A RECOMMENDED PLAN FOR EVALUATION IN INDIAN EDUCATION

DEPARTMENT OF INDIAN AFFAIRS AND NORTHERN DEVELOPMENT

INDIAN AND INUIT AFFAIRS PROGRAM

PROGRAM EVALUATION BRANCH

JULY 1978

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DEPARTMENT OF INDIAN AFFAIRS AND NORTHERN DEVELOPMENT

INDIAN AND INUIT AFFAIRS PROGRAM

PROGRAM EVALUATION BRANCH

JULY 1978

EXECUTIVE SUMMARY

INTRODUCTION

The Indian and Inuit Affairs Program has assigned a high priority to evaluating the department's efforts in education. This report proposes how the Program Evaluation Branch should carry out this task over the period 1978-1981.

The present project has been the responsibility of the Bureau of Management Consulting, in cooperation with the Program Evaluation Branch. Mr. D. Wattie of the Education Branch and Dr. E. Daniels of the Policy Branch were particularly generous in their contributions.

SETTING THE STAGE

In May 1978, we presented a Progress Report on the Development of an Indian Education Evaluation Strategy. In that document we:

1. provided an overview of the Activity by means of a summary of the available data for 1976-1977 on populations benefiting from Activity programs, on expenditures, and on employee allocation; and we

2. listed about 80 current issues which could form the objects of evaluation work.

This report offers the conclusions of our analysis in the form of a plan for evaluation in Indian education.

THE EDUCATION ACTIVITY RESEMBLES A RANDOM SYSTEM

We concentrated during June on obtaining the views of a few dozen experienced educators, in headquarters, five regions, and the Indian community. We perceived these people to agree generally on the following points:

1. DINA administers a school system more than managing the development of human potential. This approach implies a weak emphasis on learning as such.

2. At least nine distinct individuals or groups "run" Indian education in some respect. No one seems clear about who is in charge.

3. Those working in the system feel a lack of vision in the Activity. They are not sure how their efforts fit together for a common purpose.

4. The Activity suffers from a weak policy framework. In the absence of such guidance, regions and districts must grope independently toward adequate ways to handle issues such as local control.

5. No one places much trust in aggregate data about the Activity. On the other hand, regions and districts seem to know what is going on in their territory.

Despite these problems, people recognize the positive "revolutions" of the past two decades: Indian control in many places, a growing cadre of post-secondary graduates, a flowering of native culture and languages and vastly improved facilities.

The problems appear largely symptoms of a system in transition, as departmental control yields to Indian control. However, more systematic leadership could reduce the confusion and disruption characteristic of such a change.

Evaluation can support this process by informing interested parties about what is going on. A well-designed series of evaluation projects can build up a comprehensive overview of the Activity. The result should be better decisions.

DETERMINATION OF PRIORITY ISSUES FOR EVALUATION

Our field consultations also yielded a consensus on those issues in Indian education which demand evaluation attention.

We asked thirteen individuals and groups in DINA headquarters and the regions to rate each of the 80 issues listed in our Progress Report. The result gave priority to issues clustering around four main topics:

1. local control;

2. quality of learning;

3. native culture; and

4. education unit costs.

The Indian educators to whom we spoke also tended to highlight those four areas, although we did not ask them formally to rate each possible issue. They would add the subjects of counselling and access to post-secondary education as well.

These four subject areas also fit well with those categories which dominate education spending, with one exception. The exception is capital construction and maintenance, which together total almost 20% of the budget. We, therefore, included this area as one for urgent evaluation.

FORMATIVE EVALUATION IS MOST APPROPRIATE

Theory tells us that formal summative evaluation (the type that renders a definitive judgement on effectiveness) can only work for programs which have explicit objectives, a clearly defined manner of functioning, and plausible links between the two.

Our examination of the Education Activity's main documents, and interviews with key personnel show that this Activity lacks the prerequisities for summative evaluation. Consequently, the most appropriate approach in the context is what evaluators call "formative". This approach starts by helping managers document what is going on in their program. Its purpose is to move the program to a state susceptible to overall judgements.

RECOMMENDATION ONE: FORMALIZE CONSULTATION THROUGH AN ADVISORY BOARD

Our field visits, especially with Indian educators, indicated that consultation will be an absolute prerequisite for detailed field evaluation work. As a result, we recommend that DINA establish an Indian Education Evaluation Advisory Board comprising experienced educators from headquarters, the regions and the Indian communities.

The purposes of this Board would be:

1. to advise the Program Evaluation Branch on how best to pursue evaluation in the four priority areas;

2. to facilitate consensus views on evaluation among most of those groups which "run" Indian education; and

3. to communicate widely the nature and results of PEB's work in Indian education.

The Board would receive the results of completed projects and recommend what the next steps should be. PEB would handle the secretariat duties.

RECOMMENDATION TWO: CENTRE THE EVALUATION PLAN ON FOUR LINES OF ENQUIRY

The four subject areas requiring most urgent attention are too vast to cram into one or two projects each. Yet everyone would benefit from systematically building understanding in the areas of local control, unit costs, native culture and quality of learning.

We therefore recommend that DINA treat these priority areas as "lines of enquiry". Work in each field would move from simple description to overall judgements (if these prove feasible) over a period of years. This does not mean waiting years for results. The "lines of enquiry" would consist of a series of discrete projects, each with their own tangible result. The point is that they should build on one another. This work should form the main thrust of DINA's efforts in evaluating Indian education.

RECOMMENDATION THREE: PROVIDE FLEXIBILITY THROUGH SHORT-RANGE PROJECTS

We recognize that senior managers will need prompt answers on some issues, often at Treasury Board Secretariat insistence. Also, some of the urgent evaluation issues do not fit well into any of the four lines of enquiry. To meet these needs, we propose a secondary category of "short-range" projects to accommodate miscellaneous evaluation jobs.

These "short-range" projects would differ from the projects making up the lines of enquiry in that they would stand alone, expected neither to draw on nor lead to other work. Establishment of this second category should help to keep the lines of enquiry relatively free to operate with a long-range perspective.

CONCLUSION

The times being what they are, managers may face hard decisions on resource allocation. Evaluation must serve in part the needs of the manager who must determine what goes and what stays, or even what grows despite the times. The short-range projects can be the vehicle by which PEB can respond to these demands, if necessary.

