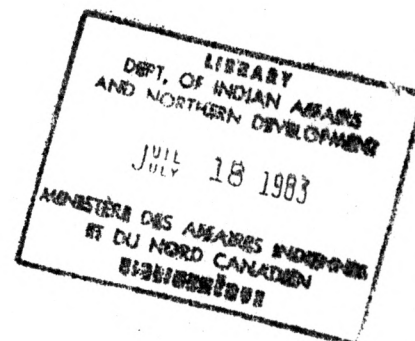


Progress report on the development of an
Indian education evaluation strategy.

Canada. Indian and Inuit Program. Program
Evaluation Branch.



PROGRESS REPORT
ON
THE DEVELOPMENT OF AN INDIAN EDUCATION
EVALUATION STRATEGY

PROGRAM EVALUATION BRANCH

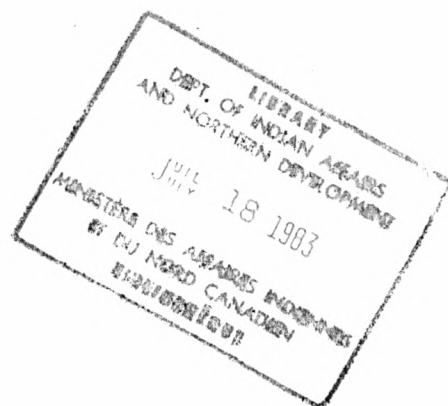
MAY 1978

CONTENTS

	<u>Page</u>
INTRODUCTION	1
DESCRIPTION OF THE PROJECT	1
OVERVIEW OF THE EDUCATION ACTIVITY	3
CURRENT ISSUES	7
FUTURE STEPS AND PROJECT OUTPUT	16

APPENDICES

1. Evaluation Projects in Progress
2. Documents Examined to Date
3. Education Activity Overview Categories
4. Summary of Populations Benefiting from Indian Education Programs (1976-1977)
5. Summary of Indian Education Expenditures (1976-1977)
6. Allocation of Departmental Education Activity Employees (March 1978)



INTRODUCTION

The Education Activity is arguably the largest responsibility of the Indian and Inuit Affairs Program. The 1978-1979 estimates assign over 50% of the Program's staff-years and nearly 40% of the funding to education. Population growth among Canada's native peoples, as well as a possible increase in school attendance rates, suggest that, if anything, the importance of this Activity will grow in the future. These trends are compounded by a tendency for a greater proportion of students to take advantage of the more costly secondary and post-secondary levels of education. As a result, the Program's senior management has assigned a high priority to evaluation of the current departmental efforts in education.

This progress report summarizes the Program Evaluation Branch's work to date in elaborating a comprehensive strategy for evaluation work in the education field over the period 1978-1981. We expect to provide senior management with our recommendations by the end of July 1978.

DESCRIPTION OF THE PROJECT

The size and complexity of the Education Activity imply the need for an evaluation strategy. Imaginable projects range widely from immediate concerns such as the cost per student under federal-provincial tuition agreements, to fundamental issues such as the causes of the current low high school attendance rates among Indians. Presently the Program Evaluation Branch has several projects underway in the education field. (Refer to Appendix One for a full list.) These projects will meet pressing ad-hoc needs; they do not fit together into a coherent pattern. Only by weighing the possible projects in relation to each other can the Program select the most useful balance of evaluation efforts for the future.

To begin, the Program Evaluation Branch established an informal committee to oversee this work. The members include:

1. Mr. A. Grattias, Program Evaluation (Chairman);
2. Mr. D. Wattie, Education;
3. Dr. E. Daniels, Policy;
4. Dr. R. Jones, Program Evaluation (Project Leader);

5. Mr. P. Fillipoff, Program Evaluation;
6. Mr. C. Hill, Program Evaluation;
7. Mr. D. de Jong, Program Evaluation; and
8. Mr. J. Lahey, Bureau of Management Consulting.
9. Other people have been and will be participating from time to time as appropriate.

The day-to-day work of the project is the responsibility of the consultant, Mr. J. Lahey, in cooperation with the Project Leader, Dr. R. Jones.

