

EVALUATION ASSESSMENT:

Elementary and Secondary
Instruction Component of the
Indian Education Program

March 16, 1982

Prepared by:

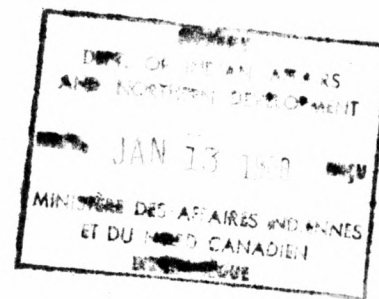
Evaluation and Strategic
Management Associates Ltd.

for the

Department of Indian and Northern Affairs

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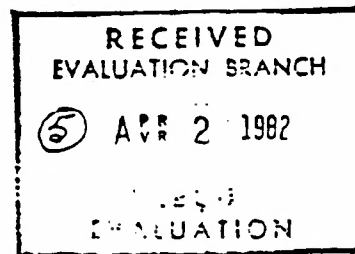
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Department of Indian and Northern Affairs

ESM

March 17, 1982.



Mr. A. Grattias
Director
Evaluation Branch
Dept. of Indian Affairs
and Northern Development
Ottawa

Dear Mr. Grattias,

We are pleased to submit this final report on the Evaluation Assessment of the Elementary/Secondary Instruction component of the Indian Education Program.

The Assessment began with three aspects of instruction: school and program quality of instruction, curriculum development, and the effects of local control. In the process of the Assessment DIAND management has decided to concentrate the efforts of the next phase of evaluation research on developing a framework for local co-operative school evaluations, developing tools for assessing student achievement and quality of instruction, and evaluating DIAND efforts in curriculum development. We feel that evaluation research in these areas is timely and likely to be very useful to program management.

Sincerely,



K.F. Watson
President

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EXECUTIVE SUMMARY.

Evaluation Assessment of the Elementary/Secondary Instruction
Component of the Indian Education Program.

Purpose of the Assessment.

This assessment has been undertaken in accordance with the DIAND Evaluation Plan 1981-86. The component is described in the Plan as "Instruction - Elementary/Secondary Education". The Evaluation Assessment was commissioned by the Evaluation Branch of DIAND, and undertaken by Evaluation and Strategic Management Associates Ltd. The DIAND officer who managed the project was M.K. Rombout, and the project leader was Dr. Kenneth F. Watson.

The purpose of the Assessment was to examine the program component, identify evaluation issues, consider data requirements and research issues related to those issues, and to conceptualize "evaluation options" for DIAND management to consider. It was also a purpose of this Assessment to consult with DIAND management on these Evaluation Options, and to develop a work-plan for the next phase of evaluation research related to this program component - that is, to consider the appropriate tasking, scheduling and allocation of resources to complete the evaluation research option selected by DIAND management.

Procedures of the Assessment.

The Assessment team interviewed DIAND staff, both central office and regional staff, and interviewed a number of Indian persons including educators in Indian associations and in a reserve school. A number of DIAND reports related to the

evaluation of education programs were reviewed along with the general literature of evaluation research in minority-group education programs. The team visited the Tobique reserve and observed an evaluation team working in the reserve school. The team also visited the Bureau of Indian Affairs in Washington D.C. to discuss the evaluation research of that Bureau. Early drafts of this Assessment were discussed with staff of the Office of the Comptroller General.

After discussions with the Education Division of DIAND, evaluation options were presented to DIAND management. The selected option was then developed into a work-plan and is presented in this Assessment as a proposal for the next phase of evaluation research.

Evaluation Issues.

The evaluation issues are presented in Figures 3-5 of this report. In summary they were as follows:

1. Classroom Instruction.

- . Are the goals of the program clearly articulated and realistic?
- . What are the major contributing factors to the quality of learning, as defined above, and what are the key factors where DIAND resources can make the most difference?
- . What types of systems and approaches to evaluation are likely to be effective in monitoring the quality of classroom instruction for native children?

2. Curriculum Development.

- . Are the goals of the curriculum development component clearly articulated and realistic?
- . Can exemplary or model curriculum materials be identified?

- . Is an appropriate level of support being extended to curriculum development in the Federal and Band school systems?
- 3. Devolution and Local control.
 - . Are the objectives of DIAND in regard to devolution and local control clearly articulated and realistic?
 - . Can exemplary or model transitions from local control be identified?
 - . How effective is the training, advice and support provided by DIAND to Bands that opt for local control?

The Evaluation Options.

On the basis of the issues identified and the structure of the program component, three evaluation options were presented to DIAND management for consideration:

1. Evaluate the effectiveness of DIAND training, advice and support for transition to Indian control of instruction.
2. Develop an evaluation framework for assessing the quality of instruction in Federal and Band schools, based upon the testing and reporting of student achievement.
3. Evaluate the curriculum development component of the elementary/secondary education programs.

The Selected Option.

DIAND management selected the following work-tasks from among the options presented, for the next phase of evaluation research:

- . Develop an evaluation framework, tools and methods for the evaluation of local schools in a co-operative

way.

. Review and evaluate the appropriateness of various approaches to school and program standards, and indicators of quality of instruction.

. Examine the rationale for DIAND development of special curriculum materials for Indian students, the effectiveness of past program efforts, and possible frameworks for the development of future efforts.

The tasks which comprise the selected option are developed into a work-plan which is presented in the final section of this report.

INTRODUCTION.

This evaluation assessment is concerned with three aspects of the elementary and secondary instruction component of the Indian education programs of the Department of Indian and Northern Affairs: DINA advice, assistance and support to Bands that have opted to assume control of their local school; the quality of instruction of Indian children in general; and the development of special curriculum materials for use by teachers of Indian children.

Program Evaluation in Cross-cultural Settings.

Throughout this exercise the assessment team has kept in mind the cultural uniqueness of Indian children and the special concern of Indian peoples with self-determination. In terms of cultural uniqueness, we have tried to keep aware of our own cultural pre-conceptions and their likely effects on how we view the Indian educational experience. In terms of self-determination, we have investigated those methods of program evaluation activity, mainly co-operative local efforts, that are likely to respect the spirit of Indian control best.

However another basic assumption is that there is a broad area of instructional goals relating to basic intellectual and social competence, where there is full agreement between everyone involved in the education of Indian children; and that good quality instruction can be distinguished from bad in the educational system.

As an example of the difficulties an evaluator faces in cross cultural settings, one may consider the description of Eskimo children given in Eskimos, Chicanos, Indians, by Coles (1977). He observed that Eskimos are different in the ways in which they raise their children, and that consequently the children are different in the way they regard their own behaviour and that of others.

Coles describes the children's behaviour as quiet, controlled and patient, learning from observation and discouraged from asking unnecessary questions. They play differently, learn differently, and are punished and praised differently. The society in which they live stresses cooperation rather than individual competition.

One can easily imagine how teachers and evaluators confronted with this difference in behaviour may misinterpret the responses and signals which they receive. In such a situation it is relatively easy for an evaluator to know what not to do, (do not use tests standardized for a different cultural group, for example), but much more difficult to know how to replace the usual techniques with more effective means and measures.

Hall, in his classic book The Silent Language, (1959), defined culture as "that part of man's behaviour which he takes for granted" (p.39). He suggested that one way we can learn from other cultures is through the shock of contrasts and differences with our own, and that in the process we can learn a lot about our own culture.

Evaluation research in European culture is generally associated with change. Donald Campbell points this out in his classic paper "Reforms as Experiments" (1969), and indicates that most evaluation models may have limited usefulness in societies that do not value change and newness in the same way.

The planning/implementation/evaluation cycle that fits European society so comfortably is likely to fit very uncomfortably an Indian society with a different attitude to time and change and different standards of desirable behaviour. In particular the "payoff" evaluations tend to assume continuous progress that tends to improve matters through change.

For an Indian society that is much more ambivalent about the benefits of change, and much more torn between traditional Indian values and the Western values of achievement enshrined in the education system, a concept of tradeoff evaluations might be more appropriate than pay-off evaluation. This difference might be only a difference of attitude, but an important one. Instead of stressing the positive value of change exclusively, an analysis that was more conscious of the value of what was being replaced would better address the trade-offs that are the critical decisions from the point of view of the Indians themselves.

This evaluation assessment will look for methods of evaluation therefore that have the following characteristics:

1. The methods will preferably be clearly compatible with the spirit of Indian control of Indian education, and focused upon the trade-offs implied by the program.

2. The evaluation methods will hopefully move away from sterile criticism of Indian education programs, and away from equally sterile comparisons with Provincial school systems, and towards an understanding of what has worked best in the recent past in a particular program and how these good examples and good experiences might become more widespread within the practical resource and readiness constraints that exist.

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A General Review of Indian Education Programs as Background
to a Profile of the Instruction Component (Elementary/Secondary).

The Elementary/Secondary instruction component of the Indian Affairs Program provides pre-school, elementary, and secondary instruction services to children of status Indians resident on reserves or Crown lands. The mandate of this responsibility is provided in the Indian Act, Sections 114-123, qualified by Section 4(3).

In 1972, the Federal government accepted the principles of Indian control of Indian education as articulated by the National Indian brotherhood and its supporting Regional organizations. This commitment led to the formulation of a new education policy by the Department of Indian and Northern Affairs. The major thrust of this policy was to facilitate Indian involvement in and control of education programs for their communities. The objectives and activities of the elementary and secondary education programs during the last decade have, to a large extent, been shaped by this focus.

The activities of the elementary and secondary education programs fall into two broad categories: providing or funding elementary and secondary instruction for Indian students; and providing special educational services and supplies to make the curriculum more appropriate and culturally relevant to Indian students.

The Department is responsible for five general education programs:

1. Federally-operated schools.
2. Band-operated schools.
3. Schools under Provincial jurisdiction.
4. Post-Secondary education.
5. Cultural/Educational Centres.

This evaluation assessment of the primary/secondary component is concerned with the first two programs.

Federally-operated Schools.

Approximately 30% of Indian children attend Federal schools. There are three hundred Federally-operated schools in Canada. They aim at providing instructional services similar to those provided by provincial school authorities.

In 1981/82 there were 22,930 student units (Kindergarten students count as half units) and expenditures of approximately \$73 million for operations and maintenance. The average unit cost was therefore \$3,215.*

Band-operated Schools.

This program provides education services for Indian students at one hundred and twenty-seven schools. Funding is provided under the Departmental contributions to the Bands Program. In addition to these band-controlled schools there were in 1980 three provincially established Indian school boards.

*Note: Federal and Band schools are not comparable in some respects of the accounting treatment of administrative costs.

Under departmental contribution arrangements, Indian band councils or local education authorities may opt to administer all or parts of their education program. Approximately fifteen percent of Indian children attend band-controlled schools, (10,860 student units) with operating and maintenance expenditures of \$36.5 million. The average unit cost was therefore \$3,360.

In line with departmental policy of local control and parental responsibility, the number of schools controlled by Indian bands or groups of bands has increased from virtually none in 1970 to one hundred and twenty-seven in 1980.

The special educational services component of the elementary and secondary education programs provides supplies, services and programs designed to convey Indian traditions, culture and heritage. Examples of such special services include native language instruction, use of curriculum materials developed by Indians, enrichment programs such as input by community elders, and the teaching of traditional skills, and the training, recruitment and staffing of Indian schools with qualified Indian teachers and aides. At present, approximately twenty-five percent of teachers in Federal schools are Indian.

The intermediate outputs of the program are the students attending schools, the development of special educational supplies and services, and the employment of Indian teachers and teacher-aides. The ultimate objective of the program is that Indian students attain educational levels commensurate with those of other

Canadians, within the framework of Indian control and parental responsibility.

School Enrollment.

Total enrollment of Indian students has risen from 55,000 (including pre-school and special students) in 1965 to 74,000 in 1979. (Source: Nominal Roll, Finance and Management Branch, DIAND). The proportion of Indian students enrolled in elementary school is now approximately the same as the national average. However the proportions of the 14-18 year age group enrolled in secondary education has declined from a peak of 75% in 1972-73 to approximately 60% in 1979. There was a similar but less precipitous decline in national enrollments during the same period.

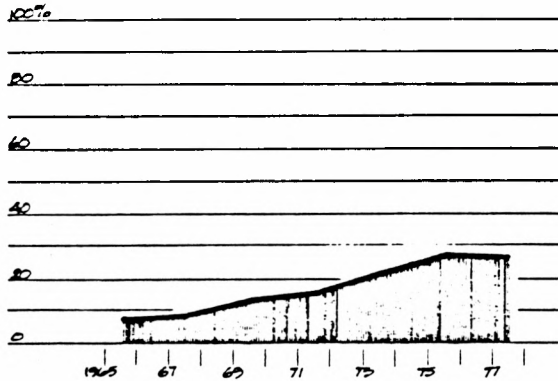
The proportion of Indian students remaining to Grade 12 from Grade 2 (retention) has increased from approximately 10% in 1965 to approximately 20% in the late seventies, but remains about one quarter the national rate.

School Expenditures.

Operation and maintenance expenditures on Federal and Band schools increased from thirty million dollars in 1971 to eighty-four million dollars in 1978, while expenditures on students in Provincial schools increased from approximately thirty-eight million to eighty-three million.

INDIAN TEACHERS

% of Teaching Staff in Federal Schools



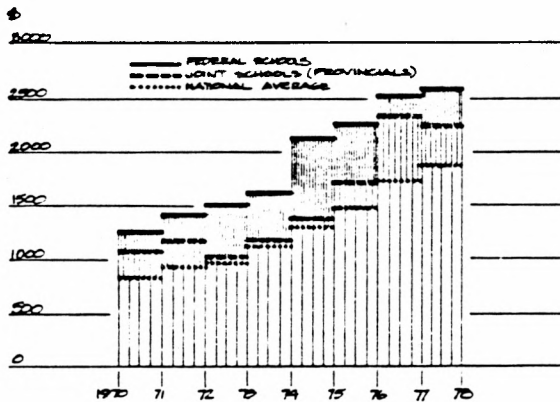
1980-81: 25%

source:

Statistics Division, DIAND, 1979.

