provincial (50.0%) or First Nations (46.1%) counterparts. This reflects the terms of the collective agreement between federal teachers and the Department of Indian Affairs. The fact that 14.3% of the federal schools surveyed stated that they were not eligible for paid education leave indicates that some federal personnel are not familiar with the terms of their contract. Less than 50% of First Nations schools provide paid educational leave to their educational employees.

Provision of Pre-Service Orientation

Various Native organizations have expressed the need to provide teachers of Native students with pre-service orientation programs designed to prepare them for teaching in a cross-cultural setting. Table 14 investigates the provision of pre-service orientation to newly hired educational employees in the three educational systems surveyed.

TABLE 14
PROVISION OF ORIENTATION TO NEW EDUCATIONAL EMPLOYEES

Orientation Provided?	Federal Schools N=7	Provincial Schools N=26	First Nations Schools N=26
Yes	100.0% (7)	57.7% (15)	65.3% (17)
No	0.0% (0)	34.6% (9)	30.7% (8)
No Reply	0.0% (0)	7.7% (1)	4.0% (1)

Table 14 indicates that the provision of pre-service orientation is universal in federal schools and in First Nations schools, 65.3% are more likely to provide their educational employees with pre-service orientation than provincial schools (57.7%).

STAFF SUPPORT AND SUPERVISION

The unique geography of Northwestern Ontario, its relatively small population dispersed over a large land mass, presents special problems for educational jurisdictions in the provision of consultant services to individual schools. Table 15 reveals the availability of consultant services among the schools participating in the survey.

Consultant Services

TABLE 15

AVAILABILITY OF CONSULTANT SERVICES

Consultants Available?	Federal Schools N=7	Provincial Schools N=26	First Nations Schools N=26
Yes	100.0% (7)	88.5% (23)	76.9% (20)
No	0.0% (0)	7.7% (2)	19.2% (5)
No Reply	0.0% (0)	3.8% (1)	3.9% (1)

The majority of schools in all three educational systems have access to consultant services. However, 19.2% of First Nations schools do not have access to this staff support service.

Several schools in both the provincial and First Nations educational systems noted the need for more in-service professional development. Table 16 examines the sources of the consultant services utilized by each educational system participating in the survey.

TABLE 16
AGENCY PROVIDING CONSULTANT SERVICES TO SURVEYED SCHOOLS

Agencies Providing Consulting Services	Federal Schools N=7	Provincial Schools N=26	First Nations Schools N=26
Dept. of Indian Affairs	85.6% (6)	11.5% (3)	50.0% (13)
Ministry of Education	28.5% (2)	65.3% (17)	26.9% (7)
Public School Board	0.0% (0)	53.8% (14)	15.3% (4)
Separate School Board	0.0% (0)	23.0% (6)	3.8% (1)
Native Cultural Center	0.0% (0)	0.0% (0)	13.3% (4)
No Reply	0.0% (0)	0.0% (0)	0.0% (0)
Other*	0.0% (0)	3.8% (1)	38.5% (10)

* Other responses from First Nations schools include (a) Social Services (1), (b) independent consultants (3), (c) Health and Welfare Canada (1), (d) Tribal Councils (3), (e) contracted when needed (1), and (f) Visits to other schools (1).

One provincial school board indicated that consultant services were "contracted or when they can be obtained at no cost."

Table 16 indicates that both federal and First Nations schools (to a lesser extent) are dependent on the Department of Indian Affairs for the provision of consultant services. Most provincial school boards utilize the services provided by the Ontario Ministry of Education. Additionally, 53.8% of the public school boards and 23.0% of the separate school boards indicate that they possess the capability to provide at least some consultant services to their schools.

Supervisory Relations: Teacher and Principal Supervision

Table 17 deals with supervisory relations within the three educational systems currently operating in Northwestern Ontario. It attempts to identify the locus of responsibility for teacher supervision within each of the three education systems in this survey.

TABLE 17
LOCUS OF RESPONSIBILITY FOR SUPERVISION OF TEACHING STAFF

Responsibility for Teacher Supervision Lies with.	Federal Schools N=7	Provincial Schools N=26	First Nations Schools N=26
Principal/Vice-Principal	100.0% (7)	96.1% (25)	92.3% (24)
Director of Education	0.0% (0)	30.8% (8)	30.8% (8)
Superintendent of Education	28.6% (2)	26.9% (7)	11.5% (3)
School Committee	14.3% (1)	3.8% (1)	3.8% (1)
Education Authority	0.0% (0)	0.0% (0)	19.5% (5)
No Reply	0.0% (0)	0.0% (0)	3.8% (1)
Other*	0.0% (0)	3.8% (1)	3.8% (1)

* One First Nations school indicated that supervision of teaching staff was the responsibility of the Supervisor of Education Services.

The data presented in Table 17 indicates that responsibility for teacher supervision in all three education systems is concentrated in the hands of one individual. In federal, provincial and First Nations schools alike, teacher supervision is the responsibility of the principal.

Table 18 examines the locus of responsibility for the supervision and evaluation of principals.

TABLE 18
LOCUS OF RESPONSIBILITY FOR SUPERVISION OF PRINCIPALS

Responsibility for Supervision of Principal Lies with.	Federal Schools N=7	Provincial Schools N=26	First Nations Schools N=26
Superintendent of Education	100.0% (7)	34.6% (9)	15.5% (4)
Director of Education	0.0% (0)	53.8% (14)	46.2% (12)
Education Authority	0.0% (0)	7.7% (2)	46.2% (12)
Education Committee	0.0% (0)	0.0% (0)	0.0% (0)
Chief and Council	0.0% (0)	0.0% (0)	0.0% (0)
Unknown	0.0% (0)	0.0% (0)	11.5% (3)
No Reply	0.0% (0)	3.8% (1)	3.8% (1)
Other*	0.0% (0)	15.4% (4)	3.8% (1)

Table 18 indicates that responsibility for the supervision of principals appears to vary between First Nations schools, and their federal and provincial counterparts. In federal and provincial schools this responsibility is concentrated in the hands of either a Superintendent or Director of Education. This is not always the case in First Nations schools where 46.2% of the schools indicated that principal supervision was the responsibility of the Education Authority, a collective body. It is also significant to note that 11.5% of the First Nations schools' principals responding to the questionnaire did not know who was responsible for their supervision.

Dispute Resolution

Because each educational system operates within its own organizational framework, the mechanisms for dispute resolution may vary from system to system. Table 19 inquires into the existence of grievance procedures in each system.

TABLE 19
GRIEVANCE PROCEDURES

Existence of Grievance Procedure	Federal Schools N=7	Provincial Schools N=26	First Nations Schools N=26
Yes	100.0% (7)	84.6% (22)	69.2% (18)
No	0.0% (0)	11.5% (3)*	26.9% (7)
No Reply	0.0% (0)	3.9% (1)	3.9% (1)

* Because all provincial school boards have collective agreements with their educational employees grievance procedures are a component of those agreements. Therefore, the fact that 11.5% of provincial school boards responding to the questionnaire stated that they did not have grievance resolution procedures in place indicates that the respondents may have misinterpreted the question or do not understand Bill 100.

Table 19 illustrates the fact that federal schools (100.0%) and provincial schools (84.6%) are more likely to have an established set of grievance procedures in place for the resolution of disputes within their systems. A significant minority (26.9%) of the First Nations schools surveyed do not have such dispute resolution mechanisms in place.

Existence of Standard Operational Procedure Manual

Table 20 establishes the existence of a policy manual which outlines standard operating procedure for the school/s operating in the three educational systems participating in the survey. The results of the survey indicate that most of the schools in each educational system have such manuals in place. Of the federal schools surveyed, 85.7% had standard operating procedure manuals in place and the remaining 14.3% indicated that such a manual was in the process of being developed. Among the provincial school boards responding to the questionnaire, 92.3% had developed policy manuals. The remainder either indicated that their policy manual was being developed or did not respond to the question. Similarly, 80.8%

of the First Nations schools responding to the questionnaire indicated the existence of a policy manual, while 11.5% stated that such a manual was in place in their respective schools.

TABLE 20
EXISTENCE OF STANDARD OPERATING PROCEDURE MANUAL

Policy Manual Exists	Federal Schools N=7	Provincial Schools N=26	First Nations Schools N=26
Yes	85.7% (6)	92.3% (24)	80.8% (21)
No	0.0% (0)	0.0% (0)	11.5% (3)
Being Developed	14.3% (1)	3.8% (1)	3.8% (1)
Unknown	0.0% (0)	0.0% (0)	3.8% (1)
No Reply	0.0% (0)	3.8% (1)	0.0% (0)

STUDENT SUPPORT SERVICES

Special Education

Provincial legislation has mandated the provision of special education services to all students attending public and separate schools in the province. While federal and First Nations schools are not legally bound to implement provincial legislation, they have promoted similar services. Many federal and First Nations schools, however, are located in isolated communities which makes the provision of special education services difficult. Table 21 outlines the special education services in each school system.

TABLE 21
PROVISION OF SPECIAL EDUCATION SERVICES

Special Education Services Provided	Federal Schools N=7	Provincial Schools N=26	First Nations Schools N=26
Diagnostic Services	100.0% (7)	80.8% (21)	53.8% (14)
Psychological Testing	57.1% (4)	69.2% (18)	46.2% (12)
Special Education Teacher	42.9% (3)	84.6% (22)	69.2% (18)
Withdrawal Services	28.6% (2)	88.5% (23)	46.2% (12)
Remedial Instruction	57.1% (4)	92.3% (24)	61.5% (16)
Other*	0.0% (0)	23.0% (6)	19.2% (5)
No Services	0.0% (0)	0.0% (0)	7.7% (2)

* Among the special education services provided by provincial schools are the following: (a) speech therapy (1), (b) English as a Second Language instruction (1), (c) special classes (1), (d) integrated services (1), (e) psycho-educational assessment (1), and (f) purchased as necessary (1).

First Nations schools mentioned the following among the special education services in their schools: (a) alternative education (1), (b) cooperative education (1), (c) Tutor Escort (2), and (d) Teacher's Aide (1).

While all three educational systems offer at least some special education services to their students, there are notable variations in the nature of the services offered in each system. For example, while 80.8% of provincial schools provided their students with diagnostic services, 100% of federal and 53.8% of First Nations schools offered similar services. Similarly, 84.6% of provincial school bands employed the services of a Special Education teacher, while 69.2% of First Nations and 42.9% of federal schools employed similar specialists. Overall, provincial schools appear to be the most consistent in providing a variety of special education services to their students.

Many of the federal and First Nations schools operating in Northwestern Ontario are

located in isolated communities. Only a limited number of provincial schools operate under similar conditions. Lacking the resources of larger urban boards, these schools must utilize the services of a number of agencies in order to provide special education services to their students. Table 22 lists a number of the agencies providing special education services to the schools participating in the survey.

TABLE 22
AGENCY PROVIDING SPECIAL EDUCATION SERVICES

Agency Providing Special Education Services	Federal Schools N=7	Provincial Schools N=26	First Nations Schools N=26
Dept. of Indian Affairs	42.9% (3)	0.0% (0)	7.7% (2)
Local Resource People	85.7% (6)	57.7% (15)	43.4% (11)
Public School Board	0.0% (0)	46.2% (12)	7.7% (2)
Separate School Board	0.0% (0)	11.5% (3)	0.0% (0)
Ministry of Education	0.0% (0)	34.6% (6)	19.2% (5)
Health and Welfare (Canada)	14.3% (1)	3.8% (1)	19.2% (5)
No Reply	0.0% (0)	3.8% (1)	3.8% (1)
Other*	0.0% (0)	11.5% (3)	19.2% (5)

* Other agencies providing special education services to provincial schools are as follows: (a) Victorian Order of Nurses (1), (b) other various agencies (1), and (c) one school board indicated that it received special education services from an agency it did not identify.

Among the agencies mentioned by First Nations schools are the following: (a) Education Authority (2), (b) Sioux Lookout (1), (c) Special Education teacher (1), (d) Child and Family Services (1), and (e) a variety of outside sources (1).