In mid-April, the committee decided how it would proceed in developing an evaluation strategy for the Education Activity. The main elements of this methodology are:

1. Assemble available basic data, including benefiting populations, staff-year utilization, and expenditures.
2. Distill the views of selected headquarters and field managers and Indian educators regarding current issues. (In practice, we may need to prepare more than one summary in order to do justice to divergent views. This was the course which the former Education and Cultural Development Branch and the Education Operations Branch followed in their joint paper "Issues in Indian Education 1976", published in March 1976.)
3. Conduct a simplified evaluability assessment. This procedure will determine the nature of the Activity and its components, obtain agreement about what the Activity entails, and determine the readiness of Activity components for evaluation.
4. Define and rank the evaluation projects which emerge through analysis of the Activity, the main current issues, and the evaluability assessment.
5. Propose an initial set of effectiveness measures for each of the Activity's major components. These measures should permit evaluations of related programs or institutions to yield results with a modicum of comparability which goes beyond the financial level alone.

6. Report the results to the Program's senior management through:
 - a. this interim progress report; and
 - b. a final paper which will contain our recommendations on how to proceed with evaluation in the Education Activity over the period 1978-1981.

To date, we have completed items 1 and 6a in the above list; and we have begun work on items 2 and 3. This work has involved interviewing Mr. D. Wattie (Education), Mr. D. Good (Treasury Board Secretariat) and Mr. G. Harris (QUASAR Systems). We also spent considerable time with Ms. J. Vaughan (Program Reporting and Control) and Mr. D. Saigaonkar (Statistics) in assembling basic data on the program. In Appendix Two we list the documents examined so far.

OVERVIEW OF THE EDUCATION ACTIVITY

The committee decided that it needed an overview of the Education Activity as a basis for developing an evaluation strategy. The committee accepted a proposal to prepare a series of matrices for this purpose. The rationale was the following:

1. We wanted to have a structured way of summarizing the Activity's components for easy reference.
2. We decided that the fastest way to familiarize ourselves with the details of the Activity would be to try to define its components and then to slot in available program data.

For the longer term, we planned to use the matrix developed as the framework for identifying and mapping future evaluation projects.

Our first step, then, was to conclude what should form the axes of our matrix. The result of our deliberations was that the delivery agencies should appear on the vertical axis, and the detailed Activity components (in a functional sense) on the horizontal. By "delivery agency" we mean both the type of administration (provincial, federal, band or other) and the level of instruction (preschool, elementary, secondary or post-secondary). By "Activity components" we

mean the major functional sub-divisions of the Education Activity, stressing those which are likely to be important from the evaluation viewpoint. Appendix Three lists the categories we have identified after several revisions.

Having defined our Activity overview matrix, we decided to fill in the available data (mainly for 1976-1977) in the three key areas of benefiting populations, expenditures, and staff-year utilization. Our results appear in Appendices Four, Five and Six, respectively.

The benefits of preparing this brief overview relate to both content and process. The facts themselves are not new, but the matrix format of the appendices should make it easier to grasp the dimensions of the Activity. Perhaps more importantly, however, the process illuminated two points which will affect our future work:

1. Most Activity data is questionable. With few definitions of codes, and with few quality checks on input to ensure accuracy, the available figures merit little confidence. For now the numbers are sufficient to indicate relative magnitudes. But clearly the current state of Activity data will make evaluation projects difficult.
2. We got little sense of what we could view as "the Education Activity". Our impression is that the reality of Indian education differs greatly from one region to another. Evaluation planning will have to respect this fact.

Below we note a few points drawn from Appendices Four, Five and Six which will likely stand out in their influence on future evaluation decisions.

1. Benefiting Populations

Perusal of the rather incomplete figures we were able to gather on benefiting populations indicates the following:

- a. Over half of Indian in-school students attend provincially administered schools. The number attending band-administered schools remains little more than five per cent of the total, but appears to be growing.

- b. Comparison of school attendance data with the child population in the normal school-attending age-groups shows high participation (over 90%) for elementary grades. For secondary school grades, however, the rate falls off rapidly grade by grade, bottoming at under 25% for the last year of high school.
- c. Preschool attendance (grades K4 and K5) indicates a participation rate of only about 70% of the children aged four and five. However, these two grades do amount to about 12% of total in-school attendance.
- d. Fewer than 10% of in-school Indian students live outside their homes, whether in student residences, group homes, or private boarding homes.
- e. At the same time, almost two-thirds of the in-school students receive some form of daily transportation to and from school.
- f. The figures on counselling tell us only that all students may use these services. But they tell us nothing about how many students actually receive counselling.

Note that our data does not cover the question of secondary benefits such as Indian jobs created.