EDUCATION COSTS

Per Student



1980-81:

Federal schools: \$3215

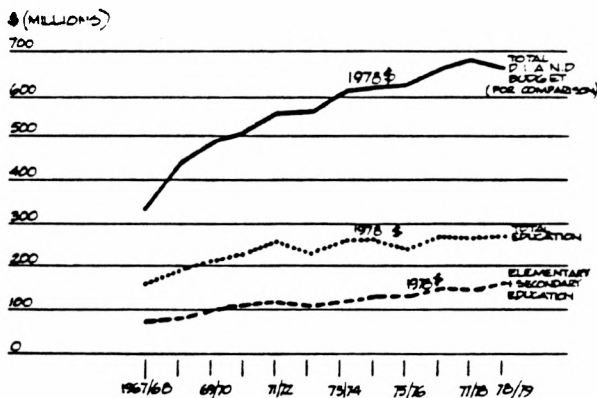
Band schools: \$3260

source:

Financial Management Reports, DIAND.

EDUCATION EXPENDITURES

In 1978 \$



1980-81:

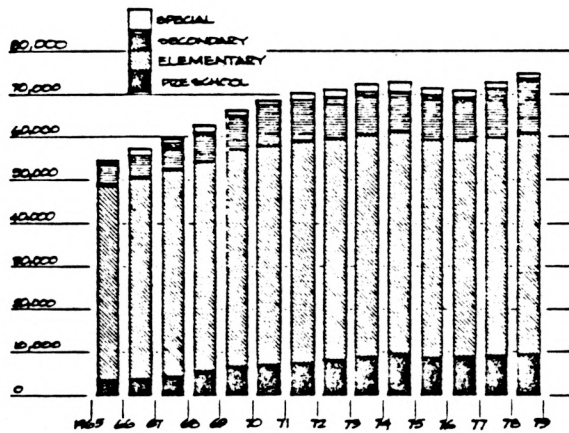
Total education \$278M.

Elem./Sec. \$243M.

source:

Financial Management Reports, DIAND

SCHOOL ENROLMENT



1980-81:

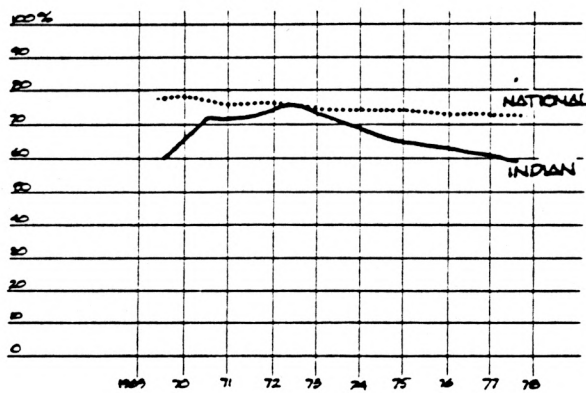
82,801

source:

Nominal Roll, Finance and Management Branch, DIAND, 1978.

SECONDARY SCHOOL PARTICIPATION

% 14-18 Year Age Group Enrolled in School



1979-80:

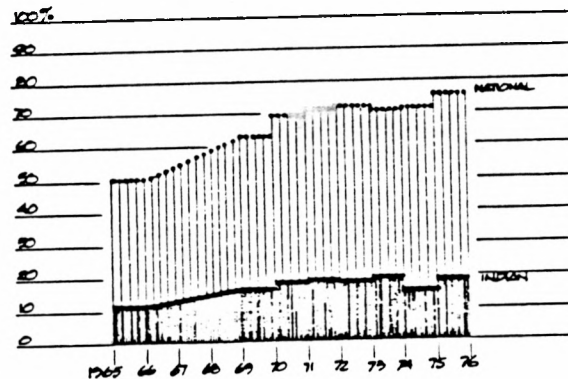
26%

source:

Nominal Roll, Finance and Management Branch, DIAND, 1979.

RETENTION:

% Students Remaining to Grade 12 from Grade 2,
Ten Years Earlier

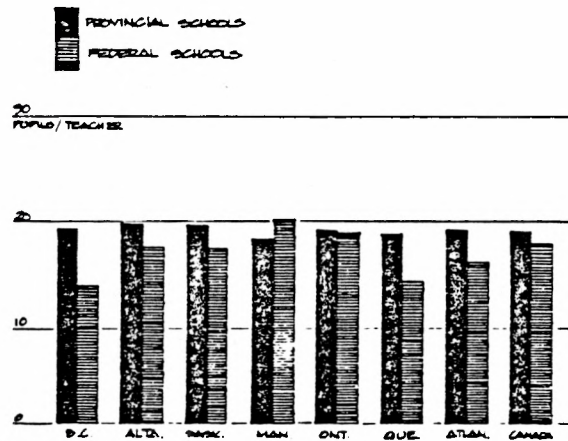


1980-81:
% of age group in highest
grade (12 or 13):
3.1%

sources:

- (1) *Education in Canada*, Cat. no. 81-229, Statistics Canada
- (2) Re-calculation of Table E-1, E-11 in "Socio-Economic Forecasts for Registered Indians in Canada 1976-77 to 1989-90," by D.E. Stewart, P.R.E., DIAND, 1977

PUPIL/TEACHER RATIO 1978

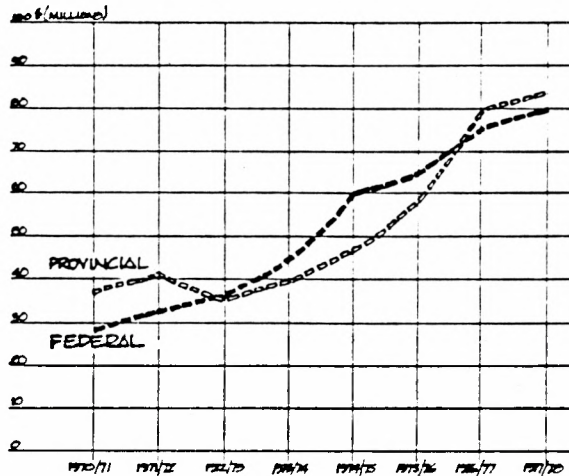


source:

"Standardizing Staffing Levels and Procedure in Federal Schools: a Proposal," unpublished report, Education and Skill Development Branch, DIAND, 1979.

FEDERAL AND PROVINCIAL SCHOOL EXPENDITURES

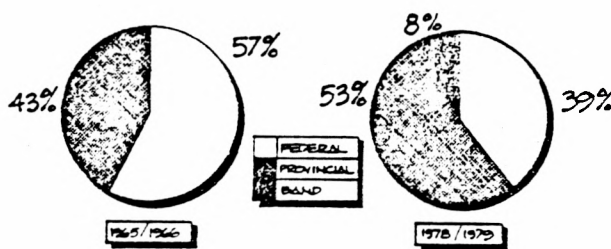
Operation and Maintenance Costs Only



Source:
Financial Management Reports, DIAND.

ENROLMENT BY SCHOOL TYPE

Elementary and Secondary School Levels



1980-81:
Federal 26,578 32%
Band 7,879 9.5%
Prov. 48,344 59.5%

Source:
Education & Skill Development Branch, DIAND, 1979.

A Profile of the Elementary/Secondary Instruction Component
of the Indian Education Program.

The program component which is the focus of this assessment is described in the DIAND Evaluation Plan 1981-86 as "Instruction (Elementary/Secondary education)." Of course all of the DIAND education programs are ultimately concerned with instruction; but to define a manageable scope for the Evaluation Assessment the program component was defined to exclude the following: preschool, post-secondary and adult education; the provision of capital facilities; materials and supplies; educational allowances and grants; student transportation; disabled student assistance; and residential assistance. *

Some other parts of the education programs, although closely related to "instruction", were excluded because they were being examined by other research teams. In particular, "native culture in education" and "guidance and counselling" were the subject of separate evaluation activity by the Evaluation Division of DINA; and the DIAND Audit Branch was concurrently examining education unit costs and the effects of local control, student transportation, and overall Band operation of schools.

Another decision on scope was the agreement early in this Assessment to focus primarily on Federal and Band schools, and to consider the funding agreements between the Federal Government and the Provinces only so far as to review what evaluation provisions those agreements may contain.

*See appendices for note on Indian students in Provincial schools.

At the beginning of this Evaluation Assessment, the Management Improvement Program (MIP) at DINA had recently completed a comprehensive description of the program components of the Department, including the components of the education programs. Together with the staff of the Education Branch and the Evaluation Branch we reviewed the component structure developed by MIP and decided which components should be addressed as part of this Evaluation Assessment of "instruction" components. It was agreed that the following MIP components would define the Evaluation Component considered in this assessment. (See Memo of November 4, Appendix 1).

- (A1) Classroom Instruction - Federal Schools.
- (A2) Classroom Instruction - Band Schools.
- (A4) Curriculum Development: Federal and Band Schools.
- (A86) Indian Education Service.
- (A87) Coordination, advice and assistance regarding devolution.

The draft Service Directory for the Department describes the activity and authority of these components as follows:

- (A1) Classroom Instruction - Federal Schools.

Teachers adapt and deliver courses of study starting at kindergarten (two levels) and ending in Grade 12 or, in Ontario, Grade 13. This component does not include administrative matters such as hiring, relocation, special training courses, and educational leave.

Authority: 1. Indian Act 4(3) and 114(2), 115-123
2. Education Assistance Policy, July 1971,
TB 547716-1
3. TB 753387 Substitute Teachers.

(A2) Classroom Instruction Band Schools.

This component is the same as the previous component for Federal Schools, except that the teachers are Band-employed, and the administrative matters previously mentioned are included as a cost of the component.

Authority: As above.
Also, TB 725973
Program Circular D-4
TB 708442 Kindergarten.

(A4) Curriculum Development- Federal and Band Schools.

Curriculum materials with Indian relevance are developed and printed for use in schools. Funds are provided for curriculum committees which review the learning materials used in schools. Funds may be provided to assist in the operation of field trips related to the regular courses of study or to vocational career plans.

Authority: 1. Indian Act 4(3), 114(2), 115-123
2. TB 547716
3. TB 725973
4. Program Circular D4
5. TB 749791

(A86) Indian Education Service.

Assistance is provided to Band Councils to develop and expand their educational policies and programs, sometimes by hiring an education officer, and to evaluate the policies of the Department and other agencies, especially related to local control.

Authority: 1. TB 751378, July 1977.
2. TB 722720.

(A87) Co-ordination, advice, and assistance regarding Devolution.

Advice and assistance are provided to Bands in order to plan and organize the operation of their own education program, in advance of and immediately following devolution.

Authority: 1. Appropriation Acts
2. Indian Act 114
3. Program Circular D4

This component structure is a new development in DINA and therefore program expenditures, outputs, and goals are not easily related specifically to this individual component. Of course any subsequent evaluation must examine carefully the specific program expenditures that are allocable to this specific component, but this must await the evaluation because the disaggregation necessary is not readily available and must be developed. The applies also, though to a lesser extent, to the outputs and goals of the "instruction" component. They are available only for education programs in general, including instruction.

The Goals of DINA Indian Education Programs in general, and the objectives of the Instruction Component in particular.

The goals of the Indian Education Program have been articulated in a number of places. For the purposes of this evaluation assessment, we have taken as a framework the general goals stated in the Departmental Estimates 1981-82, and the specific goals for each component of the program stated in the draft "Service Directory" developed by the Education Division in conjunction with the Management Improvement Program during 1981.

General Objective.

"In keeping with the principles of self-development, access of opportunity, responsibility and joint participation within Canadian society, to assist and support Indians and Inuit in achieving their cultural social and economic needs and aspirations, and to ensure that Canada's constitutional and statutory obligations and responsibilities to the Indian and Inuit peoples are fulfilled."

Sub-Objective (Education).

"To assist and support Indians and Inuit in having access to educational programs and services which are responsive to their needs and aspirations, consistent with the concept of Indian control of Indian education."

Source: Estimates, 1981-82, 13-14.

The "Indian Education Policy Review", December 4 1981, by the Education and Social Development Section of the Department summarized the Departmental objective as:

" ... to ensure quality education through Indian control, by establishing operational policies consistent with the principles of Indian control and ministerial accountability for the expenditures of funds and the outcomes of programs;

Policy Objectives.

- . As a preparation for a full life, Indian education is intended to develop in the child a strong sense of identity, a pride in his heritage and feelings of self-worth.
- . The program aims at providing Indian children with a full and appropriate range of educational services to enable them to develop academic and vocational skills and to encourage their personal, social, and cultural growth to its maximum potential.
- . Create a framework for Indians to seek their own goals recognizing they cannot be set by others, but must spring from the community.
- . Build a partnership to achieve a better goal through consultation, negotiation, and cooperation.
- . Role of dependence be replaced by role of equal status opportunity and responsibility.

Goals.

- . To improve learning situations at all levels in order that Indian students remain in and benefit from formal education systems to the full extent of their ability.
- . To increase the number of Indian graduates who are able to gain immediate employment and develop life-long work/career patterns.
- . To increase the number of Indian graduates whose skills are compatible with the human resource needs of their community.
- . To increase the capacity of Indian authorities for designing, administering, and delivering educational services for their children.

- . To increase the number of schools that provide special programming to meet the education needs of Indians including, where desired, the recognition of a school year which reflects the lifestyles and seasonal cycles of Indian communities.

- . To support the increase of Indian communities represented on the boards of Provincial education authorities.

Specific Goals of the "Instruction" Component.