Schools in each of the three educational systems participating in the survey make extensive use of their own resources in providing special education services to their students. For example, 85.7% of the federal schools, 57.7% of provincial schools, and 42.3% of First Nations schools report that they utilize local resources in providing special education services

to their students. While each system has its own resources, they also make use of the services of external agencies as well, even though the identity of such agencies varies from system to system. Provincial schools make use of the services available from either a public or separate school board or the Ontario Ministry of Education (46.2%, 11.5%, and 34.6% respectively). Federal schools obtain additional services from the Department of Indian Affairs (42.9%) and Health and Welfare Canada (14.3%). First Nations schools, however, display a different pattern in that they utilize the services of a greater variety of outside agencies. A number of First Nations schools (19.2%) receive special education services from the Ontario Ministry of Education. Additionally, 19.2% of the First Nations schools participating in the survey indicated that they receive special education services from Health and Welfare Canada. This use of a variety of outside agencies by First Nations schools suggests that the provision of special education services is still in a developmental stage for this particular education system.

Guidance Counselling

The Indian Education Paper Phase One (INAC, 1982) recognizes that due to the socio-economic conditions existing in many Native communities, student support services "have an even greater impact on student success" (p. 25). One such student support service is the provision of guidance counselling services. Table 23 illustrates the degree to which guidance counselling services are available in the schools participating in the survey.

TABLE 23
AVAILABILITY OF GUIDANCE COUNSELLING

Guidance Counselling Available?	Federal Schools N=7	Provincial Schools N=26	First Nations Schools N=26
Yes	42.9% (3)	84.6% (22)	80.9% (21)
No	57.1% (4)	11.5% (3)	19.1% (5)
No Reply	0.0% (0)	3.9% (1)	0.0% (0)

Among the responses generated by the open-ended question was the need to provide guidance counselling services. First Nations schools stated a need to expand the program to include intervention programs that would deal with problems in the areas of drug and alcohol abuse as well as suicide prevention. Provincial schools mentioned the need for improved mental health services and attendance counselling. Federal schools conveyed the need to provide guidance counselling services and education to make the transition to off-reserve provincial schools less difficult. Table 23 indicates the provision of guidance counselling is more prevalent in provincial schools (84.6%) and First Nations schools (80.9%) than in federal schools (42.9%).

Table 24 identifies the individual/s who are responsible for providing counselling services to students in their respective schools.

TABLE 24

INDIVIDUAL/S RESPONSIBLE FOR THE PROVISION OF GUIDANCE COUNSELLING

Guidance Provided by?	Federal Schools N=7	Provincial Schools N=26	First Nations Schools N=26
Band Social Counsellor	57.1% (4)	38.5% (10)	61.5% (16)
Teaching Staff	14.3% (1)	69.2% (18)	23.0% (6)
Local Resource People	0.0% (0)	26.9% (7)	15.4% (5)
No Reply	26.6% (2)	15.4% (4)	0.0% (0)
Other*	0.0% (0)	11.5% (3)	11.5% (3)

* Other individuals or agencies providing guidance counselling services in provincial schools are as follows: (a) Dilico Child and Family Services (1), (b) professional staff (1), and (c) Territorial Student Program counsellors (1).

First Nations schools also utilize the services of various individuals and agencies. Among these are: (a) Native Counsellor Training Program (1), (b) professional people visiting the community (1), and (c) Education Authority Education Counsellor (2).

Both federal (57.1%) and First Nations schools (61.5%) utilize the services of a Band Social Counsellor when providing guidance counselling to their students. Provincial schools (69.2%) tend to assign guidance counselling responsibilities to a member of the teaching staff. It is significant to note that 57.1% of federal and 61.5% of First Nations schools employ the services of a Band Social Counsellor. In public and separate provincial schools 38.5% of the school boards replying indicated the employment of a Band Social Counsellor in the provision of guidance services to their students.

Co-Curricular Activities

Student support services, for the purpose of this study, also includes the provision of co-curricular activities. Among these are school lunch programs, inter-mural and inter-school sports, noon hour activities and field trips. Table 25 examines the types of activities offered by the schools surveyed.

TABLE 25

NATURE OF CO-CURRICULAR ACTIVITIES PROVIDED IN SURVEY SCHOOLS

Activity Provided	Federal Schools N=7	Provincial Schools N=26	First Nations Schools N=26
School Lunches	0.0% (0)	38.5% (10)	11.5% (3)
Noon-hour Activities	0.0% (0)	73.0% (19)	19.2% (5)
After School Sports	85.7% (6)	76.9% (14)	53.8% (14)
Intra-mural Sports	28.6% (2)	84.6% (22)	50.0% (13)
Inter-school Sports	57.1% (4)	88.5% (23)	38.5% (10)
Field Trips	100.0% (7)	88.5% (23)	64.4% (17)
None	0.0% (0)	0.0% (0)	7.7% (2)
No Reply	0.0% (0)	3.8% (1)	0.0% (1)
Other*	0.0% (0)	0.0% (0)	3.8% (1)

* One First Nations school reports that it has a computer and library club.

The need for additional auxiliary student services appeared in the responses to the open-ended question in both First Nations and provincial schools. First Nations school expressed the need for additional computers and links to distance education facilities. Replies from provincial schools also reflected the concerns of First Nations schools. Among the additional services mentioned by provincial schools was the need for improvement in the areas of computer education and distance education.

While federal, provincial and First nations schools all provide their students with co-curricular activities, many of these activities are oriented towards athletics. For example, 85.7% of the federal schools, 76.9% of the provincial schools and 53.8% of the First Nations schools participating in the survey indicate that they have after school sports programs for their students. The most significant variation between school systems is in the area of noon

hour activities. School lunch programs were in place in 38.5% of the provincial schools surveyed and 73.0% of these schools indicate that they operate noon hour activity programs for their students. Of the First Nations schools participating in the survey 19.2% provide their students with noon hour activities and 11.5% have school lunch programs. None of the federal schools surveyed provide noon hour activities or operate school lunch programs.

The data presented in Tables 3-25 reflects the information gathered through the research questionnaire. A detailed analysis and discussion of the data presented in these tables follows in Chapter V.

CHAPTER V

ANALYSIS AND DISCUSSION OF DATA

This chapter utilizes the data obtained from the survey questionnaire, the structured interviews as well as various documents such as the Tradition and Education: Towards a Vision of Our Future, Volumes 1-3 (A.F.N., 1988), document to examine the current state of Native education in Northwestern Ontario. Current curriculum and standards, staffing, staff support and supervision and student support practices are explored and compared with the recommendations for change that have been made by Native and non-Native educators of Native children.

CURRICULUM AND STANDARDS IN FEDERAL, PROVINCIAL AND FIRST NATIONS SCHOOLS IN NORTHWESTERN ONTARIO

Because formal educational institutions are the creation of the dominant culture, they not only reflect the values of that society, but also attempt to imbue minority students with its norms. The results of this exposure to the values of the dominant culture can either empower or disable the minority student (Cummins, 1986). Schools in Canada, Cummins (1987) contends, do not intentionally discriminate against minority students. The educational system does, however, reflect the values and the priorities of the suburban middle class and this inadvertently reinforces the minority child's ambivalence towards his/her own culture and its position vis a vis the dominant society. Minority groups that do not maintain a strong sense of pride in their own language and culture experience a high degree of school failure. Cummins (1987, p. 35) states:

This pattern is common to indigenous groups in most western countries who have been conquered, subjugated and regarded as inherently inferior by the dominant group. Educational failure is regarded by the dominant group as the natural consequence of the minority group's inherent inferiority... The process

of blaming the minority group for its own failure effectively screens from critical scrutiny the way in which the educational system produces school failure among minority students.

In applying this principle specifically to Native students, Cummins (1987) writes:

In the case of Indian students it is patently obvious that our failure to build education around the enormously rich human heritage of the continent is depriving students of the sense of pride in their own culture that is critical to their academic growth (p. 45).

The Assembly of First Nations (1988) linked the "high dropout rates, lack of pursuance of college and university education, and identity conflicts ... continually experienced by First Nations children" with the "student's lack of self-identity and insufficient knowledge about their culture" (p. 78). The Assembly's Tradition and Education: Towards a Vision of Our Future, Volume One (A.F.N., 1988) document noted:

Curriculum in all subject areas should be related to traditional and contemporary First Nations culture so that students are adaptable to social changes and are able to conceive of the interdependence of people. First Nations agree that non-aboriginal children also should be exposed to this type of curriculum so that current misconceptions and stereotypes about First Nations can be dispelled. Textbooks now in use generally ignore the First Nations contribution to Canadian history and are full of inaccuracies. These messages foster internal conflicts in First Nations students (p. 78).

Native organizations in Northwestern Ontario have also voiced their concern regarding the relevance of the curriculums studied by Native students. The Northern Nishnawbe Education Council in its Local Control Series (N.N.E.C., n.d.) examines the quandary facing educators of Native children in this part of the province. While noting that "Northern schools have to decide which is more important, teaching traditional cultural skills, or having the student learn what southern students learn" (p. 10-3)¹, the N.N.E.C. also recognizes the fact that making such a choice requires that educators of Native children make a trade off between "teaching traditional skills and academic parity" (p. 10-3). (The theory that such a trade off exists is not universally accepted and an alternative point of view is examined later in this Chapter.)

1. (p. 10-3) indicates the page numbering system used in this document.

The Assembly of First Nations (1988) attributes the problems of providing culturally relevant curriculum to Native students to the fact that:

Most First Nations schools must use the provincial curriculum as a guide for developing their own basic skills program. But these guides do not accommodate the need to make oral, reading and writing skills relevant within the context of their community and cultural background (p. 78).

Similarly, the Indian Education Project Volume 4: Curricula in Indian Schools (Government of Canada, 1983) report notes that between 30% and 35% of Indian schools (federal and First Nations) utilize provincial curricula with no modification and that a further 60% to 65% of these schools make only minor modifications to provincial curricula. The report further states that "overall the modifications to provincial curricula are minor, although they are more substantial in some subjects compared with other subjects" (p. 64).

The national trend represents data obtained from a survey conducted in 1983. Conditions currently existing in federal, provincial, and First Nations schools in Northwestern Ontario may or may not reflect these figures. Analysis of the data generated by the survey questionnaire, the structured interviews, and documentation reveals the general nature of the curricula currently used in the three educational systems providing educational services to Native students in Northwestern Ontario.

Various Native organizations such as the Assembly of First Nations and its predecessor, the National Indian Brotherhood have expressed concern over the use of provincial curricula in schools educating Native students. Bearing these concerns in mind, it is significant to note that the Ontario Ministry of Education remains the primary source of curricula used in all three educational systems operating in Northwestern Ontario. The results from the questionnaire, as illustrated in Table 3, indicate that 71.4% of the federal schools, 84.6% of the provincial schools, and 61.5% of the First Nations schools in the region use Ministry of Education curriculum documents as the basis for at least part of their curricula.

This dependence of provincial curriculum sources is further evidenced in Table 4

which examines the agency/ies providing schools in the region with their curriculum resource materials. While it is expected that 92.3% of the public and separate school boards surveyed would acquire curriculum resource materials from the Ontario Ministry of Education, the fact that 85.7% of federal and 84.6% of First Nations schools utilize provincial resources indicates that neither of these jurisdictions has a curriculum development capability equivalent to their provincial counterparts. An examination of documentation from all three education systems, in addition to the data acquired from the structured interviews, will clarify the reasons why both federal and First Nations schools are still heavily dependent on the Ministry of Education for their curricula and curriculum resource materials.

Curriculum in Federal Schools

The Indian Education Paper Phase One (INAC, 1982) noted that while federal schools were making efforts to "modify and enrich provincial programs to meet the needs of Indian learners" (p. 20), these efforts were "largely uncoordinated, and there is a great duplication of effort, because the Department does not have the capacity, either at headquarters or in the regions, to support a professional curriculum development program" (p. 20). The Indian Education Project, Volume 4: Curricula in Indian Schools (Government of Canada, 1983) attributes this development to the fact that the curriculum development function of the DIAND National Office was disbanded in 1979 as part of a fiscal restraint policy. The responsibility for, and the funding of curriculum development, was transferred to INAC regional offices and Band Education Authorities. An examination of the Annual Reports of Indian and Northern Affairs Canada for the period 1983-1989 indicates that the Ontario Region Office has devoted considerable effort in the area of curriculum development.