2. Expenditures

The current financial coding does not permit us to fill in very many spots in our matrix. Nevertheless, the following observations are in order:

- a. For 1976-1977 the five largest categories (out of 20) of education spending absorbed three-quarters of the budget:

<u>Category</u>	<u>(\$ million)</u>	<u>(% of total)</u>
i) Instruction	104.5	48%
ii) Capital	29.0	13%
iii) School Facilities (operations)	12.7	6%
iv) Daily Transportation	11.7	5%
v) Administration	9.9	4%
<u>Totals</u>	<u>167.8</u>	<u>76%</u>

- b. Within instruction the largest item, provincial tuition agreements, amounted to \$66.2 million, or nearly one-third of all education spending.
- c. The next five largest spending categories absorbed 15% of the budget:

<u>Category</u>	<u>(\$ million)</u>	<u>(% of total)</u>
vi) Post-secondary maintenance	8.4	4%
vii) Residences	7.1	3%
viii) Counselling	6.1	3%
ix) Adult Education	5.6	3%
x) Cultural Education	5.2	2%
<u>Totals</u>	<u>32.4</u>	<u>15%</u>

The other ten categories bring the total 1976-1977 spending on Indian education to \$220.0 million (97% of the figure reported in the Blue Book).

3. Staff-Year Utilization

The breakdown of departmental employees in the Education Activity for 1977-1978 (as of the end of March 1978) was:

<u>Category</u>	<u>(No. of employees)</u>	<u>(% of total)</u>
a. Instruction	1,630	58%
b. Residences (child maintenance)	400	14%
c. Administration	315	11%
d. School Facilities (maintenance)	190	7%
e. Counselling	155	5%
f. Residence Facilities (maintenance)	150	5%
<u>Totals</u>	<u>2,840</u>	<u>100%</u>

Although we could not obtain the relevant data, we assume that at least an equal number of people work in Indian education under provincial or band administrations.

With this overview in mind, we can enumerate some of the Activity's most pressing issues.

SOME CURRENT ISSUES

From initial discussions and study of documents, we have identified several issues (by no means all of them) which will likely influence our evaluation priorities. One general concern is the extent to which there is a national Indian Education Activity. How do the regional programs differ? What do they have in common? What are the relations between the regions and headquarters? More specifically, we list the following questions under fourteen headings, but not in any particular order:

1. Construction and Maintenance of Capital Assets

a. Quality

- i) To what extent do federal and band facilities compare with the quality of geographically similar provincial facilities?
- ii) In general, do schools attended by Indians have facilities of a quality comparable to those available elsewhere?

b. Meeting needs without duplication

- i) Does local control lead to duplication of facilities built by the provinces or spaces purchased from them?
- ii) What effect do enrollment fluctuations have on the availability of facilities?
- iii) How much use do education facilities receive? To what extent do they serve general community needs?

2. Local Control

a. Quality of education

What effect does local control have on Indian learning? on basic skills? on attendance? on community life? on access to higher learning? on self-image?

b. Cost

How does the cost of local control compare with other types of administration? What factors should be considered in costing local control?

c. Implementation

- i) What types of local control exist? What impact do the various types have on the local Indian managerial capacity?
- ii) Is there any pattern to the circumstances under which bands request local control? to the process whereby local control is implemented?
- iii) What are the characteristics of "successful" local control? "Unsuccessful"?
- iv) How well has the department implemented its policy of furthering and supporting the expansion of local control?

3. Federal-Provincial Agreements

a. Cost

- i) Are the provincial tuition charges reasonable in relation to their costs for educating Indians?
- ii) How are the charges determined? Does the department have adequate data on per capita cost in federal schools as a basis for negotiation with the provinces?

b. Adaptation to Special Indian needs

- i) To what extent does provincial schooling meet special Indian needs (e.g. language, culture, counselling?)

- ii) What effect does such adaptation (or the lack of it) have on Indian learning? on basic skills? on attendance? on self-image?
- iii) What is the extent of Indian influence on the administration of provincial schools attended by Indian children? What are the effects of this influence?

c. Monitoring

To what extent does the department monitor the implementation of these agreements to ensure that the provinces deliver as contracted? What mechanisms exist to organize these reviews? Are they adequate?

4. Culture

a. Native studies (including native languages)

- i) What native studies programs exist? Who participates? Are the materials adequate?
- ii) What effects do native studies have on Indian learning? on basic skills? on attendance? on self-image? on relations with parents?
- iii) What contribution do native studies make to subsequent careers?
- iv) Do the results justify the costs?
- v) To what extent is instruction done in native languages? What effect does this have on learning?

b. Cultural education centres

What is the impact of cultural education centres? What relation do they have to the rest of the Education Activity? To what extent can the cost of the various activities be determined?