But the heart of this evaluation plan is the lines of enquiry. Local control, the quality of learning, unit costs and native culture are difficult subjects. This, plus the fact that the Indian people and the regions will rightly demand extensive consultation, suggest that overall results will take time. Fortunately, patience and persistence should yield results impossible to obtain otherwise. The first priority is to begin.

OVERVIEW OF THE RECOMMENDED EVALUATION PLAN FOR INDIAN EDUCATION

RECOMMENDATIONS	PURPOSES	KEY DETAILS
A. ADVISORY BOARD	1. advice to PEB 2. forum for main groups 3. communication channel	Proposed Membership: . 4 DINA HQ . 6 DINA Regions . 10 Indian educators
B. LINES OF ENQUIRY	1. recognize complexity of priority areas 2. encourage consultation 3. organize discrete projects into broad understanding	Priority Areas: . quality of learning . native culture . unit costs . local control
C. SHORT-RANGE PROJECTS	1. accommodate other topics 2. ensure flexibility to senior management	Examples: . nominal roll . post-secondary demand . high school retention

RESUME

INTRODUCTION

Le Programme des affaires indiennes et inuit a accordé une grande importance à l'évaluation des réalisations du Ministère dans le domaine de l'éducation. Le présent rapport formule des propositions quant à la façon dont la Direction d'évaluation des programmes devrait entreprendre cette tâche au cours de 1978-1981.

Le Bureau des services de conseils en gestion s'est chargé, en collaboration avec la Direction d'évaluation des programmes, de réaliser ce projet. La participation de M. D. Wattie de la Direction des services d'éducation et de M. E. Daniels de la Direction des orientations est à souligner.

LES PREMIERES DEMARCHES

En mai 1978, le Programme a publié le Progress Report on the Development of an Indian Education Evaluation Strategy. Ce document:

1. donne un aperçu de cette activité en présentant un résumé des données disponibles pour l'année 1976-1977 portant sur les populations profitant des programmes de cette activité, les dépenses et les affectations du personnel;

2. dresse une liste de 80 questions courantes susceptibles de faire l'objet d'une évaluation.

Le présent rapport renferme les conclusions de l'analyse présentées sous la forme d'un plan d'évaluation des services d'éducation offerts aux Indiens.

L'ACTIVITE D'EDUCATION N'EST PAS TELLEMENT STRUCTUREE

Au cours du mois de juin, on a sondé l'opinion de quelques douzaines d'enseignants chevronnés de l'Administration centrale, de cinq Régions et de la collectivité indienne. Ces personnes étaient généralement d'accord sur les points suivants:

1. Le MAINC s'occupe davantage de l'administration du programme scolaire que du perfectionnement des aptitudes humaines. Cette façon de procéder laisse supposer un manque d'insistance sur l'instruction en tant que telle.

2. Au moins neuf individus ou groupes distincts "administrent" les services d'éducation offerts aux Indiens. Personne ne semble trop savoir qui en est responsable.

3. Ceux qui travaillent au sein du programme scolaire jugent que cette activité manque de perspective. Ils ne savent pas très bien comment leurs tâches cadrent ensemble pour permettre la réalisation d'un objectif commun.

4. Les orientations de cette activité ne sont pas clairement établies. Ainsi, le personnel des régions et des districts se voit obliger d'essayer de régler séparément certaines questions, telles que l'autonomie locale.

5. Personne ne semble se fier aux données recueillies portant sur cette activité. Le personnel des régions et des districts semble toutefois être au courant des activités en cours dans leur secteur respectif.

Malgré ces problèmes, ces gens reconnaissent les "changements révolutionnaires" positifs des deux dernières décennies: la mainmise indienne dans de nombreux domaines, le nombre croissant de diplômés d'institutions postsecondaires, l'épanouissement de la culture et des langues autochtones et une grande amélioration des installations.

Ces problèmes sont primordialement redevables à un système en état de transition, le Ministère déléguant plus de pouvoirs aux Indiens. Toutefois, une administration plus méthodique pourrait dissiper la confusion et atténuer les perturbations causées par un tel changement.

Les projets d'évaluation permettront de réaliser cet objectif en informant les intéressés des activités en cours. Une série bien élaborée de projets d'évaluation donnera un aperçu exhaustif des activités entreprises dans le domaine de l'éducation. Les responsables pourront ainsi prendre de meilleures décisions.

DETERMINATION DES PRIORITES DE L'EVALUATION

Suite à des discussions avec le personnel des bureaux régionaux, on a pu constater qu'un certain accord règnait quant aux questions importantes à évaluer dans le domaine de l'éducation.

On a demandé à treize individus et groupes de l'Administration centrale et des régions du MAINC de classer selon un ordre d'importance ascendant les 80 questions énumérées dans le Progress Report. Les questions prioritaires se sont regroupées autour de quatre grands thèmes:

1. autonomie locale;

2. qualité de l'instruction;

3. culture autochtone et

4. coûts unitaires d'un programme d'éducation

Bien qu'on ne leur ait pas demandé ouvertement de donner un ordre d'importance à ces questions, les enseignants indiens ont également souligné ces quatre thèmes. De plus, ils ont signalé qu'ils ajouteraient les questions d'orientation et d'accès aux études postsecondaires à cette liste.

A une exception près, les activités de ces quatre catégories occasionnent les plus grandes dépenses, la catégorie de la construction et de l'entretien, dont les dépenses se chiffrent à près de 20% du budget, étant exclue. On a donc décidé d'ajouter cette activité à la liste des priorités d'évaluation.

UNE EVALUATION FORMATRICE SERAIT LA PLUS APPROPRIEE

Théoriquement, une évaluation cumulative conventionnelle (qui rend un jugement définitif sur l'efficacité) ne doit s'appliquer qu'aux programmes ayant des objectifs bien précis, un mode de fonctionnement clairement déterminé et un lien plausible entre ces deux aspects.

Suite à une étude des principaux documents sur l'activité d'éducation et des entrevues avec le personnel clé, on a pu constater que, dans ce cas, une évaluation conventionnelle ne pouvait s'appliquer. Par conséquent, on a jugé qu'il était plus approprié d'effectuer une évaluation appelée "formatrice". Les évaluateurs doivent aider les gestionnaires à se renseigner sur les activités en cours au sein de leurs programmes et ainsi les assujettir à des jugements d'ensemble.