In 1985 the Ontario Regional Office of Indian Affairs, in conjunction with the Ontario Ministry of Education, initiated a project designed to establish a set of Native language curriculum guidelines for federal, provincial, and First Nations schools for grades Kindergarten

to the Ontario Academic Credit level. This document was completed in 1987 with the release of the Native languages 1987 Part A: Policy and Program Considerations (Ontario Ministry of Education, 1987) document (the accompanying resource document was released in 1989). Additionally, 1987 saw the initial work commence on the development of a basal reading program for Native children in federal schools for the grade one through three levels. This program known as the Circle Reading Program was designed to meet the specific needs of Native children. By 1988 the program was complete for the primary division. This was followed in 1989 with the publication of the curriculum guideline and resource document entitled English as a Second Dialect: A Language Arts Support Document (INAC, Ontario Region, 1989) which provided the basis for the Language Arts program for federal schools in the Ontario Region.

These Regional Office initiatives have impacted on the development of curricula in federal schools in Northwestern Ontario. In a structured interview, the Assistant Superintendent of Education for Westlake District noted that "until about 1987 pretty well most of the documents that were in schools were from the provincial system." There have been, however, significant developments over the course of the past two years. Federal schools now have access to a Science K-6 document, a Health K-8 document, and a Social Studies K-8 document was expected in the month following the date of the interview. In addition to the curriculum documents already in place, the Assistant Superintendent further noted that work was proceeding on a Language Arts as well as an English as a Second Language document.

Curriculum initiatives are not restricted to the Ontario Regional Office. Westlake District, for example, has also been involved in curriculum development. As the Assistant Superintendent noted, "we have a curriculum committee where we've tried to adapt the regional or provincial curriculum to meet the needs of the local communities and we've had

some success in that area."

While research has indicated that INAC (1980-1989), at least at the regional and district level, has made significant improvements in their curricula development and delivery processes over the past five years, the data generated by the questionnaire indicates that many federal schools in Northwestern Ontario are still dependent to some extent on the provincial system for their curricula documentation and resources. As indicated in Table 3, 71.4% of the schools surveyed used Ministry of Education curriculum documents and as indicated in Table 4, 85.7% of these federal schools used resource materials generated by the provincial system. These figures indicate a greater rate of dependency on provincial sources than was evidenced by the Indian Education Project, Volume 4: Curricula in Indian Schools (Government of Canada, 1983) which noted that between 30% and 35% of Indian schools nationally used provincial curriculum without modification, and that 60-65% of these schools followed provincial curriculum with modification. If the federal system continues to devolve as it is currently doing, then existing federal curricula initiatives are likely to devolve with the system. This raises the question as to where federal schools, as long as they continue to exist, will turn to for their curriculum documentation and resources? Unless the emerging First Nations education system develops its own mechanisms for curriculum development and resources, it is possible that the remaining federal schools will become even more dependent on the provincial system for the delivery of this educational program.

Curriculum in First Nations Schools

Native organizations have expressed concern over what they perceive to be the irrelevance of the curriculum currently delivered to Native students. This concern is not limited to national Native organizations, as the Northern Education Council (N.N.E.C., 1986, p. 17) noted:

In the past, INAC did not have its own curriculum guidelines, and so it used provincial guidelines. Provincial guidelines and materials are not always

related to northern life and culture.

Analysis of the data presented in Table 3 reveals that while 46.1% of the First Nations schools participating in the survey had developed at least part of their own curriculum, 65.3% used curriculum documents developed by INAC. A further 61.5% of these schools continued to use Ontario Ministry of Education documentation. This raises an important question. If current federal and provincial curricula are not considered to be relevant to the needs of Native students, then why do so many First Nations schools continue to utilize these documents in their institutions? The answer to this questions appears to be two-fold.

The first of these factors is reflected in the data presented in Table 4. First Nations schools are heavily dependent on existing educational systems for their curriculum resourcing. Without the financial means to provide their own curriculum resource, 73.0% of the First Nations schools surveyed use INAC curriculum resources, 84.6% use Ministry of Education resources, and 38.5% use the curriculum resources of a public school board. An additional 11.5% of these schools reported that they had no access to curriculum resource materials. The only significant Native source of curriculum resource materials were Native cultural centers, which 43.3% of the schools reported utilizing.

The second factor that appears to affect the First Nations educational system's ability to develop its own curriculum documents and resources is that many First Nations communities are undecided as to the type of curriculum they wish to provide their students. Many Native communities are torn between providing what they consider to be a culturally relevant curriculum and providing a standard of education that will place their students on an academic par with their provincial counterparts. Because of the isolated nature of many Native communities, most Native students must attend provincial secondary schools. This places additional pressure on community schools to meet provincial standards. As the Northern Nishnawbe Education Council (n.d.) states, "northern schools have to clarify their

priorities between teaching traditional skills and obtaining academic parity" (p. 10-3). A choice some educators consider unnecessary.

Paquette (1989), for example, through his examination of Churchill's (1986) model for the analysis of minority education policy, arrives at an entirely different conclusion. Rather than viewing the inclusion of minority language and culture in the curriculum as an impediment to the mastery of mainstream subject content, Paquette (1989) believes that its inclusion is beneficial to minority students. First, the inclusion of minority language and culture in the curriculum "offers the best possibility of reversing negative stereotypes minority often acquire about their ability to handle and learn with language? (p. 413). Secondly, once policymakers adopt the position that the preservation of minority language and culture is imperative, then their inclusion in the curriculum is viewed as "yielding even better results on measures of mainstream curriculum achievement" (p. 418).

While Paquette' (1989) position offers an alternative solution to the curriculum dilemma facing First Nations schools, the earlier statement by the N.N.E.C. indicates that at least some First Nations schools in Northwestern Ontario still believe that they are in a position of having to make a trade off between teaching traditional skills and offering a curriculum that is academically at par with their provincial counterparts. Until this issue is resolved the ability of First Nations schools to develop and resource their own curricula will continue to be inhibited.

Curriculum in Provincial Schools

Provincial schools in Northwestern Ontario do not encounter the same problems with curriculum development and resources that their federal and First Nations counterparts do. This is apparent in two specific areas: (a) the source of curriculum documents used and, (b) the agencies providing curriculum resource materials.

Provincial schools, unlike their federal and First Nations counterparts, have direct

access to the curriculum development resources of the Ontario Ministry of Education. Of the provincial school boards responding to the questionnaire, 84.6% indicated that they used Ministry of Education curriculum documents as the source of their curriculum documentation. An additional 65.3% of the school boards responding to the survey indicated that they had the capacity to generate at least some of their own curriculum documents. As the data in Table 3 illustrates, few provincial school boards utilize curriculum materials from outside the provincial system. These figures are significant in that they demonstrate a fundamental difference between the provincial education system and the other two educational systems operating in Northwestern Ontario. Federal and First Nations systems, lacking the capacity to generate their own curricula, are compelled to employ curricula developed by other educational systems regardless of the fact that such curricula may be inappropriate for their students.

A similar situation exists in the delivery of curriculum resource materials. Public and separate school boards either employed Ministry of Education curriculum resource materials (92.3%) or had the capacity to develop their own materials. Federal and First Nations schools utilized resource materials from a variety of sources such as the Ministry of Education, INAC, as well as public and separate school boards. This indicates that federal, and more importantly, First Nations school systems, have yet to develop the capacity to deliver this central educational program component to their schools. There is, however, an additional aspect to curriculum resourcing that requires further investigation. Both federal (42.8%) and First Nations schools (43.3%) make use of curriculum resources generated by Native Cultural Centers. Only 7.7% of the provincial school boards participating in the survey indicated that they used materials from these agencies.

Native Cultural Components

The desire on the part of Native people to see a Native cultural component included in the

curriculum studied by Native children is not restricted solely to the First Nations education system. The National Indian Brotherhood through its Indian Control of Indian Education paper (N.I.B., 1972) clearly stated that:

School curricula in federal and provincial schools should recognize Indian culture, values, customs, languages and the Indian contribution to Canadian development. Courses in Indian history and culture should promote pride in the Indian child, and respect in the non-Indian student (p. 9).

Analysis of the data provided by Table 5 indicates that the incorporation of a Native cultural component in the curricula of the three educational systems in Northwestern Ontario varies from system to system. The most obvious is in the provision of a Native language program as a part of the school/s curriculum. The provision of such a program is universal in both the federal and First Nations schools participating in the survey. Provincial schools, on the other hand, have a much lower rate in providing Native language instruction as a part of their curricula. Only 53.8% of the provincial school boards responding to the questionnaire reported providing Native language instruction in their schools.

Provincial schools fare better in other areas of incorporating a Native culture component in their curricula. For example, 61.5% of the participating provincial boards reported providing some instruction in Native history. This compares favourably with similar figures for federal (42.8%) and First Nations schools (57.7%). It should be noted, however, that 26.9% of the provincial school boards participating in the survey reported that they had no Native culture component in their curriculum at all.

STAFFING IN FEDERAL, PROVINCIAL, AND FIRST NATIONS SCHOOLS

Both the Assembly of First Nations (1988) and the Department of Indian Affairs (1982) have recognized that one of the most pressing problems faced by federal and First Nations schools is that of the recruitment and retention of teaching staff. This problem is not restricted to the national level. In Northwestern Ontario, for example, the Mushkegowuk Tribal Council (Luloff, 1988, p. 17) indicated that it expected 69.7% (30 out of 43) of its teachers to

resign at the end of the school's year. Similar turnover rates can be found among federal teachers in the region. The ADSE for Westlake District indicated that 90% of the teachers in the District have one year or less teaching experience. These statistics contrast sharply with the relative stability of the provincial system. In discussing this issue, two specific components of the staffing process will be examined: (a) the qualifications required of teaching staff in each system, and (b) the conditions of employment for teaching staff.

Qualifications Required of Teaching Staff

Provincial schools are bound, under the terms of the Ontario Education Act (Government of Ontario, 1988), to employ teachers who meet the professional qualifications established by the Minister of Education. Given this legislative requirement, it is not surprising that 80.7% of provincial school boards participating in the survey indicated that they required the teachers in their schools to have Ontario Teacher's Certificates. An additional 15.4% of the school boards responding to the questionnaire indicated that they required a Teacher's Certificate from any Province or Territory in Canada. This is also permissible under provincial law as certified teachers from other provinces are able to submit their professional credentials to the Ontario Ministry of Education for evaluation in order to receive a Letter of Standing which permits them to teach in the provincial system.

Neither federal nor First Nations schools are subject to provincial legislation and therefore, the professional qualifications required of the teachers in their schools differ from the provincial system. Of federal schools participating in the survey, 76.9% stated that they required their teachers to have a teacher's certificate from any province or territory in Canada. This is illustrated in the information obtained during the interview conducted with the ADSE for Westlake District who indicated that many of the teachers in the District held a Newfoundland Teacher's Certificate.

Among First Nations schools there is a greater variation in the qualifications required

of teaching staff. Of the First Nations schools participating in the survey 26.9% required Ontario Teacher's Certificates, 23.0% required teaching certificates from any province or territory, and 34.6% indicated that either of the former were acceptable. A significant 15.4% indicated that they would accept other professional qualifications.

While these figures show that the professional qualifications required of teachers vary from system to system, they are also notable in that they have a direct impact on the number of Native teachers employed in each educational system. Research conducted by the Assembly of First Nations (1988) attested to the fact that "one in four federal and First Nations schools had no First Nations teachers" (p. 103). This is particularly true of Northwestern Ontario where the Mushkegowuk Tribal Council (Luloff, 1988) stated that only two of their teaching staff of 43 were Cree teachers.

Although figures for the provincial educational system were not available, many of the replies to the open-ended portion of the questionnaire expressed a desire on the part of provincial school boards to hire more Native teachers. Correspondingly, however, it was also stated that it was difficult to hire additional Native staff due to the fact that there were few Native people with Ontario Teacher's Certificates available to hold such positions.