5. Instruction

a. Curriculum

- i) What curricula are used in Indian education?
- ii) Do some curricula facilitate more effective learning than others?

b. Educational technology

- i) To what extent does Indian education employ technological aids?
- ii) Does the department take suitable advantage of the facilities of related departments such as Communications?
- iii) What effects does the use of such technology have Indian learning? on basic skills? on attendance?

c. Educational research and development

- i) What research and development does the department conduct? Are there clear needs as yet unfulfilled?
- iii) To what extent does the department share its R&D results among regions? with other jurisdictions?
- iv) To what extent does the department take advantage of relevant educational R&D conducted elsewhere?

6. Learning

- a. Apply to all types of Indian schools the same questions posed with regard to the quality of education in locally controlled schools and with regard to adaptation to special Indian needs.
- b. Why do many Indian children tend to "repeat grades" in school? What factors contribute most to effective learning among Indian children?

- c. To what extent does Indian education develop a well-rounded individual? For example, how well do the schools encourage physical and artistic development?

7. Retention of Students in Schools

- a. Why does a large proportion of Indian children not complete the normal high school program? How does Indian school retention compare with the record among geographically similar schools?
- b. What is the impact on employment of remaining in school?
- c. To what extent does the department facilitate the re-entry of dropouts who subsequently wish to pursue their education?

8. Student Accommodation Outside Their Homes

- a. Under what circumstances do students live outside their homes? How are they assigned to a particular place to live?
- b. Are the living conditions reasonable?
- c. What effect does living away from home have on student learning? on basic skills? on attendance? on self-image? on relations with family?
- d. What arrangements exist for children living outside their homes to visit their parents? What effect does the frequency of visits have on learning? on retention in school?
- e. To what extent does accommodation outside the home serve a welfare function? Is the purpose achieved?
- f. How do residences compare with group homes and private boarding in terms of costs and effects on the students?

9. Support and Maintenance Activities (In-School)

a. Transportation

- i) How much must Indian children travel on a daily basis in order to go to school?
- ii) What is the impact of daily transportation on learning? on attendance? on health?
- iii) Are the present arrangements cost-effective?

b. Allowances

What purposes do student allowances serve?

c. Lunch Supplements

- i) Under what circumstances do students receive lunch supplements?
- ii) What is the nutritional value of the supplements? What effects do they have on learning? on attendance?

10. Counselling

- a. Who receives counselling? under what circumstances? Are the students satisfied? What effects does counselling have on behaviour? on decisions? on general well-being?
- b. How does the administration of various maintenance payments affect the quality of counselling?

11. Post-Secondary Education and Maintenance

a. Education

- i) What factors contribute to success among Indians taking university education?
- ii) How well does university education equip students to enter the labor force?
- iii) How do the results of regular and special university programs compare?

- iv) How does the performance of Indian university students whose education is uninterrupted compare with that of students who work for a while before completing their education?
- v) Do Indian students tend to perform better in some courses and at some universities than at others?
- vi) What is the quality of Indian-managed post-secondary institutions? How much do these institutions cost per student?

NOTE: These questions should also be posed in relation to professional education and vocational education (in post-secondary institutions).

b. Maintenance

- i) What effects do the maintenance allowances provided for in Circular E12 have on Indian performance in post-secondary education of all types?
- ii) How are the allowances administered? Are the controls adequate?

12. Adult Education (By this we mean adult learning outside the context of formal institutional post-secondary education)

- a. To what extent do existing community education programs meet Indian needs in terms of relevance, quality and delivery?
- b. How well does band training and other adult education support the strengthening of bands' capacity for self-administration?
- c. To what extent does band participation in Indian education generally further the development of the community?
- d. How do costs relate to course participation and successful completion?

13. Educational Personnel

a. Activity Management

What is the balance of managerial and professional education experience and skill among the District Superintendants of Education and more senior Activity managers? What effects does this balance have on the Activity?

b. Principals

How adequately are staff trained to accept the principalship of large schools, when often their teaching experience is in one or two room schools?

c. Teachers

- i) How do teachers in Indian education compare with those with similar boards? in qualifications? in experience?
- ii) Do non-Indian teachers receive adequate training to cope with cross-cultural teaching? How successful is it? What is the turnover like?
- iii) How many Indian teachers are there? How does their presence affect the students? the community?
- iv) How well does Indian teacher training meet the staff needs of particular bands? of particular language groups?

d. Teacher Aides

- i) What is their role? How well accepted are they by teachers? by students?
- ii) How does their remuneration relate to their duties in the classroom, in comparison with the teachers?
- iii) How are they selected? What training do they receive?

e. Counsellors

The same questions posed with regard to teachers apply to counsellors.