PREMIERE PROPOSITION: FORMALISER LA CONSULTATION GRACE A LA CREATION D'UN COMITE CONSULTATIF

Les entrevues menées dans les Régions, particulièrement avec les enseignants indiens, ont indiqué que la consultation doit être considéré comme l'élément le plus important du processus d'évaluation dans les Régions. Ainsk, nous proposons que le MAINC crée un comité consultatif de l'évaluation de l'éducation des Indiens formé par des enseignants chevronnés de l'Administration centrale, des Régions et des collectivités indiennes.

Les objectifs de ce comité consisteront à:

1. conseiller la Direction d'évaluation des programmes quant à la meilleure façon de mener une enquête dans les quatre domaines prioritaires;

2. favoriser une certaine entente au sujet de l'évaluation chez la plupart des groupes qui "administrent" les services d'éducation offerts aux Indiens et

3. faire part de la nature et des résultats des travaux entrepris par la D.E.P. dans le domaine de l'éducation.

On devra renseigner le comité qui proposera les prochaines démarches à adopter, à la lumière des réalisations des projets achevés. La D.E.P. se chargerait des fonctions de secrétariat.

DEUXIEME PROPOSITION: CENTRER LE PLAN D'EVALUATION SUR QUATRE GRANDES LIGNES D'ENQUETE

Vu l'amplitude des quatre grands thèmes prioritaires, il est impossible d'englober chaque thème dans un ou deux projets d'évaluation. Il serait plus profitable de mieux faire comprendre les questions se rapportant à l'autonomie locale, aux coûts unitaires de l'éducation, à la culture autochtone et à la qualité de l'instruction.

On propose donc que le MAINC considère ces thèmes prioritaires comme des "grandes lignes d'enquête". On commencerait par décrire simplement chaque thème pour finir, après quelques années, par entreprendre une évaluation globale (si elle s'avère faisable). Cela ne signifie pas nécessairement qu'il faudra attendre des années avant d'obtenir des résultats. Les "grandes lignes d'enquête" pourraient consister en une série de petits projets menant à des résultats concrets dans chaque cas. Il faut souligner que ces projets devront être liés de façon à permettre une certaine interaction. Cette méthode de travail devra constituer le principal moyen d'évaluer les services d'éducation offerts aux Indiens.

TROISIEME PROPOSITION: ASSURER UNE PLUS GRANDE SOUPLESSE GRACE A LA MISE SUR PIED DE PROJETS A COURT TERME

On reconnaît que les hauts fonctionnaires devront parfois obtenir des réponses immédiates à certaines questions, souvent à la demande du secrétariat du Conseil du Trésor. De plus, certaines des questions exigeant une étude immédiate cadrent difficilement avec les quatre grandes lignes d'enquête. A cette fin, on propose de mettre sur pied des projets "à court terme" qui permettront d'effectuer ces divers travaux d'évaluation.

Ces projets "à court terme" seraient réalisés séparément, sans aucun lien avec les autres travaux en cours. Cette deuxième catégorie de projets assurerait une certaine liberté aux principaux projets qui pourront alors s'échelonner sur de longues périodes.

CONCLUSION

Vu la situation actuelle, les gestionnaires pourraient se voir contraints de prendre des décisions difficiles sur l'affectation des ressources. Les études entreprises devront aider le gestionnaire à déterminer quels programmes devront être abandonnés et continués, ou même élargis malgré la période actuelle de restriction. Les études à court terme permettraient à la D.E.P. de régler ces questions, s'il y a lieu.

Le présent plan d'évaluation repose fondamentalement sur ces grandes lignes d'enquête. L'autonomie locale, la qualité de l'instruction, les coûts unitaires de l'éducation et la culture autochtone constituent des questions complexes. Cette difficulté ajoutée au fait que le peuple indien et le personnel des Régions demanderont, avec raison, d'être consultés davantage, laisse entendre que les résultats n'arriveront pas immédiatement. Heureusement, grâce à la patience et l'assiduité, on pourra arriver à des résultats qu'il serait impossible d'obtenir autrement. Il s'agit de tout mettre sur pied.

APERCU DU PLAN D'EVALUATION PROPOSE DE L'EDUCATION OFFERTE AUX INDIENS

PROPOSITIONS	OBJECTIFS	DETAILS CLES
A. COMITE CONSULTATIF	1. conseiller la D.E.P. 2. servir de forum pour les principaux groupes 3. servir de voie de communication	Effectif proposé: . 4 membres de l'A.C. du MAINC . 6 membres des bureaux régionaux du MAINC . 10 enseignants indiens
B. GRANDES LIGNES D'ENQUETE	1. reconnaître la complexité des thèmes prioritaires 2. encourager la consultation 3. transformer une série de projets en une meilleure compréhension	Thèmes prioritaires: . qualité de l'instruction . culture autochtone . coûts unitaires . autonomie locale
C. PROJETS A COURT TERME	1. permettre de traiter d'autres questions 2. assurer une certaine souplesse aux hauts fonctionnaires	Exemples: . liste nominative . fonds nécessaires à l'instruction postsecondaire . nombre de diplômés du secondaire

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Note: Appendix B is confidential to the Program Evaluation Branch. Those interested in further details should contact Dr. R. Jones of that Branch.

I. INTRODUCTION

Senior management of the Indian and Inuit Affairs Program has assigned a high priority to evaluating the department's current efforts in education. This report proposes how the Program Evaluation Branch (PEB) should carry out this task over the period 1978-1981.

The work leading up to this report has been the responsibility of Mr. J. Lahey, a consultant from the Bureau of Management Consulting, in cooperation with PEB's Project Leader, Dr. R. Jones. Throughout the project we have relied heavily on Mr. D. Wattie of the Education Branch, Dr. E. Daniels of the Policy Branch, and Mr. A. Gratias, PEB Director.

Our terms of reference defined the main elements of the project as follows:

1. Assemble available basic data, including benefiting populations, expenditures, and staff-year utilization.

2. Distill the views of selected headquarters and field managers and Indian educators regarding current issues.

3. Conduct a simplified evaluability assessment to determine the readiness of Activity components for evaluation.

4. Define and rank the evaluation projects which emerge as priorities through analysis of basic data on the Activity, the main current issues, and the evaluability assessment.

5. Propose an initial set of effectiveness measures for each of the Activity's major components.

6. Report the results through:

   a) an interim progress report; and

   b) this final paper containing our recommendations on how to proceed.