It is difficult to argue that the "instruction" goals are any different from the goals of the overall education programs, as articulated above. One may feel that instruction is probably more strongly focused on cognitive skills and vocational outcomes than the overall education program which has strong social and community goals; but many Indians would disagree with this. In the absence of any separate formulation of goals for the "instruction" component, we will not try to construct one in this assessment. It is doubtful whether a separate formulation is necessary or desirable.

However, the goals of quality of instruction and the goals of local control, although connected in some ways, are separable. As Figure 1 and Figure 2 show, the ultimate goals of the two are the same: cognitive development (student achievement, retention, and in so far as schooling can affect it, vocational success), and cultural/community development (self-esteem, and knowledge and respect for community and family history, culture, and values). But the intermediate goals are somewhat different, with "local control" concerned more in the immediate term with operational and training requirements connected with the complete transfer of administrative responsibility; and "instruction" being more

FIGURE 1. Relationships of "Quality of Learning" Policy Concerns and other Components of Elem./Sec. Indian Education Activities.

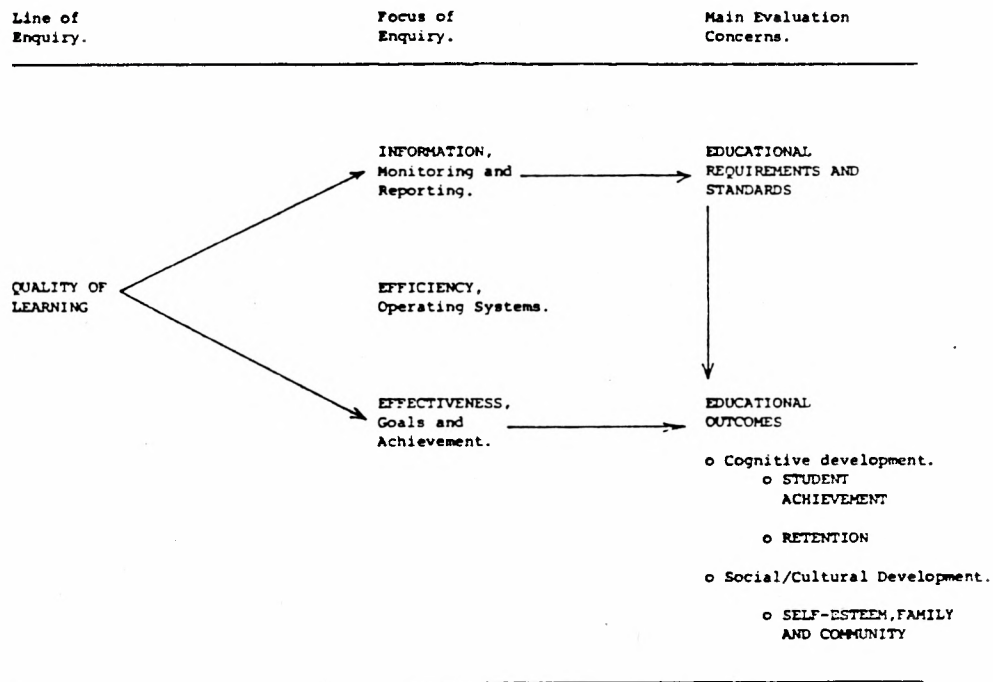
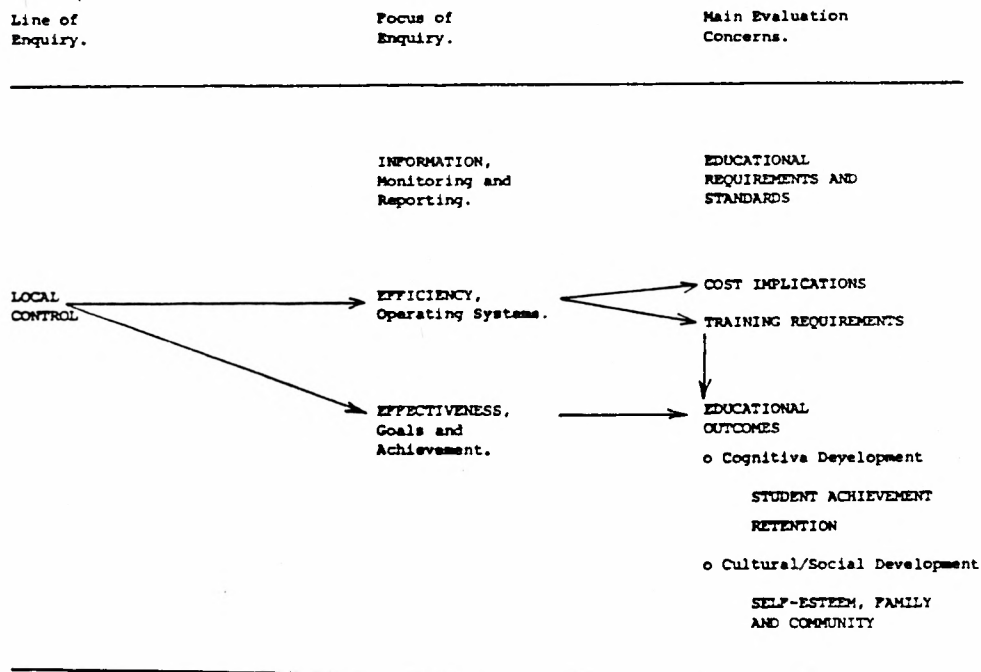


FIGURE 2. Relationships of "Local Control" Policy Concerns and other Components of the Elem./Sec. Indian Education Activities.



concerned with the students' academic achievement and the educational requirements and standards of the school.

Program Out-puts.

If one looks at the two program aspects in terms of their DINA outputs, the differences in goals becomes somewhat more marked. The Department's policy on local control is that the initiative must come from the Band itself. Therefore the Department cannot be evaluated on the number of Bands having local control. Rather the Department sees its responsibility as facilitating the transition once the Band has requested local control. Therefore an effectiveness evaluation of DINA local control efforts must focus on a relatively narrow area of action: that is, DINA advice and support, however good, may have a very modest impact on the success or lack of success of a transition to Indian control.

The "outputs" of Department efforts in regard to local control would include:

- . communication outputs: how effectively are Bands informed about other Bands' experiences with local control, and factors to consider based on those experiences?
- . training outputs: how effectively does the Department provide training to Bands about to assume local control?
- . support outputs: how effectively does the Department provide special support to the Band during the transition to Band control?

DINA also shares responsibility for "quality of instruction" with Band authorities and Provincial authorities. The effectiveness of instruction in Federal schools is clearly a direct DINA responsibility,

and in Band and Provincial schools a less direct responsibility. In the case of Federal schools the "outputs" of DINA program activity are final educational outcomes (age-grade standards, retention and graduation, knowledge of community values and culture etc.). In the case of Band schools a certain amount of responsibility for those final outcomes must reside with the Band authority, and the outputs of DINA program activity are more intermediate outputs such as the efficient operation of funding support.

However the Minister has at least a residual responsibility for the effectiveness of instruction in Band and Provincial schools, and a program evaluation would help define requirements of Band and Provincial agreements that would assist DINA to discharge that duty effectively.

In terms of Federal schools, the outputs of DINA activity in "quality of instruction" include:

- . levels of cognitive skills and achievements of the Indian students, relative to their age-grade contemporaries in other schools systems.
- . the overall academic achievement of the age group, both in and out of school, which involves retention rates and promotion policy.
- . provision of remedial teaching where required, and the provision of special services for handicapped students, such as the visually or hearing impaired.
- . employment and vocational success of graduates of the school in so far as this can be attributed to quality of instruction at the school in isolation from other factors.
- . self-esteem and successful social functioning of the student in the community, in so far as this can be attributed to quality of instruction.

Indicators or Measures of Quality of Instruction.

At the moment there are no agreed set of indicators or measures of quality of instruction for Indian students. The program "outputs" reviewed above suggest certain possibilities, but they are not simple or uncontentious. A great deal of work beyond the scope of this Evaluation Assessment is needed to formulate possible measures of quality of instruction, and to obtain consensus on the appropriate indicators.

As part of this Evaluation Assessment, we visited the Bureau of Indian Affairs in Washington D.C. and reviewed with staff of the Evaluation Division the PARS system (Program Achievement Reporting System) which that agency is attempting to institute. This system relies on consistent reporting of a very few simple indicators of program activity, and relatively modest emphasis on student achievement testing.

Without some consistently collected indicators of student academic achievement it is meaningless to talk of measuring program effectiveness. However there is little or no consensus as to what those measures should be or how they should be made. The role of Provincial age-grade tests in Indian schools, in particular, needs to be examined. We recommend that a review and evaluation of various approaches to school and program standards, and indicators of quality of instruction, be made. An agreed framework for evaluating the effectiveness of instruction in Indian schools does not presently exist, but must be developed before effectiveness research can properly begin.

Evaluation Issues in Elementary/Secondary Instruction.

This Evaluation Assessment was fortunately timed in that DIAND had just completed a comprehensive review of the policy issues in Indian education, the "Indian Education Policy Review" by Education and Social Development Section, December 4, 1981. This enabled us to identify the Department's policy concerns and the issues related to them with more confidence than would otherwise have been possible.

The issues which were gathered from the policy review were supplemented by extensive interviews within DIAND, especially in the Education Division, the Evaluation Branch and the Audit Branch . The Assessment team visited the Tobique Indian reserve and held discussions with Band members, school staff, and other consultants (from the University of New Brunswick) who were assessing the quality of instruction at the Tobique school. We also had discussions with education staff of the National Indian Brotherhood, reviewed all of the major reports that DIAND Evaluation Branch had produced in recent years and many reports in related areas, and visited the Bureau of Indian Affairs in Washington D.C. for briefing by their staff. After this activity several drafts of the issues were circulated within DIAND to ensure that all of the relevant issues had been captured, and that they had been grouped appropriately.

The "Indian Education Policy Review" identifies four areas in which the Department has faced major problems in recent years: the ^①quality of education, the ^②concept of local control, the ^③education management framework, and ^④funding. This evaluation assessment is primarily concerned with issues in the first two areas.

In the Federal/Indian band relationship, the Department's role in ensuring education program quality has not been defined, or operationalized in terms of monitoring and evaluating procedures for Indian-managed systems. This is a major issue in the evaluation assessment of these programs, and is addressed further in a later section on evaluation options.

The Education Policy Review mentioned above compares the Federal and Band Indian schools with Provincial schools in regard to quality of education. The comparison is generally unfavourable to the Federal and Band schools. It is worth pointing out that the comparisons are made on the basis of judgement and generally accepted opinion, rather than firm evidence. Some comparative data is drawn from a 1980 study of reading skills in Manitoba, but the significance of differences between Federal schools and Provincial averages is not clear. For example, it may have been more instructive to compare the student performance in Federal schools with rural and rural-low-income Provincial students rather than general averages.

There are many evaluation issues related to the quality of education and the characteristics of schools, programs, and facilities that lead to good or poor program outcomes. The Education Policy Review considers program delivery factors, curriculum and standards, facilities, staff, support and supervision of staff, student support, and general guiding principles. However, there is no clear basis for making comparisons among programs or between the differently administered school systems because, in both Federal and Band schools, there appears to be little consistent testing of student achievement. Therefore the data on which program comparisons might be based is not available.

In summary, the Education Policy Review states that the quality of education in both Federal and Band schools may have suffered in recent years because Federal capacity in areas such as curriculum development, student and teacher support, and monitoring of education standards was reduced as a result of the transfer of programs to Bands; and no-one else has assumed these functions which were previously undertaken by DIAND and which are associated with the provision of high quality instruction.

In a similar way, the question of Indian control of education has been a source of controversy between Indians and the Department.

"The failure to establish the necessary operating framework and to provide adequate resources has impeded the development of the Department's policy of local control and has led Indian people to conclude that the Federal government is not committed to local control and never intended to transfer such control to local authorities. In addition, the Department has been seen to encourage local control for non-educational reasons

to reduce its person year complement or to transfer to the Indian band a problem the Department could not or would not resolve. Bands assuming control under conditions described above have struggled to implement local control with varying degrees of success." (Education Policy Review, page 19).

An evaluation of the effectiveness of the transition to Indian control, and the Departmental training, advice and support related to that transition would involve categorizing the types of "local control" to understand the system in depth as it appears in practice, and gathering information about the roles and perceptions of the participants, guidelines and authorities, the transfer process and the comparative levels of achievement of Indian schools under local control.

It is clear that both the Department and Indians believe that there is a strong relationship between the implementation of local control and an improved quality of education for Indian children. The evaluation issues presented on the following pages recognize this relationship. (Also see Figures 1 and 2)

Summary of Evaluation Issues.

Issues The evaluation issues fall naturally into three groups: ① classroom instruction, ② curriculum development, and ③ devolution/local control. However this division reflects research convenience rather than sharp distinctions in practice. Clearly there is a great deal of overlap and interaction between the three groups, and evaluation research on any one of them would encounter influences from the others. Figures 3, 4 and 5 present the final set of "evaluation issues" derived from the earlier discussion drafts.

Figure 3.

EVALUATION ISSUES: CLASSROOM INSTRUCTION-FEDERAL AND BAND SCHOOLS.

MAIN ISSUES.COMPONENT ISSUES.

1. ARE THE GOALS OF THE PROGRAM CLEARLY ARTICULATED AND REALISTIC?
 - A) Can a set of "mutually acceptable" learning indicators be developed for use in assessing the learning achievement of Indian children?
 - B) What is the current level of achievement of Indian children in terms of these indicators?
 - C) What are realistic targets for the Elementary/Secondary instruction program over the next five years?

2. WHAT ARE THE MAJOR CONTRIBUTING FACTORS TO THE QUALITY OF LEARNING, AS DEFINED ABOVE, AND WHAT ARE THE KEY FACTORS WHERE DINA RESOURCES CAN MAKE MOST DIFFERENCE?
 - A) What types of schools are more successful in achieving high quality instruction?
 - B) What are the circumstances under which Band control of a school has the most positive impact on quality of instruction?
 - C) What is the impact on quality of instruction of the many contributory programs, such as Native Teacher Training, and Native Languages as the Medium of Instruction.