14. Other General Issues

- a. What impact do the department's structure and management practices have on Indian education?
- b. To what extent are the present educational arrangements compatible with Indian life styles?

The above list, which is far from exhaustive, illustrates the range of issues which could form the basis of education evaluation projects over the next few years.

We could look at the selection of priority projects from several angles:

1. The department has many concerns relating to its stewardship for public funds in an era of fiscal restraint. Indian preoccupations could be very different, however.
2. Within the department, the teacher in the classroom will probably assign priorities in ways unlike his district and regional managers. And we can expect headquarters to differ from both field perspectives.

Essentially, the problem is what balance to strike among administrative, educational and socio-political considerations in defining our strategy. Look, for example, at the question of local control. Depending on whether we concentrate on costs, or basic skills learning, or the development of Indian self-management, our evaluation of local control would likely yield different results. The major thrust for the remainder of this project will be to define options in terms of specific feasible projects, which can bring an acceptable balance to the department's evaluation effort.

FUTURE STEPS AND PROJECT OUTPUT

Between now and the end of July 1978, we will complete steps 2 to 5 as listed in the DESCRIPTION OF THE PROJECT section on page 2 of this paper. Based on that work, we will prepare a final management paper recommending a strategy for the evaluation of Indian education. Senior management can then decide how to proceed.

APPENDIX ONE

EVALUATION PROJECTS IN PROGRESS
RELATING TO INDIAN EDUCATION

Education Evaluation Initiatives

The following is an overview of education evaluation initiatives undertaken to date by the Program Evaluation Branch. The overview indicates briefly each type of project along with its stage of development at this time. The order does not reflect any priority.

1. Post Secondary Education

To assess effectiveness of the program in terms of access to educational opportunities by Indian people, increased participation, and future employability. Evaluation process will be related directly to E-12.

2. Cultural Education Centres

a. To determine extent to which Program is meeting objectives of developing Indian/Inuit curricula and resources and carrying out cultural activities, relating above to cost benefit and impact.

b. Status: Consultant retained
Evaluation design and implementation on-going
Evaluation completion date: March, 1979

3. Provincial vis-à-vis Federal Primary and Secondary Schools

a. To analyse and compare performance of primary and secondary students in Federal and in Provincial schools in Manitoba, developing comparative indices based on such criteria as drop-out and graduation rates, age-grade relationships, etc.

b. Status: Consultant retained
Evaluation design
Instrumentation and field work completed
Preliminary results: July, 1978

4. Indian Social Worker Program

a. To assess effectiveness of two-year certificate course in training Indian social workers, and conduct a follow-up of graduates to date.

b. Status: Initial discussions about this evaluation proved unproductive. Evaluation process presently held in abeyance.

5. Amerindianization Project

- a. To determine extent to which project has attained objectives of providing in-school native language instructional program leading to qualified technolinguists and native language teachers and development of native curricula in relation to costs.
- b. Status: Evaluation completed February, 1978

6. Teacher Education: Morning Star Program

- a. To determine impact of Indian teacher training program in Alberta (Blue Quill) by conducting a follow-up of graduates, with possibility of developing evaluation model applicable to other similar programs.
- b. Status: Action deferred until Autumn 1978.

7. The Oo-Za-We-Kwun Centre

- a. To determine impact on participants and their communities of life-skills program and subsequent training-on-the-job in on-site industries for Indian people wanting to work in an urban setting, and of continuing education courses. Cost-benefit analysis will be part of evaluation.
- b. Status: Field work completed and interim report submitted; Final report due May 30, 1978

8. Centre for Training Research and Development (CENTRAD)

- a. To assess overall operation and impact of program designed to develop materials and train Indian facilitators to aid in development of Indian bands and Inuit communities.
- b. Status: Evaluation Steering Committee established
Terms of Reference ratified by Steering Committee.
Selection of consultant underway.

9. Band Development Training Program

- a. To equip Regional Band Training Committees with evaluation methodology and guidelines for application in context of decentralization of Band Training Program which was designed to assist Bands to develop Band definition of local government, identification of required skills and training required.

- b. Status: Consultant developed evaluation framework and set of models; final report to be submitted June 30, 1978.

10. Indian and Inuit Recruitment and Development Program

- a. To examine all aspects of Program designed to recruit, train and counsel native people in junior, middle and senior management positions, by conducting a follow-up of former trainees.

- b. Status: Initial contacts made and subsequent discussions held; further response from Program awaited.

11. Brandon University Northern Teachers Education Program (BUNTEP)

- a. Graduate student to develop as practicum a research design which could be used in an evaluation of BUNTEP; design to include assessment of evaluability, identification of variables, and suggestions re: instrumentation

- b. Status: Completed report received April 14, 1978; copies distributed to concerned parties.