In late May, we published the interim report mentioned above as item 6a. In that document, we reported our results for item 1 and offered a list of about 80 current issues which could form the objects of evaluation work. Readers should refer for details to PEB's Progress Report on the Development of an Indian Education Evaluation Strategy (May 1978)

During the second half of this project, we have emphasized two related activities:

1. Probing the day-to-day reality of the Education Activity in the regions and districts through field interviews; and

2. Translating the priority Activity issues into a feasible evaluation package.

The first activity formed the basis of the second. Only an understanding of the reality of the Education Activity could ensure that our proposals for an evaluation plan would be practical.

This final report begins with a brief survey of the current situation in Indian education to provide a context for our discussion. We then describe the method we used in deriving our proposals. The subsequent sections work through the method, covering in turn the determination of priority issues, and evaluability. Our recommendations on how to proceed with evaluation in this field follow. A series of appendices provide the details necessary to support the text.

II. PERCEPTIONS ABOUT THE CURRENT STATE OF INDIAN EDUCATION

During this project we have spoken to dozens of people active in Indian education. These have included Indian educators, DINA headquarters specialists, and managers at both the regional and district levels in five regions: Quebec, Ontario, Manitoba, Alberta and British Columbia. (Refer to Appendix A for a list of the persons interviewed).

Our interviews sought two kinds of information:

1. What priority does each person or group assign to the possible evaluation issues we listed in our Progress Report?

2. What do they see as the important generalizations about Indian education in Canada in mid-1978?

The discussion of evaluation priorities we leave to later chapters. Here we offer a synthesis of what we learned in the field. Our comments are not "findings"; rather we would call them "perceptions" inspired by the points people in the Activity stressed to us. We include this information because it should be interesting to senior management, and because it has strongly influenced our thinking about evaluation planning.

A. DINA Places a Low Priority on Indian Learning

The title of this section may seem misguided in view of education's prominence in the budget of the Indian and Inuit Affairs Program. The 1978-1979 estimates in fact assign over 50% of the Program's staff-years and nearly 40% of the funding to education.

Nevertheless, educators, both Indian and non-Indian, feel that DINA is going through the motions. Of course the department builds schools (however slowly); it pays the provincial tuition charges; it covers the federal teachers' payroll. But there is almost no money to develop the pedagogical methods and materials necessary to provide the cultural education most Indians want. Almost no one is available to investigate the learning needs of particular bands as a basis for curriculum design. The educators are too busy on administration to concentrate on promoting learning.

The complaint, in sum, is that DINA is administering a school system, rather than managing the development of human potential. This approach implies a low priority for learning.

B. Is Anyone in Charge Here?

Figure One summarizes the current lines of authority relating to Indian education. Review of this chart shows that the following individuals and groups "run" Indian education in various ways:

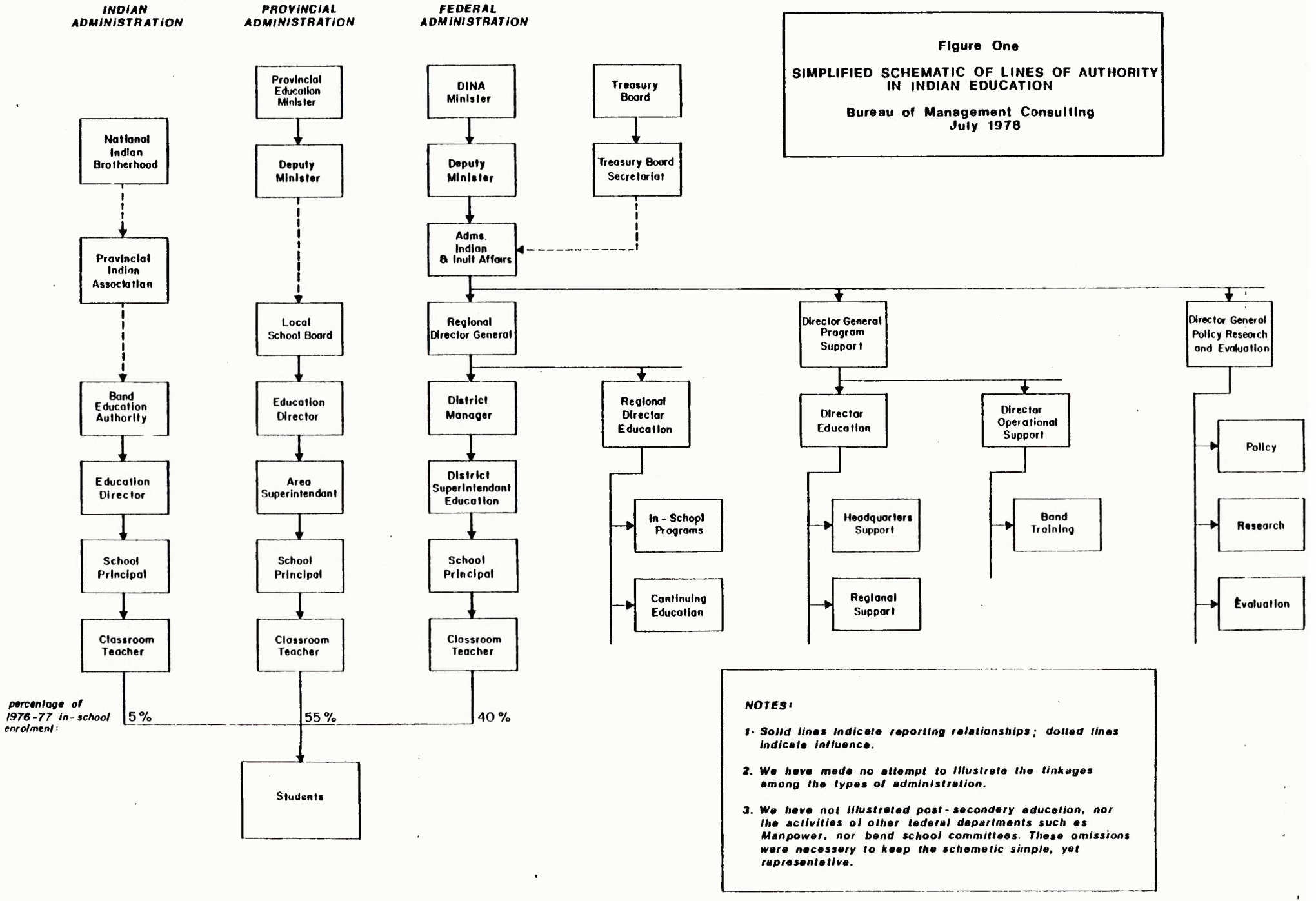
1. The operational stream reports to the ADM, Indian and Inuit Affairs, through the District Manager and the Regional Director General. This stream controls expenditures and personnel.