Given the fact that federal, provincial, and First nations schools function within different operational frameworks, it is not surprising that the professional qualifications required of their respective teaching staffs should vary. These qualifications do, however, influence one aspect in the delivery of staffing services to schools providing educational services to Native students. Native organizations such as the Assembly of First Nations have called for an increase in the number of Native teachers in schools in all three educational systems. As the Assembly stated in its Tradition and Education: Towards a Vision of Our Future, Volume One document (A.F.N., 1988), "First Nations affirmative action hiring policies need to be established by First Nations, federal, territorial, and provincial authorities" (p. 103).

Such policies would, in the view of the Mushkegowuk Tribal Council (Luloff, 1988), ease the problems caused by high rates of teacher turnover, as well as provide "positive role models for young Native students" (p. 17).

The more flexible hiring policies of federal and First Nations schools, as indicated in Table 8, have the potential to allow for the hiring of additional First Nations staff. For example, the ADSE of Westlake District stated that:

This year I've hired two Native people in two separate schools who have taken the first part of the Native Teachers Certification Program coming out of Nipissing University. So in essence, while those people may not have the qualifications now, they have received a Letter of Standing from the provincial authorities that says in effect they can teach in our schools.

Provincial school boards participating in the survey also indicated a need to hire more Native teachers. As one board commented "a definite asset would be more Native teachers with Ontario Teacher's Certificates." A number of Ontario universities have instituted Native Teacher's Certification Programs specifically designed to increase the number of Native teachers in the province. Given the substantially lower educational achievement rates presently experienced by Native people, particularly in Northwestern Ontario, it may be some time before substantial numbers of certified Native teachers are available to the provincial educational system.

Conditions of Employment

The Assembly of First Nations report, Tradition and Education: Towards a Vision of Our Future, Volume Two, (A.F.N., 1988) establishes a direct link between such issues as pay and employment benefits and the ability of educational systems to attract and retain teaching staff. As the document states:

To attract and retain the best teachers and staff, First Nations, education authorities must be able to offer employment opportunities that are comparable to those of the provincial and territorial systems. This means salaries, in-service training, and opportunities for advancement must be at least comparable to provincial and territorial systems (p. 92).

Discussion for the purposes of this study, will examine two specific aspects of the conditions of employment in federal, provincial, and First Nations schools in Northwestern Ontario. These are (a) pay, and (b) supplementary employment benefits.

Table 10 indicates the basis of the salary grid used in the calculation of salaries for each educational system examined in this study. Among federal schools, 100% followed the salary grid established by the Treasury Board for the education group under the terms of its collective agreement with the Public Service Alliance of Canada. The majority of provincial school boards (96.1%) indicated that they had developed their own salary grids. First Nations schools showed more variety in that 23.0% continued to follow the federal salary grid, 61.5% had developed their own grids, and 7.5% utilized a provincial board of education salary grid.

For purposes of comparison, the following specific examples for each educational system will be used: (a) the salary grid for federal schools published in the Agreement between the Treasury Board of Canada and the Public Service Alliance of Canada Group Education (Government of Canada, 1988), (b) the salary grid for a large provincial public school board in Northwestern Ontario (Staff, 1990a), and (c) the salary grid for a First Nations Education Authority published in an advertisement in a national newspaper (Staff, 1990b). Salary comparisons will be based on the respective salary grids from the lowest to highest ends of the scale.

The federal salary grid (1988 increment) for a teacher with a Bachelors Degree and a year of teacher education (no teaching experience) starts at \$22 420 and reaches a maximum of \$48 485 at the top of the highest grid level. The contract for the provincial school board, which expired at approximately the same time as the federal contract, started at \$26 185 and reached a maximum of \$53 600 at the top range of the scale. Similarly, the salary range for the First Nations school¹ used in this comparison was \$30 000 (minimum) to \$57 000

1. This school was selected for two reasons; (a) it has been under local control for a longer period of time than others in the region and, (b) it was one of the few First Nations Schools to advertise their salary scales.

(maximum). On face value these figures would indicate that First Nations schools compare more than favourably with their federal and provincial counterparts. It should be noted, however, that such analysis is only applicable to those First Nations schools that have a salary scale that is similar to the one used here. Furthermore, 23.0% of the First Nations schools surveyed indicated that they had adopted the federal model as their salary grid. This would place these particular schools in a less favourable position than provincial and other First Nations schools when competing for teaching staff.

Pay scales, however, are not the sole factor to be analyzed when comparing the conditions of employment among the three educational systems under discussion. The data provided in Table 9 illustrates important variations in the supplementary benefits provided by each system. There are a number of specific examples of these differences. For example, 92.3% of provincial school boards indicated that they provided their educational employees with some form of a pension plan in addition to the Canada Pension Plan. According to the Westlake District Orientation manual (INAC, 1990), participation in the Public Service Superannuation Plan is compulsory for federal teachers (the fact that 85.7% of the federal schools stated that a superannuation plan was a part of their employment benefit package indicates that not all the individuals responding to the questionnaires knew the details of their benefit package). In First Nations schools, the corresponding percentage was 80.7% (it is important to note that one First Nations school stated that their superannuation plan did not include employees hired for the 1990-91 school year).

Additionally, there is a substantial variance in the provision of supplemental health care benefits among the three school systems. For example, INAC provides teachers in federal schools with an optional Group Supplementary Medical Insurance Plan which is designed to "cover certain medical expenses not covered by OHIP." (INAC, 1990, p. 10-1)¹.

1. (p. 10-1) refers to the page numbering system used by this particular document.

The Department also provides its employees with a Dental Care Plan. Of the provincial school boards surveyed, 92.3% indicated that they provided their educational employees with some form of supplemental medical coverage, and 92.3% replied that they had included a dental plan as a part of the terms of employment. Many First Nations schools also provide their educational employees with supplemental health care benefits. However, the percentage of First Nations schools doing so tended to be lower. Specifically, 61.5% of First Nations schools responded to the questionnaire by stating that they had a supplemental medical care plan in place, while 76.9% indicated that they had some form of a dental plan.

Finally, because many federal and First Nations schools are located in isolated communities, the provision of an Isolated Post Allowance, subsidized housing, and a transportation allowance are also important supplementary employment benefits. Of the federal schools surveyed, 71.4% indicated that their employees were eligible for an Isolated Post Allowance, 71.4% supplied a transportation allowance, and 100% provided subsidized housing. Percentages were lower among First Nations Schools: 46.1% provided an Isolated Post Allowance, 53.8% supplied a transportation allowance, and 80.8% offered subsidized housing. Provincial school boards, as evidenced in Table 9, lagged far behind in the provision of these benefits which reflects, in part, the fact that provincial schools are less likely to be located in isolated communities than their counterparts in the other two education systems.

Professional Representation

While federal and provincial schools are fairly competitive in the provision supplemental benefits to their educational employees, fewer First Nations schools appear to provide supplemental benefits. Because the collective bargaining process often results in the provision of employment benefits, First Nations employees usually do not have the support of a professional or union organization in the bargaining process. Membership in a collective bargaining unit is universal in both federal and provincial schools (Table 11), while in only one

First Nations school can employees claim similar membership. This is due in part to the ambivalent view that First Nations organizations take towards professional (union) organizations. While this position is understandable, given the First Nations struggle for control over their own affairs, it does affect the ability of their teaching staffs to negotiate the terms of their employment.

STAFF SUPPORT AND SUPERVISION

A study conducted among elementary and secondary school teachers in Northwestern Ontario by Denis (1985, p. 1) revealed that 48.2% of the teachers responding to the survey felt some degree of isolation. Of the 48.2% of teachers who reported such a sense of isolation, 34.4% cited "the lack of educational and/or professional development opportunities as a major form of their isolation" (p. 1).

A similar study, A Study of Teacher Satisfaction in Isolated Communities of Northwestern Ontario (Agbo, 1990) shows comparable results. Of the teachers working in federal, provincial, and First Nations schools in the region, some 49% expressed some dissatisfaction regarding opportunities available for "useful in-service education" (p. 64). An additional 49% expressed their concern with the lack of what they considered to be adequate "opportunities for further formal study (i.e., in university, college or institute)" (p. 63).

Given the results of these surveys and the fact that many of the federal, First Nations, and (to a lesser extent) provincial schools, are located in isolated communities, it is important to examine the extent to which each educational system delivers professional support services to its teachers. For the purposes of this discussion two areas of professional support will be examined. These are: (a) the provision of paid education leave, and (b) the availability of consultant services.

Provision of Paid Education Leave

Data presented in Table 13 illustrates the degree to which each educational system

provides its teachers with the opportunity for paid educational leave. Under the terms of their collective agreement with the Treasury Board, federal teachers are able to apply for paid education leave. As the ADSE for Westlake District stated:

Last year we had a teacher who had been with us for a long time take an education leave and this year we also have one. It has changed this year. That's one thing I can say about the department, they're very positive in providing opportunities for Ed. leave.

The fact that 14.3% of the federal schools participating in the survey indicated that paid education leave was not available indicates that the individual completing the questionnaire was not familiar with his/her collective agreement.

Paid education leave was less prevalent in provincial and First Nations schools. Only 50.0% of the provincial school boards and 46.1% of the First Nations schools surveyed indicated that they provided their teachers with the opportunity for paid educational leave.

Availability of Consultant Services

Consultant services are generally available to the federal, provincial and First Nations schools in the region. The agency/ies providing these services, however, vary from system to system.

Federal schools (86.6%) are largely dependent on the resources of the Department of Indian Affairs district office for the provision of consultant services. The ADSE for Westlake District explained the delivery of consultant services in the following manner:

As part of the Westlake District we have in the office at present what we call itinerant teachers which are really in essence curriculum consultants... In essence what they do is provide advice and assistance to classroom teachers and working principals... They also provide workshops in the evenings and during the day. Really whatever concerns the teachers have the people are fairly qualified to meet those needs.

First Nations systems make use of a wider range of agencies when delivering consultant services to their schools. The major source of consultants services continues to be the Department of Indian Affairs which provides consultant to 50.0% of the First Nations

school surveyed. A significant number of First Nations schools (38.5%) appear to obtain their consultant services from a wide variety of agencies. Among these are, Tribal Councils, social service agencies, and independent consultants. A minority (26.9%) indicated that they utilized consultant services provided by the Ministry of Education. This diversity of sources indicates that the First Nations system in Northwestern Ontario has yet to develop a mechanism for the delivery of consultant services to its schools. This is partially due to the fact that many First Nations schools are not members of larger umbrella organizations such as Tribal Councils. By operating independently in small isolated communities they lack the resources needed to deliver consultant sources to their schools. Furthermore, a potentially serious question arises when the federal process of devolution of control of education is considered. Table 16 indicated that 50.0% of the First Nations schools surveyed are currently dependent on INAC for their consultant services. How will the First Nations systems currently using federal services continue to provide consultant services to their schools if the federal presence in Native education continues to decrease? The ADSE for Westlake District speculated on this matter in the following manner:

One of the questions that is arising now is while we provide direct service to federal schools, what are we going to provide to First Nations schools once they take over. The whole question of second level servicing. To date there hasn't been anything. My observations throughout the district are that we need to do something. One of the possibilities is that we will still end up having a lot of consultants. Not direct federal employees but the Bands will receive funding, dollars for consultants. That's a possibility.

Provincial school systems in Northwestern Ontario do not encounter the same problems as First Nations schools in delivery of consultant services their schools. Many of the schools surveyed (65.3%) receive these services from the Ministry of Education. A further 53.8% of the public school boards and 23.0% of the separate school boards surveyed replied that they had the capacity to provide their schools with consultant services at the board level.