3. WHAT TYPES OF SYSTEMS AND APPROACHES TO EVALUATION ARE LIKELY TO BE EFFECTIVE IN MONITORING THE QUALITY OF CLASSROOM INSTRUCTION FOR NATIVE CHILDREN?
 - A) Are adequate reporting systems in place for DINA to monitor quality of classroom instruction, in Federal schools, in Band schools, and in Provincial schools.
 - B) What is the role of routine reporting, local cooperative or self-help evaluations, and national evaluation studies?

Figure 4.

EVALUATION ISSUES: CURRICULUM DEVELOPMENT - FEDERAL
AND BAND SCHOOLS.

MAIN ISSUES

COMPONENT ISSUES

1. ARE THE GOALS OF THE CURRICULUM DEVELOPMENT COMPONENT
CLEARLY ARTICULATED AND REALISTIC?

A) In light of the "mutually acceptable" learning indicators discussed previously in relation to classroom instruction, what special curriculum development efforts are appropriate?

B) What special curriculum materials have been developed within the Federal and Band school systems?

C) What are realistic targets for curriculum development efforts over the next five years?

2* CAN "EXEMPLARY" OR MODEL CURRICULUM MATERIALS BE
IDENTIFIED?

A) Are there exemplary materials developed that would either themselves be widely useful, or provide models for other such materials?

B) Are there examples of effective curriculum development that would provide good models of the process of curriculum development?

3. IS AN APPROPRIATE LEVEL OF SUPPORT BEING EXTENDED TO
CURRICULUM DEVELOPMENT IN THE FEDERAL AND BAND SCHOOL
SYSTEMS?

A) Are the levels of budget available adequate?

B) Are the responsibilities for curriculum development clear, and are they being effectively implemented?

C) Are teachers of native children aware of available curriculum materials and what are the most effective methods of disseminating such materials?

*See note on Cultural Enrichment in Appendices.

Figure 5.

EVALUATION ISSUES: DEVOLUTION AND LOCAL CONTROL.

MAIN ISSUES

COMPONENT ISSUES

1. ARE THE OBJECTIVES OF DINA IN REGARD TO DEVOLUTION AND LOCAL CONTROL CLEARLY ARTICULATED AND REALISTIC?

A) What types of "local control" are in place at the moment, and what are their characteristics?

B) What are the criteria of effectiveness in a transition to local Band control?

C) What are the characteristics of reserve situations that tend to precede a move to Band control?

D) What are expectations of likely moves towards Band control in the next five years?

2. CAN EXEMPLARY OR MODEL TRANSITIONS FROM FEDERAL TO BAND CONTROL BE IDENTIFIED?

A) What are the most effective examples of transition to Band control, for each type of "local control" identified above?

B) What were the factors that contributed to success?

3. HOW EFFECTIVE IS THE TRAINING, ADVICE AND SUPPORT PROVIDED BY DINA TO BANDS THAT OPT FOR LOCAL CONTROL?

A) In light of the criteria for an effective transition to Band control, as mentioned above, how effective has the training, advice, and support by DINA been?

B) How effective are the information services to Bands contemplating a move to Band control?

C) What monitoring and evaluation functions should DINA retain in regard to Band-controlled schools?

Evaluation Issues, data requirements, and research methods.

We have taken each of the evaluation issues identified in the previous section and related them to data requirements and possible research methods. These relationships are presented in Figures 6-8 on the following pages.

In the area of curriculum development the data requirements relate mainly to "needs assessment" including an information gathering exercise to ascertain the degree to which curricula are being adapted to special Indian needs at present, a review of what is available in special curriculum materials for Indian students, and an exploration of clearing houses and other means of disseminating special curriculum materials. The evaluation component of this work, because DINA has been relatively inactive in curriculum development for a number of years, would largely be process evaluation focused on the administrative and budgetary structures rather than on output materials.

In the area of classroom instruction, there is a wide range of possible data requirements and research methods. On the one hand, a great deal of development work is required to produce the necessary tools to undertake evaluation of the quality of instruction in Indian schools, and on the other hand a great deal of analysis of existing data, pilot studies, and appropriate testing interviewing and observation is possible. It is clear however that evaluation and the monitoring of performance must at some stage become an on-going activity in the schools systems, and that some consistent approach to this question must be developed.

In the area of devolution and local control, the data requirements are largely for in-depth information about as large a number of cases of transfer to Indian control as possible. This information would be gathered by interviews, field observation, administrative file review, and data analysis (before/after) where data was available. The research methods would be focused on identifying the outcomes, desirable and undesirable, of the transitions to Indian control and then trying to identify the characteristics of the situation which are within DINA's ability to influence and which affect the outcome of the transition.

Figure 6.

EVALUATION ISSUES, DATA, AND METHODS: CLASSROOM INSTRUCTION - FEDERAL AND BAND SCHOOLS.

ISSUE	DATA	METHOD
1A Develop a set of "mutually acceptable" learning indicators.	<ul style="list-style-type: none"> . Indian perceptions and preferences. . Cognitive skill for tertiary requirements. . Provincial standards and requirements. 	<p>Inventory and identification of alternatives.</p> <p>Joint development groups.</p> <p>Comparative research (the U.S. Bureau of Indian Affairs has recently concluded a similar exercise).</p>
1B Measure the current level of achievement of Indian children in terms of these indicators.	<ul style="list-style-type: none"> . Tests or measures that can describe achievement in appropriate terms. . Historical data. . Pilot tests. . Case study data. . Local test data. . National test data. 	<p>The only way to ascertain accurately the levels of achievement is to conduct periodic national testing exercises. Short of this much more can be done to analyse existing data, to undertake pilot studies, and to develop appropriate tests and testing procedures for Indian children, and appropriate standards or benchmarks.</p>
1C Set realistic targets for the Elementary/Secondary Instruction Program for the next five years.	<ul style="list-style-type: none"> . No additional data needed, except demographic data, and program resource estimates. 	<p>Forecasting techniques.</p> <p>Implementation analysis.</p>
2 What are the major contributing factors to the quality of learning, as defined above, and what are the key factors where DINA resources can make the most difference?	<ul style="list-style-type: none"> . Test data in a comparative format. . Qualitative indicators. 	<ul style="list-style-type: none"> . Large scale survey. . Pilot studies and case studies.
2A What types of schools are successful in achieving high quality education?	<ul style="list-style-type: none"> . Comparative data on school characteristics and achievement levels. 	<ul style="list-style-type: none"> . As above.
2B What are the circumstances under which Band control of a school has the most positive impact on the quality of instruction?	<ul style="list-style-type: none"> . Comparative data on student performance before and after transition to Band control, and between different Band controlled schools. 	<ul style="list-style-type: none"> . As above.
2C What is the impact on quality of instruction of the many contributory programs, such as Native Teacher Training, and Native Languages as Media of Instruction?	<ul style="list-style-type: none"> . Comparative or preferably experimental data on student performance under different instructional programs. 	<ul style="list-style-type: none"> . As above.
3A Are adequate reporting systems in place for DINA to monitor quality of classroom instruction, in Federal schools, in Band schools, and in Provincial schools.	<ul style="list-style-type: none"> . Administrative records. 	<ul style="list-style-type: none"> . Process evaluation of management information systems, especially considering quality of instruction. . Interviews and field observation especially in Regional offices.
3B What are the roles of routine reporting of administrative data, local or cooperative "self-help" evaluations, and national evaluation studies?	<ul style="list-style-type: none"> . A policy rather than an empirical or data-based question. 	<ul style="list-style-type: none"> . Systems evaluation, and "meta-evaluation" i.e. evaluation of various levels of the evaluation activity itself.

Figure 7.

EVALUATION ISSUES, DATA, AND METHODS: CURRICULUM DEVELOPMENT - FEDERAL AND BAND SCHOOLS.

ISSUES	DATA	METHODS
1A In light of the "mutually acceptable" learning indicators previously discussed in relation to class-room instruction, what special curriculum development efforts are appropriate?	<ul style="list-style-type: none"> . The "learning indicators" or standards must first be available. 	<ul style="list-style-type: none"> . Interview and group discussions. . Field observation. . Library and literature research.
1B What special curriculum materials have been developed within the Federal and Band schools?	<ul style="list-style-type: none"> . Survey of teachers, or administrators. 	<ul style="list-style-type: none"> . Survey. . Field observation.
1C What are realistic targets for curriculum development efforts over the next five years?	<ul style="list-style-type: none"> . Need estimates. . Cost and level of required effort estimates. . Review of resource constraints. 	<ul style="list-style-type: none"> . All of above.
2A Can exemplary or model curriculum materials be identified?	<ul style="list-style-type: none"> . Curriculum materials used in Indian schools at present. . Curriculum materials specially developed for use by Indian children anywhere in North America. 	<ul style="list-style-type: none"> . Survey of teachers of Indian children. . Library and literature research. . Discussion and correspondence with interested groups and associations.
2B Can good models for the curriculum development process be identified?	<ul style="list-style-type: none"> . Examples of curriculum development efforts in the Indian school system. . Examples of curriculum development for minority and/or second language pupils. . Special purpose curriculum development efforts in a broad context, that exemplify useful approaches. 	<ul style="list-style-type: none"> . As above.
3A Is the level of funding for curriculum development adequate?	<ul style="list-style-type: none"> . Administrative records of actual expenditures, as well as Main Estimate allocations. . Estimates or standards for appropriate levels of effort and costs for curriculum development. 	<ul style="list-style-type: none"> . A review of program planning and budgeting for curriculum development. . Interviews and correspondence. . Field observation.
3B Are the responsibilities for curriculum development clear, and are they being effectively implemented?	<ul style="list-style-type: none"> . Data on organization structure. . Survey of time allocation by education officials, and staff of related organizations such as the Cultural Education centers. 	<ul style="list-style-type: none"> . Process evaluation based upon interviews, group discussion and feedback.
3C Are teachers of Indian children aware of available curriculum materials, and what are the most effective ways of disseminating such materials?	<ul style="list-style-type: none"> . Data on teacher knowledge and attitudes. . Information on clearing houses and other methods of disseminating such information. 	<ul style="list-style-type: none"> . Survey of teachers. . Library research. . Field observation and interviews.

Figure 8.

EVALUATION ISSUES, DATA, AND METHODS: DEVOLUTION AND LOCAL CONTROL.

ISSUES	DATA	METHODS
1A What types of local control are in place at the moment, and what are their characteristics?	. In-depth information about Band-controlled schools.	. Case studies based upon interviews and field observation.
1B What are the criteria of effectiveness in a transition to local Band control?	. As above.	. As above.
1C What are the characteristics of reserve situations that tend to precede a move to Band control?	. In-depth information about the situations that preceded the moves to Band control.	. As above.
1D What are reasonable expectations of likely moves to Band control in the next five years.	. As above.	. Delphi "group estimation" methods for making subjective projections.
2A What are the most effective examples of transition to local control?	. In-depth information about transitions to local control, and the performance of the school subsequent to local control.	. Case studies based upon interviews and field observation.
2B What were the factors that contributed to success?	. Data on the "degree of success" and the contributing program and situational factors.	. As above.
3A In light of the criteria for an effective transition to Band control, as mentioned above, how effective has the training, advice, and support by DINA been?	. Administrative data about the extent and type of training, advice, and support by DINA. . Opinion and judgement data from Indians involved in the process, and from DINA staff.	. Case studies, interviews, field observation, and student achievement data analysis.
3B How effective are the information services to Bands contemplating a move to Band control?	. Administrative records. . Opinion data.	. As above.
3C What monitoring and evaluation functions should DINA retain in regard to Band-controlled schools.	. A conceptual policy question rather than one requiring empirical data.	. Interviews. . Evaluation system design.

EVALUATION OPTIONS.

On the basis of the structure of the "instruction" component and on the basis of the evaluation issues previously identified, three evaluation options were presented to DIAND management for consideration:

1. Evaluate the effectiveness of DIAND training, advice, and support for transition to Indian control of instruction.
2. Develop an evaluation framework for assessing the quality of instruction in Federal and Band Schools, based upon the testing and reporting of student achievement.
3. Evaluate the curriculum development component of the elementary/secondary education programs.

The memoranda presenting these options to DIAND management follow this section. In several meetings, management selected a preferred option that focused strongly on the assessment of quality of instruction rather than on Indian control. The main reason for this was the fact that the Department had just completed a substantial review of Indian control within the Comprehensive Policy Paper, and there were a number of other initiatives to continue this work, both within and outside DIAND.

In the area of "quality of instruction" it was felt important to undertake a number of tasks: first to develop methods and procedures for local cooperative school evaluations to be done in a consistent fashion; second to review and evaluate

various approaches to school and program standards and indicators of quality of instruction, in order to develop the necessary tools for future evaluation activity; and third, to assess past Departmental activity in curriculum development and produce a framework for future monitoring and evaluation of DIAND activity in the development of special curriculum materials for Indian students.

Evaluation and Strategic Management Associates Ltd.

ESM

January 22, 1982.

MEMORANDUM.

To Mr. A. Gratias
Director
Corporate Policy Branch
Indian and Northern Affairs.

From Ken Watson
Project Leader
Evaluation Assessment,
Elementary Secondary Indian Education Programs.

We have come to an important decision point in this Evaluation assessment. We have identified three options for evaluation research, and we now need guidance on the priority of the options. Once DINA has specified the option which it wishes to pursue first we will develop a full work-plan for that option.

All three of the options present, we believe, very worthwhile evaluation activity, and we recommend that they all be undertaken eventually. However we estimate that each option will require approximately 12-15 manmonths of effort to complete successfully, so resource constraints require choice among the options.

OPTION 1: Evaluate the effectiveness of DIAND training, advice and support for transition to Indian control.