2. The District Superintendents of Education (DSE), the principals and the teachers presumably decide what happens in the classroom. The District Manager may or may not involve himself in this process.

3. Each Regional Director General has an Education group supporting him in regional headquarters. The influence of this group on Indian learning seems to depend most on the personal relations among the regional education staff, the RDG, the District Managers and the DSE's. This influence apparently varies from district to district within the same region.

4. The Director General, Program Support, has an Education Branch to assist himself and the ADM at headquarters. Theoretically, this group seems to have no leadership role in the Activity in its own right. In practice, some regional educators continue to draw directly on the advice of individuals whom they respect in the Education Branch.

5. Each of the three parts of the Policy, Research and Evaluation Group is active in Education. In particular, policy guidelines, and evaluation and research reports emerge. In some cases, these documents may strongly influence the thinking of senior management.


INDIAN ADMINISTRATION
PROVINCIAL ADMINISTRATION
FEDERAL ADMINISTRATION
Figure One
SIMPLIFIED SCHEMATIC OF LINES OF AUTHORITY IN INDIAN EDUCATION
Bureau of Management Consulting
July 1978
National Indian Brotherhood
Provincial Indian Association
Band Education Authority
Education Director
School Principal
Classroom Teacher
Provincial Education Minister
Deputy Minister
Local School Board
Education Director
Area Superintendant
School Principal
Classroom Teacher
DINA Minister
Deputy Minister
Adms. Indian & Inuit Affairs
Regional Director General
District Manager
District Superintendant Education
School Principal
Classroom Teacher
Treasury Board
Treasury Board Secretariat
Regional Director Education
In - School Programs
Continuing Education
Director General Program Support
Director Education
Headquarters Support
Regional Support
Director Operational Support
Band Training
Director General Policy Research and Evaluation
Policy
Research
Evaluation
percentage of 1976-77 in-school enrolment:
5 %
55 %
40 %
Students
NOTES:
1. Solid lines indicate reporting relationships; dotted lines indicate influence.
2. We have made no attempt to illustrate the linkages among the types of administration.
3. We have not illustrated post-secondary education, nor the activities of other federal departments such as Manpower, nor band school committees. These omissions were necessary to keep the schematic simple, yet representative.

6. Each province has its own Department of Education and network of local school boards. About half of in-school Indians and most post-secondary students attend provincial schools. The only link to Indian Affairs is a tuition or a joint school funding contract.

7. Many schools fall under band control to varying degrees. Indian involvement ranges from total management of a school district to administering lunch money.

8. The Indian political organizations have education committees and hired advisers who articulate provincial and national Indian views. Informally, these groups influence education policy substantially in many areas.

9. The Treasury Board Secretariat reviews DINA's funding proposals and often initiates studies which affect the viability of particular education programs.

So who is in charge? The only point where these influences converge at present is the Assistant Deputy Minister, Indian and Inuit Affairs. Legally, he and the DINA Deputy Minister are responsible to the Minister, who in turn must answer to Parliament for Indian education. The textbook answer is clear.

But who decides in detail what will happen? The answer seems to be everyone and no one. Each group has a certain scope of action. However, we could find no "animating intelligence" which is shaping the future of Indian education.

C. Indian Education Lacks a Vision

No doubt as a corollary of the absence of an "animating intelligence", Indian education lacks an articulate theme or sense of purpose. How important is acquiring an intimacy with Indian languages and cultural traditions? What should be the balance of academic instruction and the acquisition of practical skills? What kind of person is the system supposed to create?

Many educators feel that at least the old residential schools had a vision. They may not have been the kind of places Indians would have created for themselves. But the groups which ran those schools knew what they wanted and how to get it. Those who survived obtained an education which has permitted many to become strong and competent leaders.

Those who express these views do not want to impose a monolithic approach on Indian education. Nor do they want a return to the residential schools. What they want is a sense that everything fits together, that education can in fact consciously be the vehicle for Indian advancement to full self-reliance.

D. The Activity Suffers From A Weak Policy Framework

Most educators in the field lamented what they see as an absence of clear policy direction in the Activity. Regions use different financial code definitions. Their operating practices differ widely. Some encourage cultural education; some do not. It appears that districts can also make up their own rules in many cases.

The most striking example is the issue of local control. DINA accepted the principles of the Indian Control of Indian Education paper in 1973. But the field complains that there has been little follow-up guidance on implementing the policy. Under what circumstances should the department transfer what programs? What feedback of operating data should be required? What funding formula is acceptable? The regions are still groping for the answers to these questions. So are the Indian people. In the meantime, each region, if not each district, does what it thinks best.

E. Reliable Aggregate Information is Rare

When we began this project we were shocked by the poor quality of summary information available on the Indian Education Activity. Figures exist on expenditure by category and the number of persons benefiting from most programs. But everyone warned us not to trust those figures. We found the available numbers helpful in orienting our thinking to relative magnitudes. But they leave one in a weak position to defend existing funding levels, let alone unavoidable cost increases.

We were rather surprised, therefore, to find that the information accessible at the regional and district levels is extensive. Managers had the data we sought, or knew where to get it. They too apologized that their figures would not be up-to-date. However, they seemed to know the sources of error and how to overcome them.

Distrust and frustration over the Nominal Roll System was universal. If those responsible for feeding the system feel this way, what hope is there for the reliability of the summary printouts? Everyone we spoke to maintains his own parallel records as the basis of his own planning.

A second type of information problem exists. Regions know almost nothing about what their fellow regions are doing. This leads to duplication of development effort, replication of mistakes, and a loss of solidarity.

F. <u>There Are Many Positive Signs Nevertheless</u>

The educators to whom we spoke were at least tentatively boastful at the same time as they criticized the Education Activity. Those with long experience in Indian education point to the revolutions of the past two decades:

1. Indians are slowly taking charge of their own education. In many places, such as James Bay or Peguis or Lesser Slave, the Indian people are well launched in their self-administration. And in the departmental schools the number of Indian teachers and principals has long passed the token stage. Ten years ago this progress would have seemed improbable.