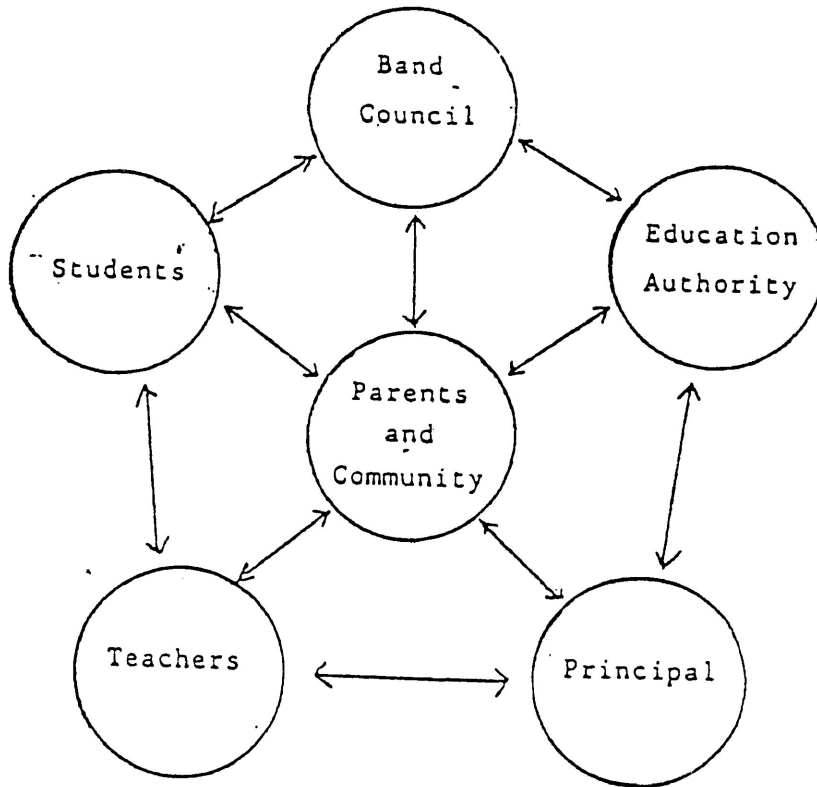
Teacher and Principal Supervision

One of the major differences among federal, provincial and First Nations schools is in the area of supervisory relations. Data provided in Tables 17 and 18 illustrate that these differences become more pronounced at the upper levels of the supervisory scale. For example, the primary responsibility for the supervision of teaching staff generally rests with the principal in all three educational systems (100.0% federal, 96.1% provincial, and 92.3% First Nations). Principals, in federal and provincial schools in turn, are supervised by an official in the next level of bureaucracy, usually a Director of Superintendent of Education. It is at this level, however, that supervisory relations in First Nations schools begin to differ from the federal and provincial levels.

Data acquired by the survey questionnaire and from the N.N.E.C. Local Control Series Volume: On Accountability (n.d.) document, illustrate a collective approach to supervisory relations. The diagram presented on the next page in Figure 2 is a good example of this collective approach.

FIGURE 2

Examples of Accountability in a Band Controlled School



Source: Northern Nishnawbe Education Council (n.d.). Local Control Series, Vol. 8 on Accountability, p. 8-2. Sioux Lookout: N.N.E.C. Council, n.d.

Rather than linear relationships where one level of the organization is directly responsible to the level above it, the model in Figure 2 presents a system of relationships where various components of the organization are mutually accountable to each other and where supervisory responsibility is shared. For example, in the supervision of principals, 46.2% of the First Nations schools noted that this procedure was the responsibility of the Director of Education, 46.2% the Education Authority, 15.5% the Superintendent of Education, and 11.5% the Chief and Council. The fact that these percentages cumulatively exceed 100% indicates that in at least some cases the responsibility for the supervision of the principal is shared by more than one group or individual.

STUDENT SUPPORT SERVICES

The Indian Education Paper Phase One (INAC, 1982) noted that "an important indicator of education quality is the extent to which supplemental services are made available to learners" (p. 25). For purposes of discussion two specific student support services will be examined. These are: (a) special education, and (b) guidance and career counselling.

Special Education

Through its Tradition and Education: Towards a Vision of Our Future, Volume Two document (A.F.N., 1988), the Assembly of First Nations recognized the importance of providing special education services to Native students in federal, provincial, and First Nations schools. As this document stated:

First Nations strongly affirm that special education is and must be an integral part of the total education program. The management of a special education program must involve the parents. This would include social workers, drug and alcohol abuse counsellors, educational and child psychologists (p. 92).

In response to the earlier passage of Bill 82 by the Ontario legislature, the Ontario Regional office of DIAND established its special education program for all federal schools in the region. This policy, outlined in the Ontario Region Special Education Handbook (INAC, Ontario Region, 1986), "represents the work of the Ontario Regional Special education Committee, the various sub-committees, and the fieldwork of the University of Western Ontario's WESDIAND Project" (p. 1). The policy handbook defines special education as being a "process which involves continuous assessment and evaluation of every child's progress, including an annual review of the child's placement... Mainstreaming is the ideal outcome of the Special Education Program" (p. 2). Assessment is based on the following criteria:

¹⁴ The child's performance would be reviewed in relation to the performance of the children in the same age/class placement in the child's home community. The child's performance CANNOT BE COMPARED ONLY to the normative data provided by the middle-class white student population used as a sample by the company or individual who developed the test (p. 4).

The community-based nature of the federal special education program is reflected in both the data presented in Table 22 and the information gathered from the interview with the ADSE in Westlake District. As the ADSE responded when describing the nature of the special education program in the federal schools in this area:

What we've done over the course of the last couple of years is to try to redefine the whole concept of special education. What we now have in what we call the Westlake District in Northwestern Ontario, is we've come to look at the area of Tutor Escorts. Quite simply what Tutor Escorts are, are people who are hired and they're from the local community, Native staff, some qualified, some not qualified, and they provide direct instruction one on one... We have Tutor Escorts in the area of language development, we've some in the area of hearing disabled. We also have Tutor Escorts provided to First Nations schools for children who are physically disabled. So it covers a wide area.

The community-based aspect of this program is further reflected in Table 22 which indicates that in 85.7% of the federal schools surveyed, special education programming was provided by local resource people (Tutor Escorts).

Special education in provincial schools is based on the provisions of the Act to Amend The Education Act, 1974 (Government of Ontario, 1980) otherwise known as Bill 82. Under the terms of this legislation special educational programming is made available to those pupils who are deemed to be exceptional. The criteria by which a child is classified exceptional, in provincial schools, is very different from the federal system. Provincial schools make use of both diagnostic and achievement tests which are based on provincial norms. As the Special Education Handbook, 1984 (Ontario Ministry of Education, 1984) states assessment data is

acquired through a variety of means. While the classroom teachers are an integral component of data collection, formal and informal testing will include diagnostic and achievement tests. Parental insights and observations may also help the teacher assess the pupil's educational skills (p. 50).

The federal system, as previously mentioned, bases its assessment of individual children on community norms, a difference which is particularly significant when applied to Native children. The use of province wide norms, which reflect the performance standards

expected of children from the dominant culture, places Native children in provincial schools at a comparative disadvantage. The federal system, on the other hand, measures student achievement in terms of community-based norms, a method which is more equitable for Native students. Such differences in special education programming are further illustrated in the data provided in Table 21. The special education program in federal schools is community-based and relies largely on the services provided by community resource people known as Tutor Escorts. This is evidenced by the fact that while 42.9% of the federal schools utilize the services of a special education teacher, 84.6% of the provincial school boards surveyed employ the services of such a specialist. Withdrawal services are utilized in only 28.6% of federal schools as compared to 88.5% of provincial schools.

Special education is also a major concern among the First Nations schools operating in Northwestern Ontario. However, concern has been expressed as to how a suitable program can be developed given the general state of education in First Nations schools. As the Deputy Grand Chief of the Nishnawbe-Aski Nations (Guay, 1986) stated:

The theme of the conference (on special education) was special education but the chiefs could not comfortably focus on the subject knowing the present state of education in general. They questioned how special education could be effective when the present level of general education is below the par enjoyed by the non-Indian citizens of Ontario (p. 19).

The Deputy Grand Chief went on to state that "the bands must be given control and authority over the development of their own policy in special education and INAC must accept and implement that policy when ready." The data presented in Table 21 indicates that the delivery of special education services is less prevalent (in some areas) in First Nations schools than in the other two educational systems. For example, 53.8% of the First Nations schools surveyed provided their students with diagnostic assessment services as compared to 100.0% of the federal and 80.8% of the provincial schools surveyed. Similarly, psychological testing was less prevalent in First Nations schools. On the other hand, First

Nations schools were more apt to deliver withdrawal services, remedial instruction and the services of a special education teacher than their federal counterparts. The percentages for the delivery of these services, however, are significantly lower than that in provincial schools. This may be in large part, due to the fact that First Nations schools are still in the process of developing a delivery mechanism for the provision of special education services.

Of the First Nations schools surveyed, 42.3% rely on local resource people for the delivery of special education services, and 19.2% rely on other agencies. Among these are Education Authorities, and Child and Family Services. As the ADSE for Westlake District indicated, the degree of federal assistance is limited to the provision of funding to bands in the area of high cost special education. He also stated:

There is a debate going on whether or not we provide direct service in that area or not. What we do right now is on invitation. We go to the schools and assist with advice and assistance to the tutor escorts and principals involved.

The fact that First Nations schools must rely on a variety of sources for the delivery of their special education services is indicative of the fact that they have yet to develop their own capacity to deliver these educational services.

Guidance and Career Counselling

Studies conducted by all levels of government (federal, provincial and First Nations) have established a linkage between the provision of guidance and career counselling services and the rate of school completion among Native students. This is especially true for Native student living in the small isolated communities characteristic of many locations in Northwestern Ontario. The Assembly of First Nations (1988) has noted that:

For students from small isolated communities the adjustment to living in a large urban centre is a traumatic experience. These students have to adapt to a new lifestyle and school system and to a different curriculum and student population. The result is loneliness, homesickness, and disenchantment with school. For these students, social and educational counselling services are essential (p. 94).

A Ministry of Education study, Native Student Dropouts in Ontario Schools (Ontario

Ministry of Education, 1989) arrived at a similar conclusion stating that:

There was almost universal agreement that insufficient career counselling was available, and that this, along with the lack of specific career plans, had a significant effect on native students' rate of school completion. It is clear from the discussion concerning future plans why this might be so, and also the great need high risk students have for effective career counselling. Educators observed that the greatest problem in delivering effective career counselling are its late introduction (secondary school usually) and insufficient and inadequately trained resource personnel who have no first-hand knowledge of the aspirations of Native communities (pp. 57-58).

An examination of the data presented in Tables 23 and 24 give a clearer picture of the delivery of student support services in the three educational systems. Currently guidance and career counselling is provided in 42.9% of the federal, 84.6% of the provincial, and 80.9% of the First Nations schools surveyed. While federal schools have the lowest percentage, the interview with the ADSE for Westlake District indicates that some initiatives in this area are being undertaken. As the ADSE indicated when asked about the guidance program in the schools in his district:

What I wanted to try to do beginning in the fall of 88 was to try to develop a program in consultation with all our schools and local education committees to try to come up with a guidance program that wasn't something separate from the regular curriculum.... In June of that year we could take pride in saying that we had something in almost all our schools. It is a constant thing ongoing, but as far as guidance curriculum we do have documents on site that have been developed by the by the Norwest Board and the Separate Board¹ but I can't say that the Department has a particular guidance program.... Career counselling again was part of the initiative. We've tried to have people go up to the reserves from the Norwest Board of Education for the past couple of years.... I believe that one of the communities right now has people from the Norwest Board going up when the kids are in grade nine talking about career counselling. It's an area that's ongoing and we're looking at it.

When guidance and career counselling are provided in federal schools, they are generally provided by a Band Social Counsellor as is indicated in 57.1% of the federal schools responding to the survey.

1. Norwest Board and Separate Board refers to a public and separate school board located in an urban centre in the region.

The provision of guidance and career counselling was much more prevalent in provincial schools as 84.6% of the public and separate school boards participating in the survey indicated that they provided their students with this service. The results of the survey are confirmed by the Native Students Dropouts in Ontario Schools study (1989) which found that "very few educators thought the lack of a professional counsellor was a factor (in dropout rates among Native students). This was because most schools contacted had a guidance counsellor or even a counselling department" (p. 56). The study, however, also found that Native educators "doubted whether students really felt at ease with the counsellors available to them" (p. 57). This is largely due to the fact that non-Native counsellors "were unlikely to put students at ease" (p. 57). The need for Native counsellors is evidenced in the figures in Table 25 of the provincial school boards surveyed which indicate 38.5% employed the services of Band Social Counsellors, and one additional board indicated that it used the services of Dilico Child and Family Services, a Native organization.