12. Indian Control of Indian Education in Alberta

- a. A pilot study to define "local control", test various possible research techniques and obtain some preliminary results.

- b. Status: Consultant retained to draft initial outline. Following discussions with program people, further action postponed indefinitely.

13. Adaptation-Not-Assimilation Program

- a. To review after first year, the operation and results of program designed to assist Northern Indian students in one secondary school in Ottawa; program operates with joint agreement of DIAND and Ottawa Board of Education.

- b. Status: Consultant retained; initial stages of review underway. Completion date: July 15, 1978.

APPENDIX TWO

DOCUMENTS EXAMINED TO DATE

1. Issues in Indian Education 1976 (March 1976).
2. Education and Cultural Development Branch - Draft Work Plan for 1977-1978.
3. Indian Affairs Program Forecast for 1979-1980 and accompanying analytical material.
4. Government of Canada Estimates 1978-1979.
5. Departmental Financial Coding Manual.
6. Education Program Review, March 1977 (written commentaries from Manitoba and Saskatchewan).
7. Minutes of the Budget Allocation Meeting (November 1976).
8. Various Treasury Board submissions relating to Indian education.
9. Various brochures on Indian education (1975),
10. Various statistical reports on Indian education.
11. Program Evaluation Branch files on the Continuing Education Information System and on the Post-secondary Maintenance Program.

APPENDIX THREE

LIST OF EDUCATION ACTIVITY OVERVIEW CATEGORIES

(WITH REFERENCE TO FINANCIAL CODES)

NOTE: Our overview matrices list activity overview categories across the horizontal axis. The particular categories attempt to distinguish the major subdivisions of the Education Activity, stressing those which are likely to be important from the viewpoint of program evaluation. The base of the list is the Activity's financial codes. However, we have added categories where the financial codes have seemed too limiting in the light of our purpose.

EDUCATION ACTIVITY OVERVIEW CATEGORIES

<u>Category</u>	<u>Financial Codes Included</u>
<u>I. OVERHEAD</u>	
1. Administration	
a) general	2210, 2220
b) adult education	2610
c) vocational education	2710
d) employment and relocation	2810
e) student residences	2910
f) cultural development	2110
2. School and Staff Facilities (Note a)	
a) staff	} 2330, 2350 Vote 10
b) operations	
c) capital	
3. Residence Facilities	
a) staff	} 2930 Vote 10
b) operations	
c) capital	
4. Group Home Facilities	
a) staff	} 2930 (same as I-3) Vote 10
b) operations	
c) capital	
5. School Committees	2340
<u>II. EDUCATION ACTIVITIES</u>	
1. Instruction	
a) principals (Note b)	} 2310, 2320 2410, 2430
b) teachers	
c) teachers' aides	
d) teaching support staff (Note c)	} 2230, 2260 2250, 2360 also in 2360
e) materials (Note d)	
f) professional development	
g) curriculum improvement	
h) native language instruction	

- 2. Vocational Training 2730
- 3. University
 - a) general
 - b) teaching
 - c) other professional (Note e) } 2720
- 4. Adult Education
 - a) academic upgrading (Note f) 2620
 - b) community education (Note g) 2630
 - c) band training 2650, 2660
 - d) cultural education (Note h) 2120
 - e) library 2640

III. SUPPORT ACTIVITIES

- 1. Residences
 - a) catering 2940
 - b) child care 2950
 - c) housekeeping 2960
 - d) recreation 2970, 2990
- 2. Other Accommodation
 - a) private boarding 2520
 - b) group homes 2580
- 3. Clothing and Supplies (Note j)
 - a) residences and group homes 2960 (same as III-1-c)
 - b) private boarding 2520 (same as III-2-a)
- 4. Student Allowances (Note j)
 - a) at home
 - b) residences and group homes 2540, 2570
 - c) private boarding
- 5. Post-secondary Maintenance
 - a) university and professional 2740
 - b) vocational 2750
- 6. Counselling (Note k)
 - a) educational
 - b) social } 2420 (also some from 2610, 2710, 2810)
- 7. Lunches 2530

8. Transportation

- | | |
|-------------|------------|
| a) daily | 2560, 2920 |
| b) seasonal | 2550, 2980 |