2. A cadre of successful post-secondary graduates has been growing in nearly every field of study. Twenty years ago an Indian university graduate was exceedingly unusual.

3. There has been a flowering of native culture and languages. This change largely began outside the education system, but the curriculum has been moving to accommodate such courses for several years now. Twenty years ago the education system tried to suppress Indian culture.

4. Modern facilities have been constructed in most places. Not so long ago Indian schools were depressing, ill-equipped places.

To some extent, the criticisms noted in earlier sections of this chapter are probably symptoms of a system in transition. The old education system, dominated by non-Indians, is cracking. But many Indian people are not yet sure how to proceed on their own.

Th fact of transitional disruptions should not dignify complacency, however. We are on the threshold of an immensely creative decade in Indian education. Those who care about that process want DINA to be a catalyst, not a strait-jacket.

At present, the DINA Education Activity seems to be what amounts to a random system: no clear leadership, a lack of vision, a weak policy framework, unreliable aggregate information. Such a system permits the strongest parts to flourish. This is happening. But for the ordinary, the chaos vitiates initiative. It would be a shame for DINA to fumble the opportunity to facilitate the coming decade's breakthrough to widespread success with Indian control of Indian education.

G. Evaluation Can Help

To begin, evaluation can document "what is going on". Because of the present fragmentation of the Activity, ignorance is widespread. A well-planned series of evaluation projects can build up a comprehensive overview of the key aspects of Indian education. Expanding everyone's knowledge base should reduce the frequency of purely rhetorical exchanges among the interested parties. And by clarifying the issues, evaluation should improve the decisions of educators and administrators, both within and outside DINA.

An evaluation plan can also address most of the problems we perceived during the project and described in this chapter. Devoting significant resources to pedagogical evaluation can reassure observers that DINA cares about learning as much as budgets. Establishing a common reservoir of knowledge can aid the various groups who "run" Indian education to act in concert. We can also reasonably expect clearer policy to result from more formal articulation of current inconsistencies. The rest

of this report spells out how DINA can direct part of its evaluation effort toward improving the Indian Education Activity.

III. HOW WE DEVELOPED OUR PROPOSALS FOR AN EVALUATION PLAN

We devoted the major part of our Progress Report (May 1978) to listing about eighty possible issues which could form the basis of evaluation. Discussions in the field indicated that our list was quite comprehensive. We grouped the issues under the following headings:

1. Construction and Maintenance of Capital Assets

    a. quality
    b. meeting needs without duplication

2. Local Control

    a. quality of education
    b. cost
    c. implementation

3. Federal-Provincial Agreements

    a. cost
    b. adaptation to special Indian needs
    c. monitoring

4. Culture

    a. native studies (including native languages)
    b. cultural education centres

5. Instruction

    a. curriculum
    b. educational technology
    c. educational research and development

6. Learning

7. Retention of Students in Schools

8. Student Accommodation Outside Their Homes

9. Support and Maintenance (In-School)

    a. transportation
    b. allowances
    c. lunch supplements

10. Counselling

11. Post-secondary Education and Maintenance

    a. education
    b. maintenance

12. Adult Education

13. Educational Personnel

    a. activity management
    b. principals
    c. teachers
    d. teacher aides
    e. counsellors

14. Other General Issues

The reader should refer to Appendix C for the full list of possible issues proposed in May.

The second step was to determine the priority to attach to each issue. For this purpose we asked DINA managers in both headquarters and the field to rate the importance of each issue from their point of view. We asked them to consider their answers in relation to decisions they expected to face in the next year or two. Thus regional people took a regional perspective, district staff relied on their local experience, and so on. The rating categories which we asked our respondents to use were the following:

1. Urgent - A decision is needed now on this issue, or will be in the near future. The resolution of this issue will have a major effect on the future of Indian education.

2. Necessary - This issue is brewing and can be expected to break in the next year or two. The result will make a difference for Indian education.

3. Useful - Knowing about this issue could help the manager do his job better. But no aspect of the issue is likely to command major attention in the next few years.

4. Back Burner - Looking into this issue would likely be a waste of resources.

In talking to the the Indian educators we did not request that they work through this rating exercise. Instead, we asked them to tell us what they considered the pressing items in Indian education. These we take to be the Indian educators' "urgent" issues.

Having obtained thirteen sets of priority ratings (4 in headquarters, 2 each in Quebec and British Columbia, 3 in Ontario and 1 each in Manitoba and Alberta), we combined the results to obtain an overall judgement on the importance of each issue. Our method here was the straightforward one of assigning 4 points for an "urgent" rating, 3 for "necessary", and so on. We summed the points across the thirteen sets of ratings to obtain a total score. We summarize the results of this exercise in Chapter IV.

Our next step was to consider the evaluability of the twenty-five issues which emerged as most important according to our rating system. We quickly concluded that it would be wasteful to spend much effort demonstrating that formative evaluation is most appropriate in the vast majority of cases in Indian education. Our brief comments on evaluability appear in Chapter V.

We then undertook in Chapter VI to synthesize our findings into a recommended approach to evaluation in Indian education. To the extent desirable, we defined particular projects which the Program Evaluation Branch could initiate in response to the priority issues. Our aim here was not to be definitive, but to offer as much substance as our thinking to date allowed.

Finally, in Chapter VII we offer our recommendations on how to get started with the proposed plan.

IV. THE DETERMINATION OF THE PRIORITY ISSUES REQUIRING EVALUATION

As we described in the previous chapter, we gathered formal priority rankings on the possible evaluation issues from thirteen individuals or groups. We then obtained an overall rating by summing the priorities, assigning 4 points for "urgent", 3 for "necessary, and so on. We present the results in tabular form in Appendix C.