This option is listed first because of the priority given by Indian bands and by DIAND to the concept of self-determination

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and Indian control of the education system. We do not propose to evaluate Indian control itself, which would be presumptuous since it is a basic value of the Department, but rather to assess the effectiveness of "DIAND training, advice, and support for transition to Indian control". We expect that an evaluation project in this area would clarify types of Indian control as they have worked in practice, identify effective examples of transition to Indian control examining the factors that made them effective, and develop methods and materials for local co-operative evaluations of band-controlled schools.

OPTION 2: Develop an Evaluation Framework for assessing the quality of instruction in Federal and Band schools, based upon the testing and reporting of student achievement.

This option is an Evaluation Framework rather than an evaluation proper. This area requires a substantial development effort before the best direction will become clear. Many important questions about the effectiveness of Indian education programs cannot be answered until we have student achievement data that is reliable, consistent, and comparative. This is some way off. This may make Option 2 relatively less attractive than Option 1 because its results would be apparent only in the long term.

OPTION 3: Evaluate the curriculum development component of the elementary/secondary education programs.

This option offers practical, useful, and immediate support to teachers of Indian children. Therefore its output would be

valuable. However its importance to DIAND policy is obviously modest in comparison with Options 1 and 2, and therefore we have ranked it as the third option.

Decision Required.

On the basis of this memorandum and the attached appendices, we request that DIAND management make the following decisions:

1. Are the evaluation issues adequately identified?
2. Are the Evaluation Options (alternative work-packages) adequately identified?
3. Which of the evaluation options has first priority?

Evaluation and Strategic Management Associates Ltd.

ESM

February 7, 1982.

MEMORANDUM.

To

Mr. Don Goodwin
Assistant Deputy Minister
Indian and Inuit Affairs Program
Indian and Northern Affairs

Mr. Alan Gratias
Director
Program Evaluation
Indian and Northern Affairs

Mr. D. Chatain
Director General
Economic and Social Development
Indian and Northern Affairs

Mr. P.E. Bisson
Director
Education Programs
Indian and Northern Affairs

From

Mr. Ken Watson
Consultant
Evaluation Assessment of the Instructional Component of the
Indian Education Programs. (Elementary/Secondary)

Purpose

On Wednesday 10th February the consultant will present draft "options" for program evaluation activity in regard to the Instructional Component of the Education Programs. Three main options, along with various combinations thereof, will be presented to DINA management for consideration and decision.

When DINA management decides which option (workpackage) is to have first priority, the consultant will prepare a work-plan for that option and complete the evaluation assessment report.

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Definition of Scope.

This evaluation assessment does not address all aspects of the Indian education programs. In the DINA Evaluation Plan of February 1981 and May 1981, this project is defined as "an evaluation assessment of the instructional component of the Elementary/Secondary education programs - that is, it does not address those components of the education programs which are not Elementary/Secondary, and, within Elementary/Secondary it does not address those components which are not central to effectiveness of instruction."

In the first phase of this project efforts were made to clarify what components were central to effectiveness of instruction. In November 1981 the consultant discussed with Mr. Goodwin the results of meetings with DINA staff, Indians, and other agencies. He indicated three areas of emphasis within the topic effectiveness of instruction:

1. What can program evaluation say to guide resource allocation?

In particular, how can "effectiveness" be measured in this context, and what factors contribute most to instructional effectiveness?

2. How effective have transitions to Indian control been?

In particular, what transitions to Indian control of instruction have worked best, and why?

3. How effective are the materials of instruction for Indian children?

In particular, how effective have DIAND efforts been to develop, evaluate, and disseminate special curriculum materials for Indian children?

The Evaluation Options.

The consultant has developed three "options" (work-packages) for evaluation research in these topics which are central to effectiveness of instruction:

- | | |
|----------|--|
| OPTION 1 | EVALUATE THE EFFECTIVENESS OF DIAND TRAINING, ADVICE, AND SUPPORT FOR TRANSITION TO INDIAN CONTROL. |
| OPTION 2 | DEVELOP AND EVALUATION FRAMEWORK FOR ASSESSING QUALITY OF INSTRUCTION IN FEDERAL AND BAND SCHOOLS, BASED UPON STUDENT ACHIEVEMENT TESTING AND REPORTING. |
| OPTION 3 | EVALUATE CURRICULUM DEVELOPMENT, EVALUATION, AND DISSEMINATION |

Some Comments on the Evaluation Options.

OPTION 1

Transition to local control is initiated by the Band and is therefore a self-selective process. Comparisons, then, between the quality of instruction in Band schools and the quality of instruction in Federal schools are likely to be determined more by the self-selection than by anything else - that is, the causes of any observed differences may pre-date Indian control. Also, there is no "baseline" of student achievement data to underpin an analysis.

Nevertheless a true effectiveness evaluation of the transition to Indian control is possible. There are 65-70 cases of transition which could provide data about the school characteristics, the situation characteristics, and the outcomes of the transition. This data would have to be collected, as it does not presently exist in any single place.

The work-tasks suggested fit very comfortably with those suggested by the recent Comprehensive Paper on Education policy, so this option is timely. Its potential policy importance is also very high, reflecting the policy emphasis placed on Indian control of instruction.

OPTION 2

This option is to develop an Evaluation Framework (not an Evaluation, yet) for assessing quality of instruction. This is a basic developmental work-task focused on developing appropriate and mutually-acceptable learning indicators, school and program standards, and student achievement reporting systems.

The pay-off from this work would be long term, and the amount of consultation likely to be required would probably make the developmental work itself protracted. However the work is basic to all future program evaluation of Indian education programs, and until it is successfully completed "effectiveness" can be addressed only in very rough and approximate fashion.

OPTION 3

The evaluation of curriculum development materials and procedures may be an important task within the education program; but, given the low level of activity in the past there is some question whether a program evaluation is timely.

If undertaken, an evaluation would necessarily focus on identifying and assessing particular materials, and assessing the need for more curriculum development activity. Recommendations are likely to be more in the area of needs and opportunities rather than assessment of the effectiveness of past program efforts.

EVALUATION OPTION 1.

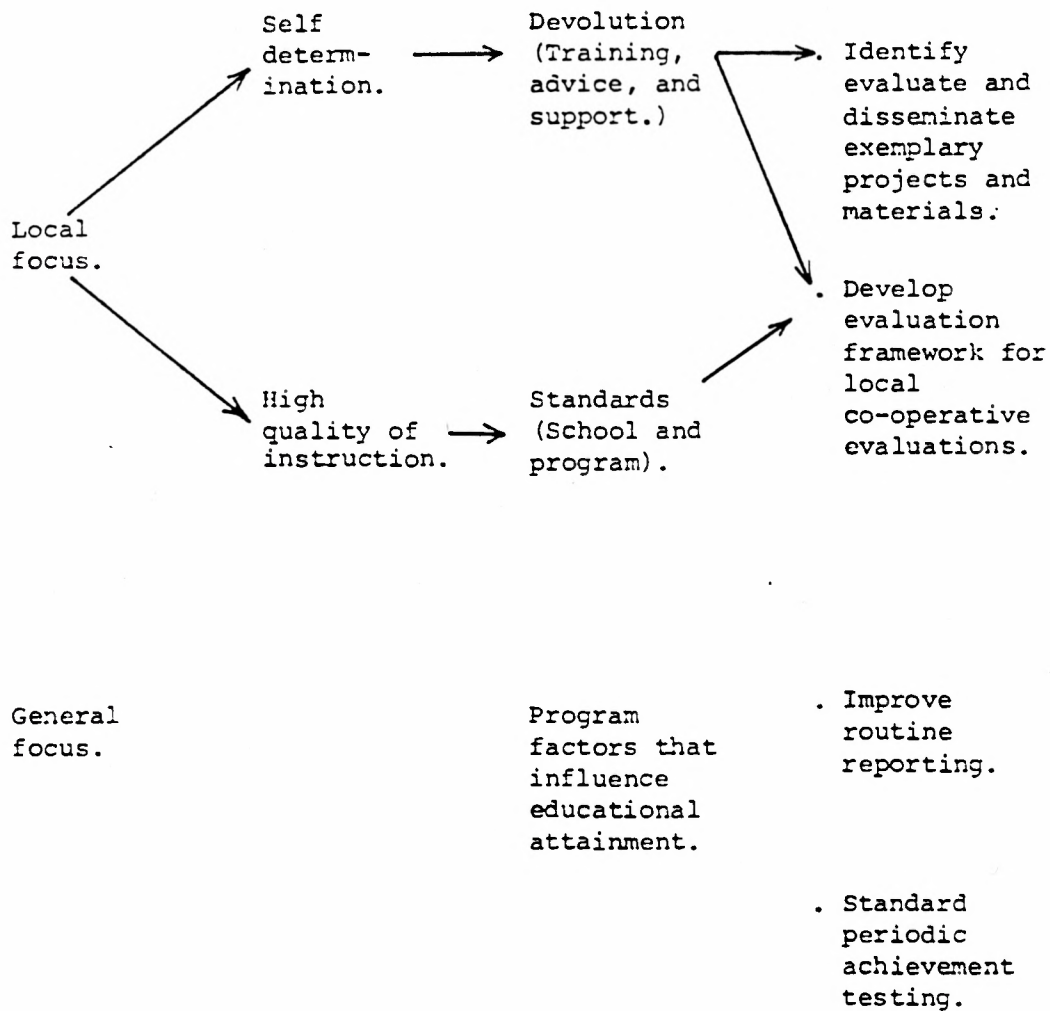
EVALUATE THE EFFECTIVENESS OF DIAND TRAINING, ADVICE, AND SUPPORT FOR TRANSITION TO INDIAN CONTROL.

TASKS.

- A) DEFINE LOCAL CONTROL.
On the basis of case studies, interviews, and field observations identify and describe the main types of Band control.
- B) IDENTIFY EFFECTIVE EXAMPLES OF TRANSITION TO BAND CONTROL.
 - . Develop criteria for evaluating the effectiveness of DIAND's training, advice, and support of transitions to local control.
 - . Identify the most effective examples of transition to Band control, and examine the factors that led to success, both in terms of the Band situation and the training, advice, and support provided by DIAND.
 - . Recommend model or exemplary procedures in regard to training, advice, and support of devolution of education control to Bands.
- C) DEVELOP AN EVALUATION FRAMEWORK FOR EVALUATION OF LOCAL SCHOOLS IN A COOPERATIVE WAY, INITIATED BY THE SCHOOL OR BAND.
 - . Review and assess the local evaluations that the Evaluation Division of DIAND has sponsored in recent years.
 - . Review and assess local, cooperative, and self-help evaluations undertaken by other agencies in similar education and minority settings.
 - . Recommend approaches and procedures for undertaking these sorts of evaluations.
 - . Identify and develop useful materials and checklists for use by local evaluation teams.
- D) SELECT A SAMPLE OF BAND CONTROLLED SCHOOLS TO STUDY WITHIN THE FRAMEWORK IDENTIFIED ABOVE, AS PILOT STUDIES.
 - . Having examined the characteristics of band controlled schools in a "broad brush" fashion, select a sample of schools across regions to examine in greater depth; and perhaps a sample of Federal schools for comparative purposes.

EVALUATION OPTION 1. Evaluate the effectiveness of DIAND training, Advice and support for Transition to Indian control.

Focus of attention.	Goal.	Tool.	Evaluation approach.
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EVALUATION OPTION 2.

DEVELOP AN EVALUATION FRAMEWORK FOR ASSESSING QUALITY OF INSTRUCTION IN FEDERAL AND BAND SCHOOLS, BASED UPON STUDENT ACHIEVEMENT TESTING AND REPORTING.

TASKS.

A) DEVELOP MUTUALLY-ACCEPTABLE LEARNING INDICATORS.

Framework Development Tasks.

- . Review the availability of appropriate learning indicators, and clarify the options and choices possible.
- . Design a consultation procedure to consider and recommend mutually-acceptable learning indicators.
- . Review the availability of appropriate testing instruments, and evaluate the necessary requirements to standardize such tests to the norms of the Indian student population.
- . Design pilot studies.

B) DEVELOP SCHOOL AND PROGRAM STANDARDS.

Framework Development Tasks.