9. Employment and Relocation	2820, 2830, 2840
	2860, 2870

NOTES

- Note a. This category includes both the school facilities proper and the teacherages constructed to house the staff.
- Note b. Includes assistant principals.
- Note c. This heading refers only to staff such as secretaries or clerks who directly support instructional work. Staff such as maintenance personnel fall under the heading I-2-a.
- Note d. Materials include both student materials, such as notebooks, which are consumed in use, and classroom materials, such as textbooks, which are reusable.
- Note e. This category includes special programs such as the Indian Summer Law Program.
- Note f. Previously known as "adult basic education".
- Note g. Previously known as "social adult education".
- Note h. This refers primarily to the cultural education centres.
- Note j. The "clothing and supplies" category covers pre-school, elementary and secondary school student maintenance costs, other than accommodation and board, which are incurred on the students' behalf. The "student allowance" category covers such costs which are paid directly to the students for spending at their discretion.
- Note k. Readers should remember that social counselling is also funded under other parts of the Indian and Inuit Program budget.

APPENDIX FOUR

SUMMARY OF POPULATIONS BENEFITING FROM INDIAN EDUCATION PROGRAMS

(1976-1977)

Note: The shaded areas of the matrix which follows are combinations of delivery agency and Activity function which do not exist. Unfilled white areas are those for which we could not obtain data.

NOTES ON INDIAN EDUCATION BENEFITING POPULATIONS CHART

Note a. The figures on the number of schools come from a Statistics Division Report entitled "Number of Schools by Type and District". The figure for provincial schools includes 583 provincial joint schools.

Note b. The source of the enrollment data is Table #1AA of the Nominal Roll System, dated 15-08-77.

We split the figures by school level as follows:

1. preschool (grades K4 and K5);
2. elementary (grades 1 to 7); and
3. secondary (grades 8 to 11, 12 or 13 as appropriate).

In practice the provinces define the duration of elementary school differently. Nova Scotia, New Brunswick, Quebec, Manitoba, Saskatchewan and Alberta all use grades 1 to 6; British Columbia uses grades 1 to 7; and Newfoundland, Prince Edward Island and Ontario use grades 1 to 8. Using grades 1 to 7 as our definition seemed likely to get closest to the correct number.

Note also that the elementary school figure includes students not placed in any grade and students for whom the grade is unknown.

Note c. For comparison we note that there were 89431 Indians between the ages of 4 and 18 (inclusive) in 1976-1977. Assuming an age-grade correspondence of 6 years old in grade one, 7 in grade two, and so on, school attendance as a proportion of potential enrollment was:

K4-5	70% of potential
G1-8	106% of potential
G9-13	54% of potential

Note that age and grade do not correspond directly. The "potential" figures are therefore to be seen as indicative only.

- Note d. This figure for total enrollment may be low. The 1977-1978 Nominal Role printout gives a total of 78088 students, which represents a year-to-year enrollment increase too great to be explained by population growth alone.
- Note e. Figures are for 1975-1976. These totals exceed by about 30% overall the preliminary data for 1976-1977.
- Note f. The 1979-1980 Program Forecast reports these sub-activities in different units. It gave a total of 161,275 trainee-hours for "basic education" (mainly literacy training) and 461,899 trainee-hours for "social adult education."
- Note g. The 1979-1980 Program Forecast gives a total of 10,888 trainee-weeks for 1976-1977. The figure included here, which comes from the consolidated report "Band Training Summary by Activity" (dated 10 November, 1977), gives 96,302 trainee-days, or almost 14,000 trainee-weeks, even if we assume 7-day courses.
- Note h. This is the number of band members for whom per capita library grants were paid in 1976-1977.
- Note j. Source: 1979-1980 Program Forecast.
- Note k. Data on the number of students in each type of accomodation, and of those receiving particular assistance (such as clothing) was requested in late April. The move to Hull and computer problems have meant that the figures are not yet available.
- Note m. The 1979-1980 Program Forecast states that 73,571 students received counselling during 1976-1977. Apparently the discrepancy between this figure and the total enrollment reported in the "Instruction" category may be a result of at least two factors:

1. It is known that some schools and even districts (eg. Fort St. John) do not report their enrollments to the nominal roll system.
2. Regions likely included in their program forecast submissions figures on students for whom services (eg. counselling) are provided, but for whom no tuition is paid.

Work is currently under way to resolve discrepancies among the available figures.

Note n.

The 1979-1980 Program Forecast indicates that in 1976-1977 under this category there were 5,012 placements, 271 relocations and 383 persons benefiting from on-the-job training.

Note p.

For this chart row totals would not be meaningful.

APPENDIX FIVE

SUMMARY OF INDIAN EDUCATION

EXPENDITURES 1976-77

NOTE: This chart offers only a general indication of expenditure patterns in Indian education.

No reader should assume that particular figures are accurate.