The issues which emerged as most urgent through this process were the following (grouped by overall rating):

1. Issues scoring 46 out of a possible 52 points

   a. What are the characteristics of "successful" local control? (item 2.c.iii in Appendix C)

   b. How well has DINA implemented its policy of furthering and supporting the expansion of local control? (item 2.c.iv)

   c. What effects does the presence or absence of adaptation to special Indian needs in provincial schools have on Indian learning, basic skills, attendance and self-image? (item 3.b.ii)

2. Issues scoring 45 points

   a. To what extent does provincial schooling meet special Indian needs (eg. language, culture, counselling)? (item 3.b.i)

   b. What effects do native studies have on Indian learning? on basic skills? on attendance? on self-image? on relations with parents? (item 4.a.ii)

   c. Why does a large proportion of Indian children not complete the normal high school program? How does Indian school retention compare with the record among geographically similar schools? (item 7.a)

3. Issue scoring 44 points

   Do some curricula facilitate more effective learning than others? (item 5.a.ii)

4. Issues scoring 43 points

   a. What effect does local control have on Indian learning? on basic skills? on attendance? on community life? on access to higher learning? on self-image? (item 2.a)

   b. What is the extent of Indian influence on the administration of provincial schools attended by Indian children? What are the effects of this influence? (item 3.b.iii)

   c. What curricula are used in Indian education? (item 5.a.i)

5. Issues scoring 42 points

   a. What types of local control exist? What impact do the various types have on the local Indian managerial capacity? (item 2.c.i.)

   b. Why do many Indian children tend to "repeat grades" in school? What factors contribute most to effective learning among Indian children? (item 6.b)

6. Issues scoring 41 points

   a. How does the cost of local control compare with other types of administration? (item 2.b)

   b. Is there any pattern to the process whereby local control is implemented? (item 2.c.ii)

   c. What native studies programs exist? (item 4.a.i)

   d. What contribution do native studies make to future careers? (item 4.a.iii)

   e. Do the results of native studies justify the costs? (item 4.a.iv)

   f. To what extent is instruction done in native languages? What effect does this have on learning? (item 4.a.v)

g. Compare the effects on learning of different types of schools attended by Indians. (item 6.a)

h. What is the quality of Indian-managed post-secondary institutions? (item 11.a.vi)

i. How well does Indian teacher training meet the staff needs of particular bands and language groups? (item 13.c.iv)

j. What impact do DINA's structure and management practices have on Indian education? (item 14.a)

7. Issues scoring 40 points

a. What factors contribute to success among Indians taking university education? (item 11.a.i)

b. How do the results of regular and special university programs compare? (item 11.a.iii)

c. What is the impact of Indian teachers on the students? on the community? (item 13.c.iii)

In summary, the main topics which the DINA staff identified for priority evaluation were local control, learning, native culture and program costs. Subject areas not represented at all in this list of pressing issues were capital, accommodation, in-school support and maintenance, counselling and adult education.

Before considering these results further, we should note at least three flaws in our approach:

1. Our thirteen individuals and groups are not a random sample even of DINA educators and managers, let alone of persons interested in Indian education. We do consider the thirteen broadly representative, however. They include experienced staff from headquarters and the regional and district offices of five regions. The collective opinion of these people who are immersed in the Activity merits respect in our view.

2. Although we explained the ranking exercise in the same way to all participants, individuals no doubt

interpreted the words "urgent", "necessary", useful" and "back burner" differently. People could agree in their judgement on an issue, yet fail to choose the same rating.

3. The particular way we phrased our questions may have influenced the ratings. For example, on capital we stressed quality relative to comparably situated provincial schools. Perhaps the ratings would have been higher if we had focused on cost-effectiveness.

Looking over the ranking table in Appendix C, however, we were impressed by the degree of consensus achieved. This feeling became stronger when we realized that the various regions and headquarters communicate little on an informal basis. The consistency is evident, for example, in the fact that the issues with a score of 46 had to have at least 7 out of 13 "urgents", given that the total possible score was 52. In fact, all three had 8 "urgents", 4 "necessaries" and only one "useful". At the other extreme, an issue such as accommodation outside the home had more than four-fifths of its ratings as "useful" or "back burner" only.

The consensus was evident as well in the reasons people offered for their ratings. For example, nearly everyone saw local control as important because this represents a major policy thrust about which little organized information currently exists. On the other hand, educational technology struck most staff as interesting, but not important enough to spend evaluation resources on in the near future.

Disagreements tended to arise over peripheral aspects of the Activity. People saw issues such as student lunches or adult education (excluding band training and post-secondary studies) as unimportant in themselves. But some anticipated imminent budget decisions on these items, and therefore felt evaluation was urgent. In these cases, opinions differed more on predictions about which programs faced budget cuts than about what issues are educationally and financially significant.

With only a few exceptions, the Indian educators highlighted the same issues as DINA staff members. To facilitate discussion, we did not ask the Indian educators to rank our possible evaluation issues. During the conversations, however, learning, native

cultural education, local control and financing received the same prominence that was reflected in the results of our rating exercise. In addition, the Indian educators spoke of access to post-secondary education (especially E12 allowances) and counselling as areas of concern.

We also spoke to the Treasury Board Secretariat Program Officer responsible for the Indian and Inuit Affairs portfolio. His emphasis was somewhat different from that of people directly involved in Indian education. His priority was the accurate determination of volumes and actual unit costs for the various parts of the Activity.

Spending patterns dictate that in-school programs deserve the most urgent attention. In particular, the Treasury Board Secretariat would like to know to what extent the provinces might be overcharging DINA through the joint school and tuition agreements. Information on Activity results (eg. learning), would be welcome. But the Program Officer was skeptical about obtaining useful data of this type in the foreseeable future.

The 1976-1977 Education Activity expenditure figures support the evaluation priorities which our ranking exercise identified, with one major exception. (Refer to our Progress Report of May 1978 for spending details.) Our process highlighted local control, native culture, and learning which relate to expenditure categories such as instruction, daily transportation and cultural education. Together, these categories amounted to nearly 60% of total spending. The exception, however, is capital construction and facilities maintenance, which cost another 20% of all Activity funding. This financial importance dictates that our evaluation plan should pay attention to capital despite its low rating. (As we noted on p. 17, the rating may reflect most of our phrasing of the questions on capital).

Let us conclude this chapter. A broad consensus among DINA staff and the Indian educators to whom we spoke identifes local control, learning, native culture and program costs as the priority areas for evaluation. The Indian educators would add counselling and post-secondary maintenance. The financial impact of capital forces its inclusion as well. Before examining in detail how to organize evaluation efforts on these topics, we look briefly at evaluability.

V. COMMENTS ON EVALUABILITY

The interest of senior managers in evaluation typically intensifies when budgetary restraint makes program funding very selective. The public demand for increased accountability also leads managers to seek to measure the effectiveness of the programs for which they are responsible.