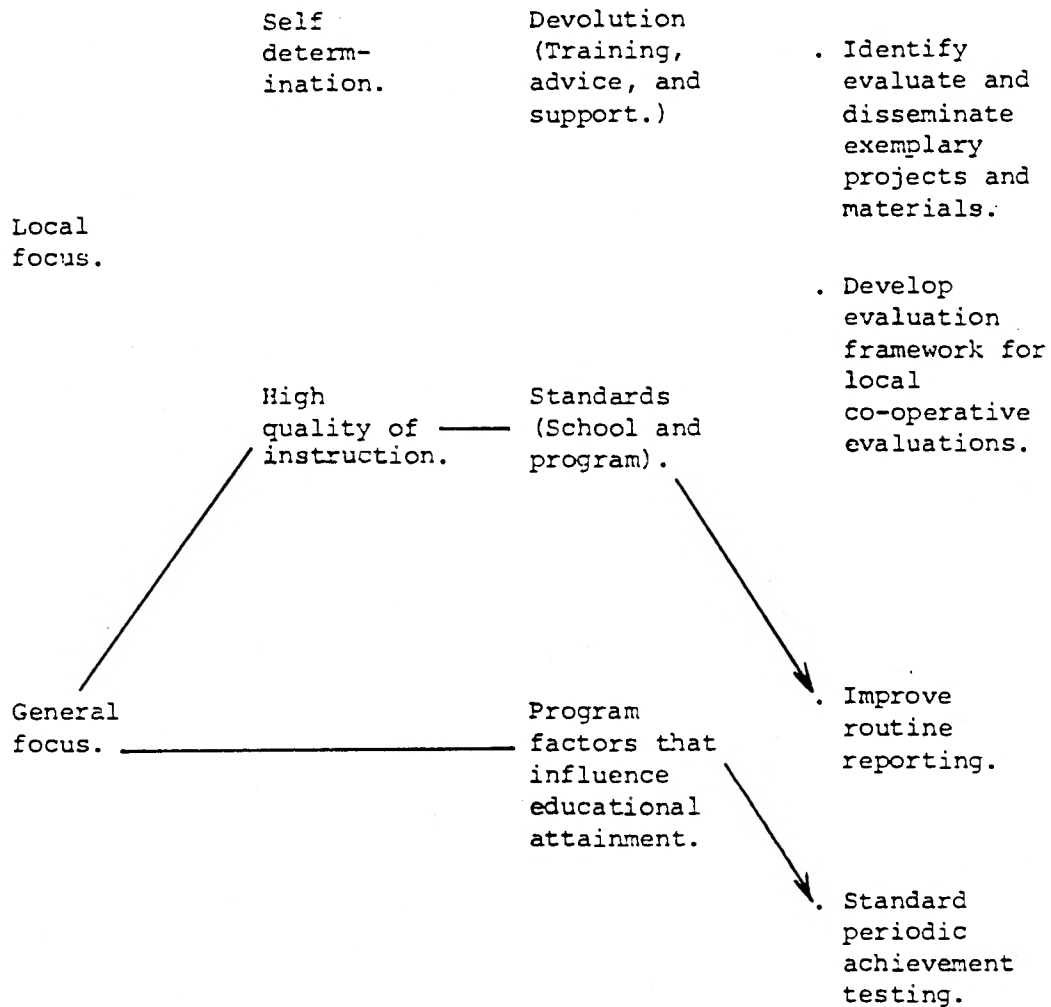
- . Review the availability of appropriate bench-marks or standards for Indian schools and programs, including the general standards recently developed in the United States, and Provincial schools norms and standards.
- . Evaluate the potential usefulness of such standards, and, if it seems appropriate, recommend a consultation procedure to develop such standards.

C) IMPROVE ROUTINE ADMINISTRATIVE REPORTING OF STUDENT ACHIEVEMENT DATA.

- . Examine the effectiveness of the nominal roll system.
- . Review the types of "achievement data" presently being gathered by the Regional Offices, and the uses to which this data is being put.
- . If appropriate, recommend approaches to gathering achievement data on a more consistent basis, and making it available in more useful form.

EVALUATION OPTION 2: Develop an evaluation framework for assessing quality of instruction in Federal and Band schools.

Focus of attention.	Goal.	Tool.	Evaluation approach.
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EVALUATION OPTION NUMBER 3.

AN EVALUATION OF THE CURRICULUM DEVELOPMENT COMPONENT
OF THE ELEMENTARY/SECONDARY EDUCATION PROGRAM.

TASKS.

- A) IDENTIFY THE SPECIAL CURRICULUM MATERIALS FOR INDIAN CHILDREN THAT ARE AVAILABLE AND IN USE IN FEDERAL AND BAND SCHOOLS.
 - . Survey teachers and administrators to ascertain their attitudes to special curriculum materials for Indian children, their perceived needs for such materials, and their present use and likely future access to such materials.
 - . On the basis of such a survey, supplemented by interviews, group discussions, library research, and field observation, identify a comprehensive set of the main special curriculum materials that are available.

- B) REVIEW THE EFFECTIVENESS OF THE SPECIAL CURRICULUM MATERIALS IDENTIFIED ABOVE.
 - . Develop criteria of effectiveness of special curriculum materials in consultation with Indian teachers and school administrators.
 - . Identify exemplary materials that may have wide usefulness and applicability.

- C) REVIEW THE EFFECTIVENESS OF DIAND PROCEDURES FOR DEVELOPING DIRECTLY OR SUPPORTING THE DEVELOPMENT OF SPECIAL CURRICULUM MATERIALS.
 - . Review program planning and budgeting in DIAND for curriculum development, and evaluate the effectiveness of expenditures in recent years.
 - . Where possible, identify and evaluate prototype or model procedures for developing curriculum materials for Indian children.
 - . Examine links with related program components, such as the Cultural Education Centers.
 - . Examine and recommend methods of dissemination of exemplary curriculum materials, and methods such as "clearinghouses" of making special curriculum materials easily available to teachers of Indian children.

EVALUATION OPTION 3: An evaluation of the curriculum development component of the Elementary/Secondary Indian education program.

Focus of attention.	Goal.	Tool.	Evaluation approach.
Local focus.	Self determination.	Devolution (Training, advice, and support.)	. Identify evaluate and disseminate exemplary projects and materials.
	High quality of instruction.	Standards (School and program).	Develop evaluation framework for local co-operative evaluations.
General focus.		Program factors that influence educational attainment.	. Improve routine reporting. . Standard periodic achievement testing.

Workplan for the next phase of evaluation research.

On Wednesday 10th February, DIAND management met to consider the evaluation options that had been developed and which are presented in the previous section of this report. Those present included M.K. Rombout the Evaluation Officer for this assessment, A. Grattias Director Evaluation Branch, P. Bisson Director Education Programs, D. Chatain Director General Economic and Social Development, and D. Goodwin Assistant Deputy Minister Indian and Inuit Affairs.

It was decided that certain elements of each of the Evaluation Options should be given priority. These elements included:

1. Develop an evaluation Framework, tools, and methods for the evaluation of local schools and programs in a co-operative way.
2. Review and evaluate the appropriateness of various approaches to school and program standards, and indicators of quality of instruction.
3. Examine the rationale for DIAND development of special curriculum materials for Indian students, the effectiveness of past program efforts, and possible frameworks for the evaluation of future efforts.

The selected workpackage concentrates on developing a framework, tools and methods for the evaluation of instructional effectiveness in the Elementary/Secondary schools.

Figure 9.

The Work-package Selected by DIAND management for the next phase of the evaluation research on the effectiveness of Elementary/Secondary Instruction.

DEVELOP A FRAMEWORK, TOOLS, AND METHODS FOR THE EVALUATION OF THE EFFECTIVENESS OF INSTRUCTION IN FEDERAL AND BAND SCHOOLS.

TASKS.

A) DEVELOP AN EVALUATION FRAMEWORK FOR THE EVALUATION OF LOCAL SCHOOLS IN A CO-OPERATIVE WAY.

- . Review and assess the local evaluations that the Evaluation Division of DIAND has sponsored in recent years.

- . Review and assess local, cooperative, and self-help evaluations undertaken by other agencies in similar minority group educational settings.

- . Recommend approaches and procedures for undertaking these types of evaluations.

PRODUCT.

A draft procedures manual for local co-operative school evaluations, incorporating useful materials and check-lists for use by local evaluation teams.

B) REVIEW AND EVALUATE THE APPROPRIATENESS OF VARIOUS APPROACHES TO SCHOOL AND PROGRAM STANDARDS, AND INDICATORS OF QUALITY OF INSTRUCTION.

- . Examine the use of Provincial and other "achievement tests" in Federal and Band schools at present, review the availability of appropriate testing instruments and analyse their likely effectiveness as norms for the Indian student population.

- . Design a consultation procedure to consider and recommend mutually-acceptable learning indicators for use in evaluating effectiveness of instruction.

PRODUCT.

A tentative list of achievement indicators, identifying and clarifying alternatives and options. A description of the information and data requirements needed on a long-term basis to under-pin evaluation of schools and programs in terms of effectiveness of instruction. A suggested consultation procedure to reach consensus on mutually-acceptable indicators and procedures.

Figure 9.
Continued.

C) EXAMINE THE RATIONALE FOR DIAND DEVELOPMENT OF SPECIAL CURRICULUM MATERIALS FOR INDIAN STUDENTS, THE EFFECTIVENESS OF PAST PROGRAM EFFORTS, AND POSSIBLE FRAMEWORKS FOR THE EVALUATION OF FUTURE EFFORTS.

- . Examine the use of Provincial curricula in Federal and Band schools at present, the modifications to Provincial curricula that are presently being made and those that may be appropriate in the future.

- . Examine the role DINA might play in supplementing and complementing Provincial curricula.

- . Evaluate the effectiveness of DIAND procedures for developing directly or supporting the development of special curriculum materials.

- . Examine links with related program components such as the Cultural Education Centers.

- . Identify prototype or model procedures for developing curriculum materials for Indian children, and recommend methods of development and dissemination of exemplary curriculum materials.

PRODUCT.

An evaluation of the past experience of DINA in curriculum development in so far as information is available about this once substantial activity which has seen minimal action in recent years, and an Evaluation Framework for future activity in curriculum development.

WORK-PLAN: PART A.Develop an Evaluation Framework for the Evaluation of local Schools in a co-operative way.

During the Evaluation Assessment we examined a number of evaluation systems that are instructive for a potential DIAND approach to local co-operative evaluations. We observed a local school evaluation on the Tobique Reserve in New Brunswick, and interviewed the consultants, the school and District staff, and Provincial officials who have undertaken co-operative school evaluations in the past. The materials obtained from the New Brunswick Provincial evaluators provides a valuable start towards a co-operative model. As part of the Phase 2 work-plan we would ascertain whether other Provincial agencies have experience with locally initiated co-operative school evaluations and, if so, what there experience can contribute to the development of a DIAND system.

We also interviewed the Evaluation staff and Education Division staff of the Bureau of Indian Affairs regarding their use of an evaluation checklist approach to local school assessments.

On the basis of this preliminary work, we feel that we could produce a draft procedures manual for local co-operative school evaluations, incorporating useful materials and check-lists for use by local evaluation teams, in approximately three months.

We have allocated approximately one man-month to this work, mostly senior personnel time because the task is essentially methodology development. This time allocation also assumes that staff of the Evaluation Division of DIAND would be actively involved in the task. This involvement will be especially important in the reviewing of the past experience of the Division in supporting local Band or school-initiated evaluations of school situations.

The product of this part of the work-plan is called a "draft" procedures manual because its use will be subject to consultation with Indian people. However the ultimate aim is to have a consistent standard approach to local school evaluations. Without such a consistent approach it is not possible for DIAND and Indians to accumulate a growing base of knowledge about what works in local schools and what does not.

The relatively modest level of effort proposed on this task (A1-A3 on the following planning chart) assumes that work-package B will be undertaken at the same time, although it may start a little later. The question of appropriate standards and appropriate quality of instruction indicators is very important to local co-operative evaluations, as indeed it would be to any evaluation system that intends to collect consistent and useful information over time.

WORK-PLAN: PART B.

Review and Evaluate the appropriateness of various approaches to school and program standards, and indicators of quality of instruction.

This workplan will produce a tentative list of achievement indicators, identifying and clarifying alternatives and options. It will also contain a description of the information and data requirements needed on a long-term basis to under-pin evaluation of schools and programs in terms of effectiveness of instruction. Lastly the report will suggest a consultation procedure to reach consensus on mutually-acceptable indicators and procedures.

The bulk of the initial work will involve examining the use of Provincial and other "achievement tests" in Federal and Band schools at present, reviewing the availability of appropriate testing instruments and undertaking a preliminary review of their appropriateness as norms for the Indian school population.

The level of effort suggested is approximately two man-months. This is obviously far from the level of resource allocation ultimately necessary to produce a definitive report on this topic. However we feel that it will be sufficient for us to complete an overview with general recommendations in the area of school and program standards and indicators of quality of instruction.

We have suggested on the following schedule that this work-package would take approximately six weeks to complete, and should start a little later than the development work for local co-operative evaluations. This will enable us to examine needs and likely uses for the achievement indicators on a somewhat firmer basis of preliminary work. Given that the other work-packages are also undertaken, this one might begin earlier depending on the results from the initial phase of work-package A.

This work-package will also contain recommendations on a consultation procedure to consider and recommend mutually-acceptable learning indicators for use in evaluating effectiveness of instruction; and will consider the use of these indicators both in the Indian-initiated local co-operative evaluations and in on-going monitoring of student progress and achievement.

WORK-PLAN: PART C.

Examine the Rationale for DIAND development of special curriculum materials for Indian Students, the effectiveness of past program efforts, and possible frameworks for the evaluation of future efforts.

We have called this a "framework" rather than a full evaluation, because the level of activity of DIAND in curriculum development in recent years has been very low and is unlikely to provide the basis for a substantial evaluation project. Therefore we must be more focused on needs and future activity than on retrospective assessment.

However we will examine the DIAND experience with curriculum development as a centralized function during those years when there was substantial activity at National Office, and we will review the modifications of Provincial curricula that are presently being undertaken in the schools and those that may be appropriate in the future.

Cultural enrichment in the Schools is closely related to curriculum development and modification, and therefore we will examine the cultural enrichment activity at the same time. It will also be necessary to review the role of the Cultural Education Centers as providers of special curriculum materials, keeping in mind that the Centers are the subject of other evaluation activity.

The level of effort we have suggested on the following work-plan schedule is approximately two and one-half manmonths. Again this assumes that the other work-packages would be

undertaken at the same time and that each worktask would support the other.

This work-package does not include the evaluation of the pedagogical effectiveness of specific curriculum materials, but rather focuses on the process of developing, disseminating, and encouraging the use of such materials.

Budget Estimates.

We estimate the professional labour required by the selected work-plan to be approximately 75 days of the project leader's time (assuming the project leader is the main researcher and methodologist). He would need to be supported by a senior analyst (approximately 30 days), a junior analyst/researcher (approximately 35 days), and clerical staff as required. The cost of this level of professional effort is expected to be approximately \$46,000.

All three work-packages will incur travel, printing, and miscellaneous costs which we estimate to be approximately \$3000.