The Assembly of First Nations (1988) has declared that "guidance and career counselling services must be made available to all students in First Nations schools and federal schools" (p. 93). Additionally the Assembly believed that "the best counselling services are provided by First Nations counsellors" and "every effort must be made to recruit and train First Nations counsellors" (p. 94). Among the First Nations schools surveyed, 80.9% (Table 23) indicated that they provided career and guidance counselling services to their students. Of these schools (Table 24) 61.5% stated that such services were provided by a Band Social Counsellor. Two schools (7.7%) indicated that guidance and career counselling was provided by a Band Education Authority Counsellor, while one school indicated that it employed the services of a graduate of the Native Counsellor Training Program. On the basis of this data, it would appear that student support services such as guidance and career counselling are generally available in First Nations schools and that these services are being provided by

Native counsellors.

CONCLUSION

In the final analysis, federal, provincial, and First Nations schools in Northwestern Ontario have developed mechanisms for the delivery of curriculum, staffing, staff support and supervision and student support services to the Native students in their schools. For a variety of reasons, some of which have been discussed here, the nature and means of delivery of these services vary from system to system. Federal schools have made considerable progress in correcting many of the deficiencies in service delivery enumerated in the Indian Education Paper Phase One (INAC, 1982). The delivery of educational services in the federal system, however, is rapidly becoming a moot point. The enrolment figures presented in Table 1 are indicative of the shrinking role that federal schools play in Native education particularly in Northwestern Ontario. Federal schools still remain significant, however, because they will provide the foundation for emerging First Nations schools.

Provincial schools, public, and separate, remain an important factor in the provision of educational services to Native people. While the percentage of Native children enrolled in provincial schools has declined, the province continues to provide educational services to close to half of the Native students in the province. This is especially true at the secondary school level. The Ministry of Education has established a number of curriculum, language instruction, and counselling initiatives designed to meet the specific needs of Native children. The results of the survey conducted as a part of this study, however, indicate that the implementation of these initiatives is not universal across the region. Whether this is due to the fact that Native parents have not requested these programs, or are not able to request them because they are not represented on the region's school boards, is difficult to determine. In either case the dropout rate among Native students remains disproportionately high and is a matter that requires further attention.

First Nations schools are still in the embryonic stage of development. Often lacking the human and fiscal resources of their provincial counterparts they remain dependent on outside agencies for the resources they require for the delivery of their educational programs. This dependency makes it difficult for them to accomplish their mission of: (a) preserving their language and culture, (b) inculcating First Nations values, (c) enhancing parental and community participation, and (d) preparing First Nations students for total living (A.F.N., 1988, pp. 6-7). In spite of these developmental problems, First Nations schools have the potential to correct many of the past deficiencies that have contributed to the low rates of educational achievement by Native children in the past.

In conclusion, student achievement and retention rates among Native students in Northwestern Ontario remain well below those experienced by the non-Native population. Serious consideration should be given by federal, provincial, and First Nations educators to the manner in which they deliver their educational programming in order to address and correct this imbalance.

CHAPTER VI

SUMMARY, CONCLUSIONS AND RECOMMENDATIONS

This chapter summarizes the purpose of the study, the research design and methods employed, and the conclusions derived from an analysis of the data collected. A number of conclusions are presented along with recommendations for further research and action.

PURPOSE OF THE STUDY

The objective of this study was to inquire into the delivery of specific educational services to Native students attending federal, provincial, and First Nations schools in Northwestern Ontario. These services, noted in the Indian Education Paper Phase One (INAC, 1982), have been identified as being "determinants of program quality" (p. 20). They include: (a) curriculum and standards, (b) staffing, (c) staff support and supervision, and (d) student support services.

METHODOLOGY

The research methodology employed in this study consisted of a questionnaire supplemented with structured interviews and document analysis. The questionnaire was mailed to 37 provincial school boards (public and separate), 7 federal schools principals and 28 First nations school principals in Northwestern Ontario. Questionnaires were returned from 27 provincial school boards, 7 federal, and 26 First Nations schools for a return rate of 83.3%.

The supplemental component of the research strategy consisted of structured interviews with the Assistant District Superintendent of Education for an INAC administrative district, and a Superintendent of Education for an urban separate school board in the region. Additional supplementary data were acquired through analysis of various documents supplied by the Ontario Ministry of Education, Indian and Northern Affairs Canada (national, regional,

and district), the Assembly of First Nations, and various organizations concerned with Native education. The interviews and document analysis provided valuable information that could not have been obtained through the sole use of the survey questionnaire.

RESULTS

The study revealed the following results:

The Assembly of First Nations (1988) and other Native organizations have expressed concern that the curricula currently used in federal, provincial, and First Nations schools is not culturally relevant to the needs of Native students. However, federal and First Nations schools remain dependent on the Ministry of Education for their curriculum documents and resource materials. First Nations, and to a lesser extent federal schools, often lack the human and financial resources necessary for the establishment of a curriculum development capacity.

The Ontario Ministry of Education has developed the documentation for the inclusion of a Native cultural component, such as Native language instruction, in the curricula of provincial schools. The implementation of this cultural component is, however, not universal among the provincial schools of the region.

Because each educational system in the region functions within its own set of legal and operational guidelines, there is no uniform set of standards for the professional accreditation of teachers in the region.

There is significant variation in the salaries and employment benefits offered to educational employees among federal, provincial, and First Nations educational authorities in Northwestern Ontario. These variations may have a major affect on the ability of federal and First Nations schools to recruit and retain staff.

5. While membership in a professional (union) organization is universal in federal and provincial schools, it is the exception in First Nations schools.

While the provincial and federal education systems are able to provide consultant and other professional development services to their schools, First Nations school systems often lack this capacity, and are reliant on outside agencies for provision of this service.

Federal and provincial schools have clearly defined lines of authority for both the supervision and evaluation of their principals and teachers. Lines of authority in First Nations schools are not as clearly defined, and the locus of final authority within these systems is often shared by more than one individual or group.

8. All three educational systems deliver special education services to their students. However, the special education programs in federal and First Nations schools do not offer as wide a variety of services when compared to their provincial counterparts. Because many federal and First Nations schools are located in isolated communities, their special education programs are largely community-based and therefore, utilize the services of local resource people known as tutor escorts.

The provision of guidance and career counselling services is more prevalent in provincial and First Nations schools than in federal schools.

10. In those federal, provincial, and First Nations schools that do provide their students with guidance and career counselling, federal and First Nations schools are more likely to employ the services of a Native counsellor.

CONCLUSIONS

The results of this study do not precisely mirror similar studies conducted by federal, provincial and First Nations agencies (on a national or provide-wide basis). They do, however, point to significant differences in the delivery of educational services among the three educational systems operating in the region. These differences can best be summarized under the following headings.

Curriculum and Standards

Native and non-Native educators of Native children have long pointed to the fact that many Native students find the curricula they study irrelevant to their needs. Cummins (1986), for example, has linked the degree of academic success experienced by minority students with the extent to which formal educational institutions have incorporated the needs of minority students into their operational frameworks. The Assembly of First Nations (1988) and other Native organizations have expressed the need for the development of a curricula (in schools in all three educational systems) that reflects the specific needs of Native children. The curricula currently in place in all three educational systems, they believe, is irrelevant to the needs of Native students. This is especially true of the federal and provincial systems where the curricula either ignores or distorts the Native contribution to society. However, this desire for a culturally relevant curricula runs into problems, particularly in two areas.

First, federal and First Nations schools often lack the capacity to develop curriculum and resource materials. Without this capability, they remain dependent on the provincial system for much of their curriculum materials. However, the curricula generated by the Ministry of Education, while not intentionally discriminating against Native students, does reflect the values and priorities of its most influential clientele, namely, the suburban middle class (Cummins, 1987). As a result, the curricula that federal and First Nations schools inherit from the provincial system does not address the needs of their students, the vast majority of whom are neither suburban nor middle class. This problem is compounded by the fact that federal government's (which has the fiscal and human resources for curriculum development and resourcing) presence in Native education is rapidly diminishing. Unless emerging First Nations schools are provided with the necessary resources, it will be hard pressed to provide its students with the kind of curricula Native leaders consider to be necessary for the well-being of their children.

Second, the intention to provide culturally relevant curricula is inhibited by what Paquette (1986b) refers to as the "parity and paradox." Many First Nations students eventually enter the provincial education system in order to complete their secondary education. In order to make this transition less onerous, Native organizations have expressed desire to see the quality of education offered in First Nations schools brought up to provincial standards. Such qualitative improvement involves the possible extension of the First Nations system to the point where it includes the secondary school level. However, the achievement of parity and the possible extension of the First Nations system implies closer cooperation with the provincial authorities. This raises the following question: What is the rationale for the existence of a distinctly First Nations educational system if its ultimate goal is to achieve parity with the existing provincial system? This is a question that only First Nations communities can answer for themselves. More simply stated, achieving parity with the provincial education system may imply that First Nations schools will have to make a trade-off between utilizing curricula that; (a) reflects the curricula taught in provincial schools to the extent that it places Native students on an academic par with non-Native students attending provincial schools and, (b) developing curricula that serves as a vehicle for the transmission and preservation of Native culture. Opinions on the issue range from those who believe that the two options can be successfully merged to those who believe that they are mutually exclusive. In the end this is a question that First Nations communities can only answer for themselves.

Staffing

The recruitment and retention of teaching staff is a pressing problem for the educators of Native children in Northwestern Ontario. This is particularly true of federal and First Nations schools which have long experienced high turnover rates among their teaching staffs. The data compiled in this study indicate a significant variation in the salaries and benefits offered

to educational employees among the three systems operating in the region. While salaries in First Nations schools are comparable, and even at times superior to those offered in federal and provincial schools, the benefit packages they offer are not competitive with their federal and provincial counterparts. This is partially due to the fact that few First Nations teachers have collective agreements with their employers. As a result, First Nations schools are often at a disadvantage when competing with the other two systems for teaching staff. One proposed solution to this problem is to increase the number of Native teachers available to the First Nations system. Indeed the Assembly of First Nations (1988) has called for the establishment of affirmative action hiring policies to increase the number of Native teachers in all three educational systems. The more flexible hiring policies of the federal and First Nations systems, plus the establishment of Native teacher training programs by the provincial government make this a possible solution to the staffing problem. However, the low rates of educational attainment currently experienced by Native people ensure that sufficient numbers of Native teachers will not be available to First Nations and provincial schools for some time yet.

Staff Support and Supervision

Research conducted by Denis (1985) and Agbo (1990) has indicated that the degree of professional isolation and dissatisfaction experienced by teachers in isolated communities is directly related to the opportunities available for professional development. The data acquired in this study indicates that professional support mechanisms, such as the provision of consultant services, are generally available in all three educational systems in the region. There are, however, two areas that require further discussion.

The first of these is the provision of paid education leave for teachers. Under the terms of their collective agreement with the Treasury Board of Canada, federal teachers have universal access to the right to apply for this form of professional development. Data

generated by the survey questionnaire points out that only half of the provincial school boards surveyed make similar provisions for their teachers. Further, less than half of the First Nations schools surveyed provide their teachers with paid education leave. Given the fact that the majority of First Nations schools are located in "rural remote" or "special access" communities, the need to provide professional development services such as paid education leave becomes more acute than in provincial schools. It is an area that requires further consideration if First Nations schools are to reduce the high turnover rates that currently exist among their teaching staffs.

The second area that requires further discussion is the delivery of consultant services to First Nations schools. The data presented in Table 16 illustrate the fact that 50.0% of First Nations schools surveyed are dependent on Indian Affairs for their consultant services. As the interview with the ADSE for Westlake District indicated, the issue of second level servicing is still under discussion. Unless some mechanism is established to allow First Nations schools to purchase consultant services from outside agencies, then First Nations schools will be increasingly hard pressed to deliver consultant services as the federal presence in Native education diminishes.