Inaccuracies arise:

- a) because expenditures are not reported in the format used here;
- b) we cannot be certain that financial coding has been used uniformly throughout the Education Activity.

The shaded areas of the matrix which follows are combinations of delivery agency and Activity function which do not exist. Unfilled white areas are those for which we could not obtain data.

NOTES REGARDING INDIAN EDUCATION FINANCIAL CHART

- Note a. Band administration costs for adult education are likely included in the allotments for specific programs.
- Note b. The main activity under "vocational education" occurs in provincial institutions, such as universities and community colleges. Hence, we put the administration expenditures under the "provincial administration" heading. Some of this amount may relate to vocational education in federally-administered high schools.
- Note c. This amount is the sum contributed to bands, associations or band councils under this sub-two activity.
- Note d. We assume that virtually all employment and relocation costs relate to secondary school students and graduates, rather than post-secondary students and graduates.
- Note e. There is one privately administered student residence covered by the \$270,000.
- Note f. We are uncertain to what delivery agencies this sub-two activity applies.
- Note g. This is the amount provided to the provinces for school capital costs through joint-school agreements.
- Note h. This figure likely includes capital expenditures for band-administered schools/residences.
- Note j. The cost of operating the one privately administered student residence is already included in the "private institutions" administration category for student residences (refer to note e).
- Note k. Our understanding is that the cost associated with the building and upkeep of group home facilities is included in the "residence facilities" category.
- Note m. This includes salaries, wages, allowances and travel and removal costs.
- Note n. This includes all line objects not referred to in note m, except contributions as described in note c.

- Note p. This is the sum contributed as described in note c. The actual cost of band-administered instruction may differ significantly.
- Note q. No figures are available to break out native language instruction from general instruction costs.
- Note r. For reasons similar to those in note b, we record spending under provincial administration. Some of this money may be spent in federally administered schools.
- Note s. This includes all of sub-two activity 2960 ("Maintenance of Students"), except the clothing line object.
- Note t. This is the amount under sub-two activity 2520 ("Maintenance of Pupils in Private Homes") which is contributed to bands. We are uncertain to what extent this money may cover private boarding relating to band-administered schools.
- Note u. We are uncertain how the student allowance expenditures break down by type of school. We note, however, that \$785,000 was contributed to bands under sub-two activity 2540 ("Student Allowances").
- Note v. The figures noted under band administration likely refer mainly to studies carried out in institutions under provincial administration. We report these figures to highlight the fact that some money for post-secondary maintenance is channeled through the band.
- Note w. As with note u, we record the contributions to bands, although we are uncertain how guidance costs break down by type of school.
- Note x. Most of the money in this category relates to summer employment projects for which nearly all of the funding has been contributed to bands.
- Note y. The sub-totals summarize the figures in this table, but they cannot be taken as accurate. In particular, the overall column totals are greater than the sum of the sub-totals for the three types of school administration. This follows from the fact that in several categories we had total expenditure figures, but were unable to allocate these amounts among the types of schools.

APPENDIX SIX

ALLOCATION OF DEPARTMENTAL
EDUCATION ACTIVITY EMPLOYEES

(MARCH 1978)

Note: The figures in this chart were obtained by study of a printout from the departmental Personnel Information System. In particular, we obtained a listing, by financial code, of the number of incumbents as of late March, 1978, within each job title. While this method does not account for all man-years, it does cover about 95% of the total.

The shaded areas of the matrix which follows are combinations of delivery agency and Activity function which do not exist. Unfilled white areas are those for which we could not obtain data.

NOTES REGARDING INDIAN EDUCATION EMPLOYEE CHART

- Note a. This figure includes 12 employees from the Instruction code (2310), who clearly hold general supervisory positions.
- Note b. As in note a, this figure includes 3 employees from code 2310 who clearly work maintaining or operating school facilities.
- Note c. Staff relating to group homes are included in the residence category. We were unable to break this group out.
- Note d. This figure includes one employee from the Guidance code (2920).
- Note e. This figure includes one employee from the Adult Education Administration code (2610), 18 from the Vocational Education Administration code (2710), 4 from the Employment and Relocation Administration code (2810), and 1 from the Instruction code (2310). All of these employees are clearly identified by their job titles as counsellors.
- Note f. The figures for counsellors for band and provincially administered schools are taken from p.43 of the 1979-1980 program forecast. We use the 1978-1979 figures to correspond to the March 1978 personnel data in the rest of the table.
- Note g. With the exception of counselling, we do not include any overall totals. This is because we have been unable to obtain further data on the employees of band and provincially administered schools.