APPENDICES

Evaluation Research Phase 2: Instruction Component of the Indian Education Program

TASKS

SCHEDULE

MANDAYS REQUIRED

OTHER COSTS

	SCHEDULE															MANDAYS REQUIRED				OTHER COSTS										
	June			July			Aug.			Sept.			Oct.			Nov.														
	7	14	21	28	5	12	19	26	2	9	16	23	30	6	13	20	27	4	11	18	25	1	8	15	Project Leader	Snr. Analyst	Jnr. Analyst			
A) DEVELOP AN EVALUATION FRAMEWORK FOR THE EVALUATION OF LOCAL SCHOOLS IN A CO-OPERATIVE WAY. <ul style="list-style-type: none">Review and assess the local evaluations that the Evaluation Division of DIAND has sponsored in recent years.Review and assess local, cooperative, and self-help evaluations undertaken by other agencies in similar minority group educational settings.Recommend approaches and procedures for undertaking these types of evaluations.																										10-15	5-7	3-5	Travel	
B) REVIEW AND EVALUATE THE APPROPRIATENESS OF VARIOUS APPROACHES TO SCHOOL AND PROGRAM STANDARDS, AND INDICATORS OF QUALITY OF INSTRUCTION. <ul style="list-style-type: none">Examine the use of Provincial and other "achievement tests" in Federal and Band schools at present, review the availability of appropriate testing instruments and analyse their likely effectiveness as norms for the Indian student population.Design a consultation procedure to consider and recommend mutually acceptable learning indicators for use in evaluating effectiveness of instruction.																										30-35	10-12	15-20	Travel	
C) EXAMINE THE RATIONALE FOR DIANA DEVELOPMENT OF SPECIAL CURRICULUM MATERIALS FOR INDIAN STUDENTS, THE EFFECTIVENESS OF PAST PROGRAM EFFORTS, AND POSSIBLE FRAMEWORKS FOR THE EVALUATION OF FUTURE EFFORTS. <ul style="list-style-type: none">Examine the use of Provincial curricula in Federal and Band schools at present, the modifications to Provincial curricula that are presently being made and those that may be appropriate in the future.Examine the role DIANA might play in supplementing and complementing Provincial curricula.Evaluate the effectiveness of DIAND procedures for developing directly or supporting the development of special curriculum materials.Examine links with related program components such as the Cultural Education Centers.Identify prototype or model procedures for developing curriculum materials for Indian children, and recommend methods of development and dissemination of exemplary curriculum materials.																										30-35	10-12	15-20	Travel	
DEVELOP A FRAMEWORK, TOOLS, AND METHODS FOR THE EVALUATION OF THE EFFECTIVENESS OF INSTRUCTION IN FEDERAL AND BAND SCHOOLS.																														
	Estimated Totals																									70-85	25-31	33-45	Travel	

ESM Ltd. Staff Who contributed to this Evaluation Assessment.

Project Leader.

Kenneth F. Watson

Ph.D., Program Evaluation research, Harvard University.
M.A., University of British Columbia.
B.A., Diploma in Education, University of Queensland.

Mr. Watson has worked for Aboriginal Band council as an education officer, and has undertaken a number of evaluation projects in education and related areas. He has taught evaluation research at the University of Ottawa, and is a member of the Advisory Committee on adult education to the Ottawa School Board.

Researchers.

Vinita Watson

M.P.A., Harvard University.
M.A., Special education for the handicapped,
Michigan State University.
B.A.hons., Diploma in Education, University of
Delhi and University of Melbourne.

Ms. Watson is a specialist in remedial education, testing and assessment. She has worked for several school districts, and has had extensive experience in the design and administration of achievement and readiness tests for disadvantaged and handicapped students.

Sandra Binns

B.A., Diploma in Administration.

Ms. Binns has Dr. Watson, as a junior researcher in several program evaluation projects, and has specialized in data gathering, survey research, and interviewing.

A REVIEW OF PREVIOUS EDUCATION PROGRAM EVALUATION.

As part of the present evaluation assessment of the elementary/secondary component of the education programs, we reviewed the previous Departmental efforts in evaluation of education programs, including work in closely related areas such as "operational audits" and "management information systems". Our feeling that this would be important was borne out by the results. We made two observations that are very important to an evaluation assessment:

1. Most of the previous work does not have a strong foundation in data analysis, but rather is based upon opinion and observation. Also most work has stopped at the point of identification of perceived problems, and the suggested solutions are sometimes inconsistent and not always thought through.

2. There is a lack of continuity. Sporadically new efforts are made, but they seldom build upon previous efforts and often trail off ineffectually with minimal implementation.

The implication of these observations is that evaluation research in Indian education in the future must be designed to take smaller bites perhaps, but to be more thorough in analysis based upon some objective data, and to be clearly aimed at incremental program improvements that have a reasonable chance of being implemented.

It is also the case that many of the systems being examined were in such disarray as to preclude much assessment of their value as systems, and often the management and policy frameworks were so weak that there was not enough consistency to evaluate what was being done.

"Although bilateral agreement was achieved in the adoption of the 1973 policy, adequate policy definition, devolution preparation and procedures were not developed. As a result, a considerable gap was formed between expectations and reality...

Attempts to bridge the gap between expectation and reality were also made by the Department through the mid-1970s. A series of education policy circulars was prepared in an attempt to explain policies, establish program standards, describe implementation procedures and set funding limits. However, strong pressures from Indian political organizations citing a lack of bilateral consultation forced the Department to abandon this attempt at establishing management directives. Although a second attempt in 1978 included consultation it met the same fate." (Education Policy Review, p.5)

Several evaluation (or similar) projects are discussed in detail in the following pages. In summary, the following reports were reviewed:

Reports from DIAND Evaluation Division.

- . "Operational Review - Education Program - Manitoba", Audit Services Bureau D.S.S. for DIAND Evaluation Division, February 1981.

- . "Evaluation Report: Education of Indians in Federal and Provincial Schools in Manitoba", Vera J. Kirkness, August 1978.

- . "Operational Review: Education Program - Saskatchewan", Audit Services Bureau D.S.S. for DIAND Evaluation Division, March 1980.

- . "Evaluation of the Cultural Educational Centres Program", Evalucan Ltd. for DIAND Evaluation Branch, December 1978.

- . "A recommended plan for Evaluation in Indian Education", Bureau of Management Consulting D.S.S. for DIAND Evaluation Branch 1978.

. Evaluation Report: Center for Training Research and Development", Canadian Institute for Research for DIAND Evaluation Branch, 1978.

Other Reports.

. "Indian Education Policy review, Phase 1", Education and Social Development Branch, December 1981.

. "Indian Control of Indian Education", National Indian Brotherhood, July 1980.

. "Service Directory (Draft)", Indian and Northern Affairs Canada, December 1981.

. "Identification of Information Systems Requirements for Elementary/Secondary Indian Education", Quasar Ltd., March 1979.

. "Department of Indian Affairs and Northern Development-Evaluation Plan 1981-86", DIAND.

. "The Dropout Study", J. & R. Conry, Task Force on Saskatchewan Indian Education.

. "Issues in Indian Education 1976", Education and Cultural Development Branch, DIAND.

. "Indian Act", R.S., c.1-6 amended by c.10(2nd Supp.), 1974-75 c.48.

. "Indian Conditions - A Survey", Indian and Northern Affairs Canada, 1980.

. "Self-Reliance within Native Indian Education", G.W. Sinclair, March 1980.

. "Education Costs", Audit Services Bureau, September 1981.
 "Student Transportation", Audit Services Bureau, September 1981.
 "Review of Educational Activity", Audit Services Bureau, September 1981.
 "Band Operated Programs", Audit Services Bureau, August 1981.

. "DINA Kindergartens in Ontario", G.L. McDiarmid, Ontario Institute for Studies in Education, 1978.

. "Education Standards", Bureau of Indian Affairs, (Draft), Washington D.C. 1981.

. "The Program Accomplishments Reporting System", Bureau of Indian Affairs, 1981.

. "Bachelor of Education: Indian Studies Program - Evaluation Report", University of New Brunswick, 1979-80.

PREVIOUS EVALUATION ASSESSMENT.

The Report of the Bureau of Management Consulting "A Recommended Plan for Evaluation in Indian Education."

In July 1978, the Bureau of Management Consulting, in co-operation with the Program Evaluation Branch and the Education Branch of Indian and Northern Affairs, presented a plan for an approach to future program evaluations in the area of Indian education. The report recommended that evaluation research be focused on four high-priority topics or "lines of enquiry", namely:

1. Local control.
2. Quality of Learning.
3. Native Culture; and
4. Education Unit Costs.

This recommendation was based on "importance rankings" of 25 issues by thirteen staff persons of the Department of Indian and Northern Affairs. The ranking procedure did not distinguish very precisely between issues - almost all received more than 40 importance points out of a possible 52 - and secondly all of the persons giving rankings were DIAND managers, rather than Indians, which obviously limits how far one can generalize the results. However, there seems to be a good deal of common sense in the choice of areas on which to focus research, and these four "lines of enquiry" do provide some organization of a very broad and

complex range of policy issues. Therefore this present evaluation assessment accepts this four-fold division as a starting point, partly because it continues to represent the general consensus of policy concern within the Department, and partly because we feel that it is necessary to build upon earlier work if evaluation research is to develop some cumulative effect on policy in Indian Education.

The B.M.C. report made two main recommendations with regard to implementing research along the four "lines of inquiry". The first recommendation was to formalize consultation through an advisory board, and the second was to quickly undertake nine "short range" evaluation projects relating to Indian education.

These were:

1. Examine the effectiveness of the Nominal Roll system.
2. Examine potential duplication of capital assets.
3. Project the expected demand for post-secondary education.
4. Evaluate efforts in "self-management" training.
5. Examine the factors affecting retention rates.
6. Evaluate the effectiveness of teacher training and project the expected demand for teachers.
7. Evaluate the effectiveness of student counselling.
8. Review the effectiveness of the organization of Education administration within DINA.
9. Evaluate the cost-effectiveness of the various student transportation arrangements.

These nine "short-range" projects do not fit neatly into the four "lines of enquiry", which weakens the approach somewhat. With further work one would expect that they could be re-conceptualized to fit within the four basic lines of enquiry and to contribute to them. This will be done as part of the present evaluation assessment.

The B.M.C. Report does present some general guidelines to recommended program evaluation activity within the four lines of enquiry:

1. Local Control.

The suggested approach includes:

- A) Examine the history of local control, its development and evolution.
- B) Classify "types of local control" to clarify what exactly it is we are discussing.
- C) Develop a SUMMARY OF STATUS at takeover to establish a benchmark for the monitoring and evaluation of change to local control.
- D) Undertake case studies of change to local control, emphasizing successful examples that might provide models for the future.
- E) Evaluation of procedures and methods to handle transfer to local control when this transfer is desired by the local Band.

"The key to this line of enquiry is adequate consultation". (p.35)

2. Quality of Learning.

The B.M.C. report suggests that this line of enquiry could proceed as follows:

- A) Prepare a set of "mutually acceptable" learning indicators to use in assessing the learning of Indian children.
- B) Apply this set of indicators in a series of case studies of different types of schools.
- C) Survey the curricula in use for Indian children throughout Canada.
- D) Evaluate the different curricula in terms of the learning indicators.

"The basic component of this line of enquiry is clearly agreement on a set of indicators regarding the quality of learning." (p.31)

3. Native Culture.

The B.M.C. report suggests the following approach to this line of enquiry:

- A) Develop an inventory of materials and approaches presently in use in the schools regarding native culture.
- B) Survey the current role of native languages in Indian education.
- C) Evaluate how well the needs of the native children and their communities are being met by cultural aspects of the Elem./Sec. Education programs.

4. Education Unit Costs.

"The emphasis here should be on determining what are the actual unit costs for the Activity's major components. We mean here much more than the calculations made in recent program forecasts.

... The place to begin is with DINA's own schools. A competent accountant familiar with education financing should establish a standard way to calculate unit costs. Because enrollment fluctuations are such a problem, this work would include devising a formula for quantifying enrollment logically."
(p.33)

"From this base, DINA could extend this line of enquiry in several ways:"

- A) Examine the cost-effectiveness of the school construction and maintenance practices.
- B) Review tuition agreements with Provincial Governments, in the light of the unit costs established for DINA schools.
- C) Review unit costs of Band-controlled schools in light of unit costs of DINA-administered schools.

An Assessment of the B.M.C. "Recommended Plan for Evaluation in Indian Education."

The B.M.C. report emphasizes the need to bring coherence and continuity to the evaluation of Indian Education Programs, which seems to be an entirely appropriate theme. However, the report does not quite "have its own act together" in that the nine specific projects it recommends for the short term are not clearly integrated with the high-priority lines of inquiry.

It also seems that the four lines of enquiry may be simplified further, for our purposes, into two main topics for evaluation:

1. Quality of Learning; and
2. Local Control of Indian Education.

These appear to be the two main program/policy concerns in Indian Elementary/Secondary Education, from a program evaluation point of view. The other two lines of enquiry are really outcomes of efforts focussed on the main two questions. That is, program efforts to improve the "quality of education" and to meet aspirations for local control both have outcomes in the areas of "native culture" and "education unit costs" and these need to be examined in context rather than separately. These relationships are depicted in the following evaluation model. (Figures 1 and 2).

This model is a simple conceptual model that will, in a later section of this paper, underpin a causal model of program actions and outcomes that will in turn be the basis for the development of evaluation research designs.

SUMMARY.

The concept of "lines of enquiry" developed in the Bureau of Management Consulting report "A Recommended Plan for Evaluation in Indian Education" is a valuable device to preserve some coherence of evaluation efforts in this very broad field; and, furthermore, the lines of enquiry can be simplified to two which will form the basis of this present Evaluation Assessment: Quality of Learning; and Local Control.

Recent Audits and Operational Reviews of the Elementary and Secondary Education Programs.

In Fall 1979, an Operational Review was conducted in Saskatchewan, followed by a similar review in Manitoba the following year. These reviews addressed a mix of efficiency and effectiveness questions, and were concerned mainly with problem identification.