Federal and provincial schools have clearly defined lines of authority. They also have established policies for the supervision and evaluation of their principals and teachers. Because the First Nations system is still in its developmental stage, the nature of supervisory relations differs from the other two systems. While data indicates that the responsibility for the supervision of the teaching staff is clearly in the hands of the school principals, the lines of authority are less clear at the upper levels of the administrative structure. The responsibility for the supervision of principals and the overall authority for the education program appears to be shared by a number of groups or individuals. While this situation may reflect traditional Native decision-making processes, it does have the potential to create conflict and anxiety

within the system. This potential for conflict may, however, disappear as the First Nations education system becomes more established over the course of time.

Student Support Services

Federal, provincial, and First Nations studies have all recognized the importance of providing Native students with such student support services as special education and career, and guidance counselling. All three educational systems operating in Northwestern Ontario deliver special education services to their students. There is, however, a significant difference in the way in which such programs are delivered. The federal system utilizes a community-based approach to the delivery of its special education program. This reflects the isolate nature of many federal schools. Provincial school boards, on the other hand, have access to the services of a variety of specialists, such as special education teachers, and provide a wider variety of services to their students. Special education is still in a developmental stage in First Nations schools. This is partially due to the fact that some Native leaders question the effectiveness of special education at a time when the general level of Native education is below that enjoyed by the non-Native people of the province. Almost all of the First Nations schools surveyed do provide their students with special education services, although they do not offer as wide a variety of services as do their provincial counterparts. Furthermore, unlike the federal and provincial systems, First Nations schools do not have access to a centralized agency for the delivery of special education services. Instead, they are dependent on a variety of agencies for the delivery of this service.

Federal, provincial and First Nations studies have all concluded that there is a linkage between the availability of career and guidance counselling services and levels of academic success experienced by Native students. This is particularly true for Native students attending provincial secondary schools. Guidance and career counselling is widely available in provincial and First Nations schools whereas less than half of the federal schools responding

to the survey indicated that they provided this service. The most significant difference between the First Nations and provincial systems is the fact that First Nations schools are far more likely to have guidance and career counselling services delivered by a Band Social Counsellor. Provincial schools tend to assign this duty to a member of the teaching staff. This is significant in that it identifies the need for hiring more Native counselling personnel in provincial schools. Research conducted by the Ontario Ministry of Education (1989) had indicated that Native students feel more comfortable working with Native counsellors than with non-Native ones.

In conclusion, this study has examined the delivery of specific educational programs to Native students attending federal, provincial and First Nations schools in Northwestern Ontario. The data generated by this study indicate that there are important differences in the way in which each system delivers curriculum, staffing, staff support and supervision, and student support services to its Native students. While the federal system has corrected many of the deficiencies identified by the Indian Education Paper Phase One (INAC, 1982) and its subsequent evaluation studies, it is ironic that these improvements should come at a time when the federal system is being phased out of existence. Even though direct federal presence in Native education is being reduced, federal schools will continue to require extensive human and capital resourcing as they remain the foundation for the emerging First Nations schools.

The importance of the provincial system to Native education cannot be ignored as a significant number of Native students attend and will continue to attend provincial schools. The Ministry of Education has undertaken a number of initiatives to meet the needs of its Native students. However, as evidenced by the results of this study, not all these initiatives are being fully implemented. It is not possible to determine whether this is a result of the fact that many boards of education do not make provisions for Native representation or if it is a

result of apathy among Native parents. In either case, the drop-out rate among Native students in the region remains well above the national average for Native students, an average that is unacceptably high when compared to the statistics for the non-Native population.

While still in an early stage of development (most Native communities in Northwestern Ontario have only taken control of their schools in the past five years) First Nations schools have the potential to overcome many of the problems that have plagued Native education in the past. First Nations schools, however, do face two major challenges that will seriously influence their ability to deliver education programming to their students. The first of these is the issue of "paradox and parity." First Nations educational authorities will have to decide to what degree they wish to achieve parity with the provincial system without sacrificing the cultural aspects of their programming which form the *raison d'être* for the existence of First Nations schools. Secondly, First Nations school systems will have to secure adequate levels of funding to enable them to develop the delivery mechanisms necessary to provide the curriculum, consultant and other services necessary to the operation of an education system. As the federal presence in education diminishes, First Nations schools, particularly those in isolated areas such as Northwestern Ontario, will have to look elsewhere for many of the services they currently receive from INAC. While First Nations schools have the potential to overcome the legacy of the past, a great deal of human and fiscal resources will be required if they are to meet this potential in the future.

RECOMMENDATIONS FOR ACTION

Following the result, of this study, it is recommended:

That the Ontario Ministry of Education mandate the inclusion of a Native studies component in the curricula, at each grade level, in all separate and public schools in Ontario.

2. That provincial school boards institute affirmative action policies to increase the

number of Native teachers employed by those boards, especially those entering into tuition agreements for the education of Native students.

That First Nations Education Authorities receive additional funding in order that they might offer pay and benefit packages that are competitive with those offered by provincial boards of education.

That as part of the devolution process, the federal government enact legislation similar to Section 17 of the James Bay and Northern Quebec Agreement which established the Cree School Board. Such legislation could establish on a regional or district basis (in consultation with Native communities) an administrative and legal framework for the operation of Native boards of education. The creation of such larger bodies of governance would serve a dual purpose. Not only would such larger school boards have the resources to provide their schools with a wider variety of programming, but they would also have more clearly defined lines of authority placing the responsibility for educational programming in the hands of the parents' elected representatives.

That the Ontario provincial government enact legislation requiring all separate and public boards of education in the province entering into tuition agreements for the education of Native children to make provision for the representation of Native parents on their respective boards.

6. That Indian and Northern Affairs Canada, in conjunction with the Ontario Ministry of Education and the Ontario Ministry of Colleges and Universities, establish training courses that lead to professional accreditation of Native guidance counsellors.

That affirmative action programs be established to increase the number of Native guidance counsellors in provincial schools.

8. That Indian and Northern Affairs Canada establish programs to upgrade the training of those paraprofessionals acting as Tutor Escorts in federal and First Nations

schools.

That all provincial school boards, having more than 5% of their total enrolment consisting of Native students (Status, Non-Status or Métis), be required to make provision for the appointment or election of Native trustees.

RECOMMENDATION FOR FURTHER STUDY

The following are suggested as areas for further study:

The feasibility of establishing community-based teacher education programs in Northwestern Ontario in order to increase the number of Native teachers available to First Nations schools.

The feasibility of extending existing First Nations educational systems to include secondary school level courses either through the expansion and upgrading of existing physical plants or through the use of alternative technology (distance education).

The feasibility of making provision for the offering of alternative credits in such areas as Native languages and culture to Native students currently enrolled in provincial secondary schools.

The feasibility of using alternative technology to provide teachers working in isolated communities with in-service professional development.

The feasibility of using alternative technology to provide Band members with in-community courses in educational administration.

- 6. That a similar study be conducted on a province-wide basis.**

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A P P E N D I X A

EVALUATION MODEL

**PROGRAM DELIVERY FACTORS IN FEDERAL, BAND,
AND PROVINCIAL SCHOOLS ASSOCIATED WITH
EDUCATION QUALITY**

PROGRAM DELIVERY FACTORS IN FEDERAL AND PROVINCIAL SCHOOLS
ASSOCIATED WITH EDUCATION QUALITY

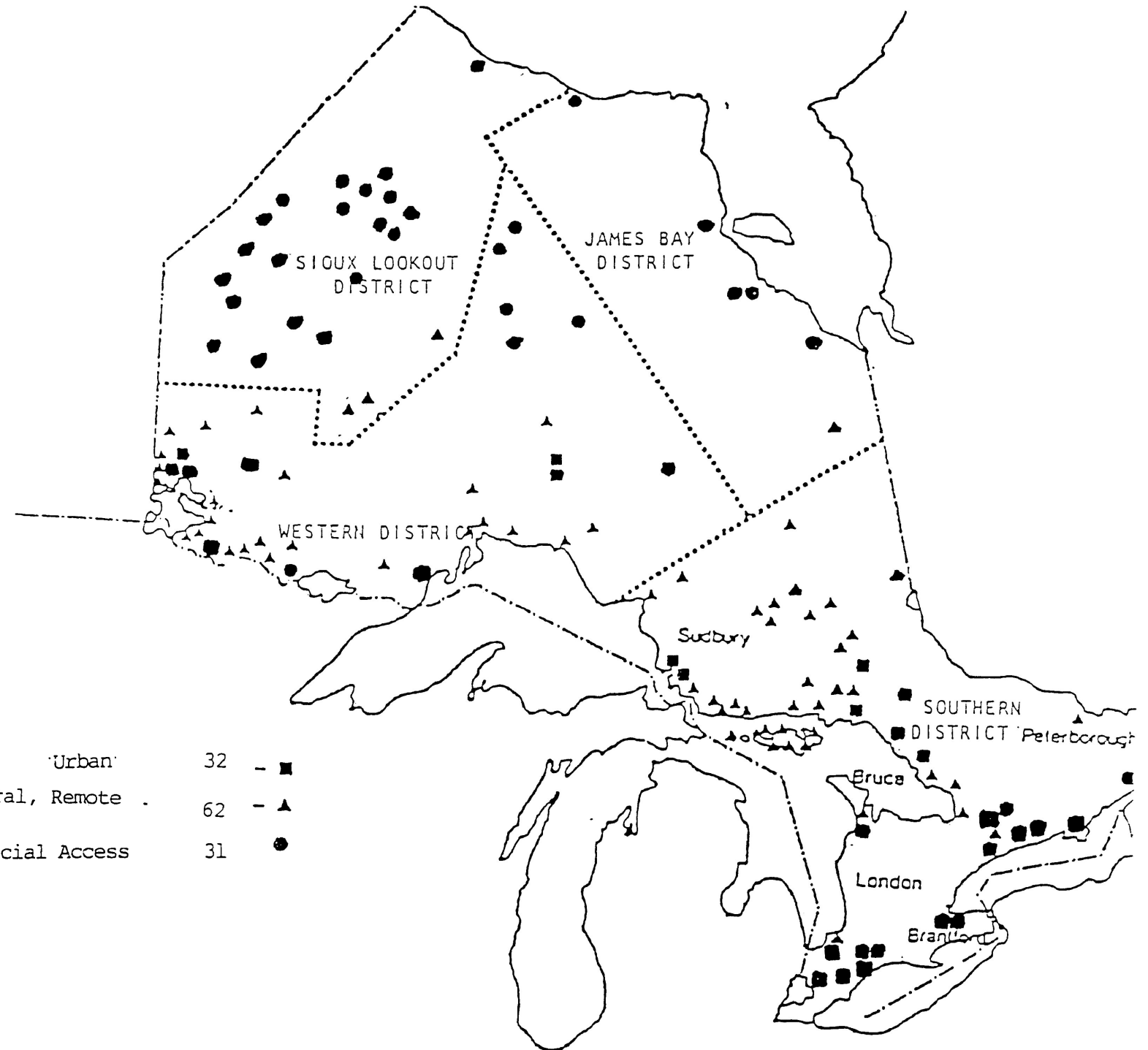
FACTOR	FEDERAL SCHOOLS	BAND SCHOOLS *same = same as Fed. School	PROVINCIAL SCHOOLS
CURRICULUM & STANDARDS	<ol style="list-style-type: none"> 1. Little support 2. Lack of specialists for curriculum modification 3. Standardized tests not valid for Indians 4. No centralized curriculum materials development 	<ol style="list-style-type: none"> 1. *Same 2. Same 3. Evaluation instruments lacking 4. Same 	<ol style="list-style-type: none"> 1. Curriculum constantly being renewed 2. Cultural content included sometimes but mostly inappropriate 3. Student progress instruments often invalid 4. Full central support
FACILITIES	<ol style="list-style-type: none"> 1. Construction standards inadequate for vocational education, gymnasias, etc. 2. Poor maintenance system 3. Responsibility for maintenance not with education 	<ol style="list-style-type: none"> 1. Same 2. Maintenance improves under bands 3. Bands often inherit rundown facilities 	<ol style="list-style-type: none"> 1. Standards for construction and maintenance meet needs for laboratories, gymnasias, shops, etc. 2. Superior facilities overall 3. Good maintenance programs
STAFF	<ol style="list-style-type: none"> 1. Difficult working conditions 2. Employee benefits attractive 3. Teacher qualifications may be out-of-province 4. Limited professional development 5. Teacher orientation depends on community 	<ol style="list-style-type: none"> 1. Same 2. Inferior employee benefits 3. Same 4. Very limited professional development 5. Good teacher orientation 	<ol style="list-style-type: none"> 1. Better working conditions. 2. Powerful unions advance teachers' interest. 3. Teachers qualified to provincial standards 4. Professional development negotiable, very good 5. Teachers unfamiliar with Indian culture.
STAFF SUPPORT AND SUPERVISION	<ol style="list-style-type: none"> 1. P-Y reductions reduced effective administration 2. Little central supervision 3. Little teacher development support 4. Funding and isolation prevent upgrading. 	<ol style="list-style-type: none"> 1. No Departmental monitoring 2. No central supervision 3. No teacher support 4. Same 	<ol style="list-style-type: none"> 1. Well developed monitoring 2. Central supervision 3. Specialist staff for teacher development 4. Professional development supported by province, school boards and unions 5. Staff access to universities
STUDENT SUPPORT	<ol style="list-style-type: none"> 1. Lack of special education and other central office services 2. Reduction of counsellors 3. Ancillary services (student allowances, noon lunches) reduced 4. Varied degrees of parental involvement 	<ol style="list-style-type: none"> 1. Same 2. Bands employ social counsellors 3. Supplemental services negotiable. 4. Strong parental involvement 	<ol style="list-style-type: none"> 1. Full diagnostic, remedial and psychological services 2. Guidance and career counselling in most schools 3. Student services (cafeteria co-curricular etc.) at parent cost 4. Teacher expectations for Indian students low; parents uninvolved

A P P E N D I X B

NATIVE COMMUNITIES IN ONTARIO .

RESERVE TYPE BY DISTRICT AND REGION

ONTARIO REGION RESERVE 'TYPE' BY DISTRICT



Urban 32 - ■
 Rural, Remote 62 - ▲
 Special Access 31 ●

A P P E N D I X C

SURVEY QUESTIONNAIRE

SURVEY OF PROGRAM DELIVERY FACTORS
IN
THE EDUCATION OF NATIVE STUDENTS
IN
FIRST NATIONS, FEDERAL AND PROVINCIAL SCHOOLS

Please check as many answers as you feel are appropriate to your situation and feel free to write in any comments you feel are appropriate in the space provided. All responses are confidential and participation is strictly voluntary. A stamped addressed envelope has been enclosed for your convenience. The survey should take about 5 minutes to complete.

School Designation:

YOUR SCHOOL/S ARE CURRENTLY OPERATED BY:

- 1. A Provincial Public School Board
- 2. A Provincial Separate School Board
- 3. A Federal School
- 4. A First Nations Tribal Education Authority
- 5. A First Nations Local Education Authority
- 6. An Independent (Private) School
- 7. Other (please specify) _____

Curriculum

1. THE CURRICULUM IN YOUR SCHOOL/S HAS BEEN DEVELOPED BY:

-) 1. Indian and Northern Affairs
-) 2. Ontario Ministry of Education
-) 3. Developed Locally
-) 4. A Native Cultural Organization
-) 5. Other (please specify) _____

2. WHICH OF THE FOLLOWING CURRICULUM RESOURCE SERVICES DO THE SCHOOL/S IN YOUR EDUCATIONAL SYSTEM USE? (Please check as many as necessary)

- , 1. Indian and Northern Affairs Office
-) 2. Ontario Ministry of Education
-) 3. A Public School Board of Education
-) 4. A Separate School Board of Education
-) 5. A Native Cultural Center
-) 6. No Curriculum Resource Services
-) 7. Other (please specify) _____

3. THE NATIVE CULTURAL COMPONENT OF YOUR SCHOOL/S CURRICULUM INCLUDES THE FOLLOWING: (Please check as many as necessary.)

- 1. Native Language Instruction
- 2. Native Cultural Instruction
- 3. Native History
- 4. Native Music
- 5. Native Dance
- 6. Native Handicrafts
- 7. Other (please specify) _____

4. IS THE CURRICULUM IN YOUR SCHOOL/S SUBJECT TO REVIEW?

- 1. Yes
- 2. No

5. HOW OFTEN IS THE CURRICULUM SUBJECT TO REVIEW? (please specify)

6. IF THE CURRICULUM IS SUBJECT TO REVIEW, WHO IS RESPONSIBLE FOR CONDUCTING THIS REVIEW? (Please check as many as necessary.)

- 1. The Teaching Staff
- 2. The Education Committee
- 3. The Education Authority

- 4. The Chief and Council
- 5. Outside Evaluators
- 6. Indian Affairs District Office Staff
- 7. Others (please specify) _____

Staffing

1. THE TEACHERS IN YOUR EDUCATIONAL SYSTEM ARE REQUIRED TO HAVE:

- 1. An Ontario Teacher's Certificate
- 2. A Teachers Certificate from any Province or Territory
- 3. Other (please specify) _____

2. WHICH OF THE FOLLOWING BENEFITS ARE PROVIDED TO YOUR EDUCATIONAL EMPLOYEES?

- 1. Pension Plan (other than Canada Pension)
- 2. Isolated Post Allowance
- 3. Transportation Allowance
- 4. Dental Plan
- 5. Eye Care Plan
- 6. Medical Plan in addition to OHIP
- 7. Life Insurance
- 8. Housing Provided
- 9. Sick Leave
- 10. Other (please specify) _____

3. THE SALARIES OF EDUCATIONAL EMPLOYEES ARE PAID ACCORDING TO:

- 1. A Federal (Indian Affairs) salary grid
- 2. A Provincial School system salary grid
- 3. A locally developed salary grid
- 4. Other (please specify) _____

4. ARE EDUCATIONAL EMPLOYEES MEMBERS OF A PROFESSIONAL (UNION) ORGANIZATION?

- Yes
- No

5. IF YOUR EDUCATIONAL EMPLOYEES ARE MEMBERS OF A PROFESSIONAL (UNION) ORGANIZATION, ARE THEY MEMBERS OF?

- 1. An affiliate of the Ontario Teacher's Federation
- 2. The Public Service Alliance of Canada
- 3. Other (please specify) _____

6. ARE EDUCATIONAL EMPLOYEES ELIGIBLE FOR PAID EDUCATIONAL LEAVE?

- 1. Yes
- 2. No

.. ARE NEWLY HIRED EDUCATIONAL EMPLOYEES PROVIDED WITH PRE-SERVICE ORIENTATION TO THE COMMUNITY THEY WILL TEACH IN?

- 1. Yes
- 2. No

Staff Support and Supervision

1. DO EDUCATIONAL EMPLOYEES IN YOUR SCHOOL/S HAVE ACCESS TO THE SERVICES OF CONSULTANTS FOR IN-SERVICE PROFESSIONAL DEVELOPMENT?

- 1. Yes
- 2. No

2. IF CONSULTANT SERVICES ARE AVAILABLE THEY ARE PROVIDED BY:

- 1. Indian and Northern Affairs
- 2. Ontario Ministry of Education
- 3. A Provincial Public School Board
- 4. A Provincial Separate School Board
- 5. A Native Cultural Center
- 6. Other (please specify) _____

3. IN YOUR SCHOOL/S THE SUPERVISION OF THE TEACHERS IS THE RESPONSIBILITY OF THE:

-) 1. Principal/Vice Principal
-) 2. Director of Education
-) 3. Superintendent of Education
-) 4. School Committee
-) 5. Education Authority
-) 6. Other (please specify) _____

4. IN YOUR SCHOOL/S THE SUPERVISION OF THE PRINCIPAL IS THE RESPONSIBILITY OF THE:

-) 1. Superintendent of Education
-) 2. Director of Education
-) 3. Education Authority
-) 4. Education Committee
-) 5. Chief and Council
-) 6. Other (please specify) _____

5. IN THE CASE OF DISPUTE, DOES YOUR EDUCATION SYSTEM HAVE AN ESTABLISHED GRIEVANCE PROCEDURE?

-) 1. Yes
-) 2. No

6. IN YOUR EDUCATION SYSTEM THE FINAL AUTHORITY IN CASE OF DISPUTE LIES WITH:

- () 1. The Public Service Commission of Canada
- () 2. The Ontario Public Service Commission
- () 3. A Public School Board of Education
- () 4. A Separate School Board of Education
- () 5. An Education Authority
- () 6. Chief and Council
- () 7. Other (please specify) _____

DOES YOUR EDUCATIONAL SYSTEM HAVE A POLICY MANUAL WHICH OUTLINES STANDARD OPERATIONAL PROCEDURES FOR YOUR SCHOOL/S?

- , 1. Yes
-) 2. No
-) 3. Policy Manual is being developed
-) 4. Other (please specify) _____

Student Support Services

1. WHICH OF THE FOLLOWING SPECIAL EDUCATION SERVICES DO YOUR SCHOOL/S PROVIDE?

-) 1, Diagnostic Assessment
- () 2. Psychological Assessment
- ') 3. Remedial Instruction

-) 4. Special Education Teacher
-) 5. Withdrawal Services
-) 6. No Services
-) 7. Other (please specify) _____

2. SPECIAL EDUCATION SERVICES ARE PROVIDED BY:

-) 1. Local resource people
-) 2. Provincial Public School Board
-) 3. Ontario Ministry of Education
-) 4. Provincial Public School Board
-) 5. Health and Welfare Canada
-) 6. Other (please specify) _____

3. DO STUDENTS IN YOUR SCHOOL/S HAVE ACCESS TO GUIDANCE COUNSELLING?

-) 1. Yes
-) 2. No

4. CAREER AND GUIDANCE COUNSELLING ARE PROVIDED BY:

-) 1. A Band Social Counsellor
-) 2. A member of the teaching staff
-) 3. Local resource people
-) 4. Other (please specify) _____

5. SOME CO-CURRICULAR ACTIVITIES IN YOUR SCHOOLS/S ARE:

- 1. School lunch program
- 2. Noon hour activities
- 3. After school sports program
- 4. Intramural sports
- 5. Inter-school sports
- 6. Field Trips

Please Answer as Completely as Possible

.. What will be your educational system's greatest needs in providing educational services for Native people in the years to come?

A P P E N D I X D

CORRESPONDENCE



Dear Educator,

I am conducting a study of program delivery factors associated with education quality in First Nation, federal, and provincial schools in northwestern Ontario. The intent of this research project is to examine four specific areas which affect the quality of education provided to Native children. These areas are; (1) Curriculum and Standards; (2) Staff; (3) Staff Support and Supervision ; and (4) Student Support. Hopefully, the information gathered from this study will prove useful to educators of Native children by providing them with basis from which to evaluate their education programs.

To accomplish this goal, I would like your assistance in completing the survey supplied with this letter. Please would you complete the attached survey and return it to Lakehead University at your earliest convenience. A stamped, addressed envelope has been provided for your use.

All information you provide will remain confidential. However, the findings of this project will be made available to you at your request upon the completion of this project. Participation in the survey is on a purely voluntary basis.

Thank you for your cooperation.

Yours respectfully,

Patrick Brady
Signature of Researcher

Telephone Number (807) 343-8110 Ex. 8837

Consent Form for Individuals Participating in the Study

(Individual Personal Interviews)

Program Delivery Services in First Nations, Federal, and Provincial
Schools in Northwestern Ontario

I, _____, am willing to participate in the research on program delivery services in the education of Native children in northwestern Ontario. This research is being conducted by Patrick Brady, a graduate student at Lakehead University in partial fulfillment of the requirements for the degree of Master of Education.

I Understand that this research involves informal discussions and informal interviews. All of these sessions will be arranged by Patrick Brady at mutually convenient times.

I Understand that Patrick Brady will discuss potential risks and benefits of this research with me, and that I may withdraw at any time.

I Understand that material collected in the course of this research will be confidential, that is, my name will not be released or mentioned in any reports or publications without my consent.

I Understand that Patrick Brady will make available to me a copy of the results of this research upon my request.

Participant

Date