The reviews are based upon an examination of the operation of the program in these areas, interviews and observation. The tone is polemical, with strong opinions expressed. Data analysis is not a major part of the reports.

The conclusions of the Reviews are important to future Evaluation research in that, if the Reviews are an accurate reflection of the magnitude of the management problems in the program, then effectiveness research would be difficult because of the confounding effects of poor and inconsistent implementation of the program.

Audit Services Bureau.

In Fall 1981, the Audit Services Bureau of Supply and Services Canada completed four audits related to the Indian education programs: these were called "Review of the Education Activity", "Education Program - Student Transportation", "Band Operated Schools", and "Education Costs".

The audits follow closely in the steps of the Operational Reviews in identifying problems, based upon opinion observation and interviews. The problems identified in this fashion include:

- o The provision of capital funds is not based rationally on education needs.
- o Resource allocation is not based upon a consistent or reliable funding formula.
- o Provincial Agreements do not specify the Provincial service adequately.
- o There is no cohesive organization structure to deliver the education programs.
- o The education staff exercise little management control over the program, either from National office or in the regions.
- o The importance of the program as reflected in its resources has been in sharp decline.
- o Performance reviews, although formally required, are not being carried out.
- o DINA has neither a process for determining standards of performance, nor procedures for reporting and analysing management information.
- o The four major management information systems are not integrated nor coordinated. (Continuing Education Information System, Nominal Roll, Data Base, and the Budget Control/Expenditure Management System BCS/EAS)
- o There is a serious lack of information available to officers, and very little opportunity to undertake comparative analysis to support management decisions.
- o Costs data is inaccurate, incomplete, and largely unverified.

It is important to mention the results of these audit exercises because, taken together, they indicate that the program situation as it presently exists is unlikely to support any precise cost-effectiveness research. The administration of the program does not appear to be consistent, coherent, or stable; and, therefore, effectiveness research must necessarily take an approach that is not over-ambitious. The issues that suggest themselves therefore are largely concerned with establishing standards and targets, and identifying local achievements that may provide models or exemplary approaches for wider use.

ESM

September 29, 1981.

Memorandum.

To: M.K. Rombout
Project Officer
Evaluation Assessment-Elem./Sec. Education Component.

From: Ken Watson

Re: Learning from Recent U.S. Evaluations of Elem./Sec. Indian
Education Programs.

An initial review of previous evaluation research in the area of Indian education programs indicates that a great deal of work has been done in the United States.

Because we are at the first phase of evaluation of the Elementary/Secondary Education Component, it seems that we could profit a great deal from a review of the successes and failures of previous similar research. I have spoken on the phone with staff of the Bureau of Indian Affairs, and the Bureau would be very willing to assist us in this regard.

An effective review requires me to travel to Washington D.C., accompanied by you or Mr. Gratias. The travel and accommodation expense for me to make this trip would be \$750 approximately. I request that the maximum authorized on contract 81-214 be increased by that amount, subject to your approval of a briefing trip to the Bureau of Indian Affairs.

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Evaluation and Strategic Management Associates Ltd.

ESM

October 9, 1981.

Memorandum.

To: M.K. Rombout
Project Officer
Evaluation Assessment: Elem./Sec. Education

From: Ken Watson

Re: Progress Report - Elem./Sec. Education Evaluation Assessment.

I have completed a review of the previous evaluation research that has been undertaken by the Evaluation Division and by Education Division of Indian and Northern Affairs. From the point of view of an "evaluation assessment" the most important previous work was a project by the Bureau of Management Consulting in 1978 entitled "A Recommended Plan for Evaluation in Indian Education". This report has been analysed in detail. (See attached material.)

The conclusion of this analysis is that the report provides a basis for some continuity of effort in evaluation research planning for the Elementary/Secondary Education component; although its conceptual framework must be modified and simplified in some respects. The main two "lines of enquiry" recommended by the B.M.C. report are a useful basis on which to begin

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this evaluation assessment. As a preliminary step to developing a "causal model" of the Education programs, I have developed a simple conceptual model of these two lines of enquiry: Quality of Learning; and, Local Control.

Fortuitously, the timing of this Evaluation Assessment coincides with a very active period of policy development in Indian Education. Three major efforts are underway:

1. AUDIT BRANCH.

- o Review of Educational Activity
- o Student Transportation
- o Education Costs
- o Band-operated programs.

2. EDUCATION DIVISION: COMPREHENSIVE POLICY PAPER.

- o Historical Trends
- o Education as a Developmental Process.
- o Indian Control.
- o Quality of Education.
- o Devolution.

3. MANAGEMENT IMPROVEMENT PROGRAM.

- o Definition of Components
- o Definition of Procedures.

These three efforts will report during the next six weeks, and can therefore be taken into account in this Evaluation Assessment. This is very appropriate as an evaluation assessment

in large part asks "Where do we go from here?", and the completion of the three efforts listed above will make this question timely.

However, since we must wait for completion of most of this work, the "review" section of the Evaluation Assessment will not be completed until a later part of the project - about mid-November I would estimate.

During the interim period, we will make a review of the similar evaluation research that has been undertaken in the United States. Our first review of the literature indicates that we can learn a great deal from recent research in the United States commissioned by the Bureau of Indian Affairs. (See Memorandum of September 29).

NEXT.

In the next phase of the project I will travel to a Band school to talk with staff and observe, and if possible visit a DINA Regional office. I will also travel to Washington DC for a briefing on recent evaluation research.

This phase will also begin interviews with DINA managers about the goals of the program component and the effectiveness issues perceived by managers.

Evaluation and Strategic Management Associates Ltd.

ESM

November 4, 1981.

Memorandum.

To: M.K. Rombout
Project Officer
Evaluation Assessment: Elem./Sec. Education.

From: Ken Watson.

Re: Goals of the Program, and Components to be included
in the Assessment.

Further to our discussions on these matters, I enclose a statement of the goals of the program; and a list of the components to be considered in this evaluation assessment, and a list of those components which we have agreed are outside the scope of this particular assessment.

cc P. McGillivray

EDUCATION PROGRAM COMPONENTS: ELEMENTARY/SECONDARY, FEDERAL AND BAND SCHOOLS.

The mandate of this evaluation assessment is to consider the options for evaluation activity related to two aspects of the Elementary/Secondary programs: Quality of Learning, and Local Control. (See the Section on "Previous Evaluation Assessment" for the Rationale of this focus.) There are therefore several aspects of the educational programs that will not be considered in depth in this assessment, specifically: Pre-school, postsecondary and Adult Education; Programs in Provincial schools; Native Culture in Education (the subject of a separate Evaluation Assessment by the DINA Evaluation Division); Adjunct programs such as materials and supplies; and Unit Cost considerations (currently the subject of several DINA audits by the Audit Services Bureau).

Evaluation Assessment Components.

A1 CLASSROOM INSTRUCTION FEDERAL SCHOOLS

Teachers adapt and deliver courses of study starting at kindergarten (two levels) and ending at Grade 12 or, in Ontario Grade 13. This component does not include administrative matters such as hiring, relocation, special training courses, and educational leave.

- | | |
|------------|--|
| Authority: | 1. Indian Act 4(3) and 114(2), 115-123. |
| | 2. Education Assistance Policy, July 1971, TB 547716 -1. |
| | 3. TB 753387 Substitute Teachers. |

A 11 CLASSROOM INSTRUCTION, BAND SCHOOLS.

The component is the same as in Federal Schools, except that the teachers are Band-employed, and the administrative matters previously mentioned are included as a cost of the component.

Authority: As above.
Also, TB 725973
Program Circular D-4
TB 708442 Kindergarten.

A4 CURRICULUM DEVELOPMENT, FEDERAL SCHOOLS AND BAND SCHOOLS

Curriculum materials with Indian relevance are developed and printed for use in schools. Funds are provided for curriculum committees which review the learning materials used in schools. Funds may be provided to assist in the operation of field trips related to regular courses of study or to vocational career plans.

Authority: 1. Indian Act 4(3), 114(2), 115-123.
2. TB 547716 -1
3. TB 725973
4. Program Circular D4
5. TB 749791

A 86 INDIAN EDUCATION SERVICE

Assistance is provided to band councils to develop and expand their educational policies and programs, sometimes by hiring an education officer, and to evaluate the policies of the department and other agencies, especially related to local control.

Authority: 1. TB 751378, July 1977.
2. TB 722720.

A 87 COORDINATION ADVICE AND ASSISTANCE REGARDING
DEVOLUTION

Advice and assistance are provided to Bands in order to plan and organize the operation of their own education program, in advance of and immediately following devolution.

Authority: 1. Appropriation Acts
2. Indian Act 114
3. Program Circular D4

SUMMARY OF PROGRAM COMPONENTS ADDRESSED BY THIS
EVALUATION ASSESSMENT.

- A 1 Classroom Instruction, Federal Schools
- A 11 Classroom Instruction, Band Schools
- A 4 Curriculum Development, Federal and Band Schools
- A 86 Indian Education Service
- A 87 Coordination, advice and assistance regarding
devolution.

SUMMARY OF PROGRAM COMPONENTS NOT ADDRESSED BY THIS
EVALUATION ASSESSMENT.

Preschool, Post-secondary and adult education.

Programs in Provincial schools.

Native Culture in Education.

Adjunct components such as "materials and supplies".

Unit Cost considerations.

Guidance and Counselling.

Allowances of all kinds.

Transportation.

Native languages as medium of instruction.

Disabled Student Assistance.

Residential Assistance.

Evaluation and Strategic Management Associates Ltd.

ESM

November 12, 1981.

Memorandum.

To Mr. D. Goodwin
Asst Deputy Minister
Indian and Inuit Affairs.

From Ken Watson
Evaluation and Strategic Management Ltd.

Re Evaluation Assessment of the Elementary/Secondary
Component of the Indian Education Program.

Topic

Meeting at 3.30pm 13 November to discuss the goals and priorities of the program component, and the issues that should be addressed in future evaluation work, as perceived by the ADM.

Background.

An assessment by the Bureau of Management Consulting in 1978 identified four high priority "lines of enquiry" for evaluation research in Indian education: local control; quality of learning; native culture; and education unit costs.

The mandate of the present evaluation assessment is to consider the first two topics in relation to Federal and Band schools (with some consideration of Provincial schools), and to formulate options for evaluation research in these areas in the format suggested by the Office of the Comptroller General.

Information Sought from the ADM.

The evaluation team has been working approximately one month on this project, and is at the stage where guidance from the ADM regarding the issues that need to be addressed in the Elementary/Secondary education program would be very useful.

The evaluation team will also be seeking guidance from the ADM regarding the priority he would assign to various issues.

ESM

December 20, 1981.

CONTACT REPORT

BUREAU OF INDIAN AFFAIRS BRIEFINGS: re
ELEM./SEC. EDUCATION "EVALUATION ASSESSMENT."

To

Mr. A. Gratias
Director, Evaluation Division
Indian and Northern Affairs.

On 16th, 17th, and 18th December Ken Watson and Mary-Kay Rombout visited the Bureau of Indian Affairs in Washington D.C. to investigate approaches to evaluating Education programs for Indian primary and secondary students. The following persons were interviewed:

1. Mr. Ron Edem, Chief, Division of Management Research and Evaluation; and Mr. Sam Adams, principal methodologist for evaluations.

TOPIC DISCUSSED: Program Accomplishments Reporting System (PARS). Details of the system are attached.

2. Mr. Stephen Labatt and Mr. Jerry Waddell, Chief, Planning and Program Development, Office of Indian Education.

TOPIC DISCUSSED: Financial planning and evaluation of education programs.

3. Mr. Jim Martin, Chief, Elementary and Secondary Instruction Programs, and Mrs Elizabeth Holmgren of the same division.

TOPIC DISCUSSED: The development of a comprehensive set of written standards for Federal Indian schools (attached draft), and their use for evaluation purposes. Also discussed "cooperative or self-evaluation" as mandated by the standards. Also discussed, Title 1 evaluations (disadvantaged students) which are required by the Department of Education.

Cultural Enrichment of the school curriculum.

DIAND encourages the staffs of all Federal schools to initiate curriculum enrichment projects, which will assist in making the school program culturally relevant to the Indian children. Projects may be funded in Band- administered schools and Provincial schools also.

In addition, when requested by the parents, native languages may be taught either as the medium of instruction or as a second language from Kindergarten to Grade three, and as a school subject in the other grades.

The number of requests for cultural enrichment projects and native language programs has been increasing steadily during the past decade. As more Bands become involved in the management and control of their education programs, requests are expected to continue to increase. The present level of funding is \$3.2 million for all of Canada. This funding is administered in a decentralized fashion in the DIAND regional offices.

One factor that appears to be a problem is delay in the approval and funding of new projects. A certain amount of frustration has been expressed by parents.

Although the opinion is generally held that cultural enrichment of the curriculum has a positive effect on student achievement, no conclusive evaluation of the lasting effects of curriculum enrichment has yet been completed.

Indian Students in Provincial Schools.

As part of this Evaluation Assessment we reviewed a number of agreements between the Federal Government, the representatives of Indian people, and Provincial governments. These agreements provide for payment by the Federal Government to the Provincial Government according to the number of Indian students enrolled in Provincial schools.

The agreements vary a great deal, but none that we reviewed contained provisions for monitoring the achievements of Indian students in Provincial schools. The Province is not required to keep records separately for Indian students, apart from enrollment records, and not required to evaluate their progress as a group or to report achievement data to the Federal Government that would enable DIAND to evaluate their progress.

It may be appropriate that the Federal Government delegate the evaluation function to Provincial authorities, along with the instruction function. This appears "de facto" to be the situation. If, on the other hand, the Federal Government reserves to itself the right to monitor the performance of Indian students in Provincial schools then the existing agreements would probably have to be modified to require Provincial authorities to keep and provide achievement data for the Indian students in their schools.