Such evaluation, however, assumes:

1. that the program has clear objectives;

2. that the program's manner of functioning is well defined; and

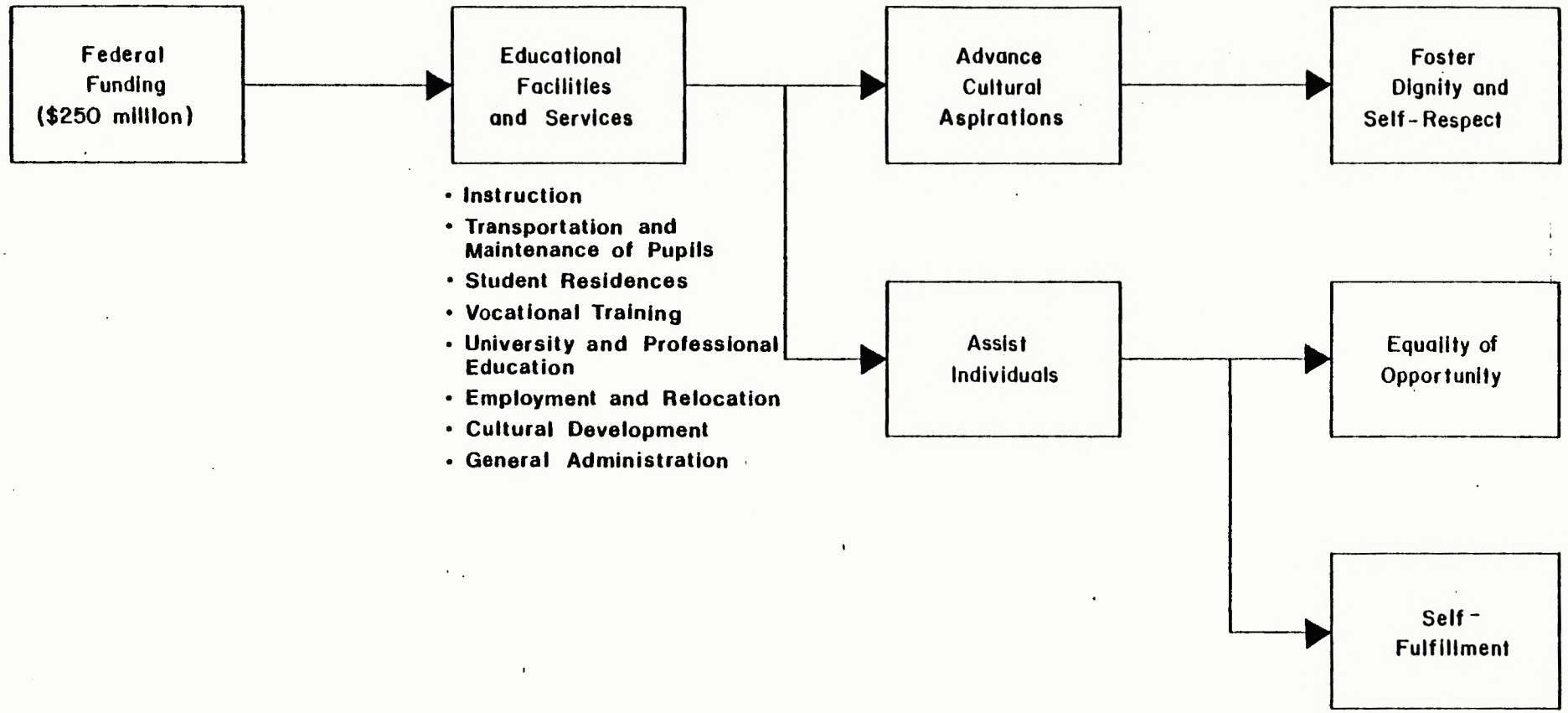
3. that the causal assumptions linking the program's manner of functioning to its objectives are plausible.

Where these preconditions are not present, chances are that it would be premature to sit in judgement on the program. Evaluations of incompletely articulated programs are often costly routes to arbitrary results.

Experienced program evaluators have developed the concept of "evaluability assessment" to reduce the misdirection of evaluation resources into fruitless projects. Basically, evaluability assessment is a method of surveying a program to determine to what extent the preconditions for effectiveness evaluation exist. Over the past few years, a fairly clear technique for evaluability assessment has emerged. (A good summary appears in Evaluation Research Methods: A Basic Guide, edited by Leonard Rutman, 1977)

The proponents of evaluability assessment argue that a particular kind of evaluation work can still be useful, even when the preconditions of judgemental evaluation are absent. They call this type of evaluation "formative". The purpose of such work is the development of an evaluable program. It starts by helping managers discover "what is going on" in their program, and moves on to help them clarify their program's objectives, manner of functioning and the links between the two.

Figure 2. SIMPLIFIED "RHETORICAL MODEL" OF INDIAN EDUCATION



SOURCE: ESTIMATES 1978-1979 p. 11-16

SUB-OBJECTIVE 4 : "To provide educational facilities and services designed to advance the cultural aspirations of Indians and Eskimos and to assist them in achieving, as individuals, equality of opportunity and self-fulfillment in relation to other Canadians"

We anticipated from the beginning that the Education Activity would not meet the preconditions for formal judgemental evaluation. Our work over the past three months has confirmed this expectation. In view of the circumstances, we attempted only a very simplified evaluability assessment.

The accepted methodology calls for the following steps:

1. a study of available Activity documents;

2. modelling the Activity's purposes and functioning as portrayed in the documents;

3. validating the model through interviews with selected Activity Managers; and

4. assessing on the basis of this analysis the evaluability of the Activity's major components.

We began by obtaining from Activity staff the main documents which discuss the Activitys' purposes and functioning. The documents included the 1979-1980 program forecast, various situation reports, a work plan for 1977-1978, a 1976 paper on Activity issues and various brochures, reports and Treasury Board submissions relating to Indian education.

Study of the documents led us to prepare the "simplified rhetorical model of Indian education which appears as Figure 2. This figure merely draws out the overall purposes for the Activity which appear as sub-objective 4 in the 1978-1979 Estimates book (p.11-16). We found these purposes somewhat vague. For example, social scientists are still arguing about whether "equality of opportunity" means a meritocracy, or whether it permits "reverse discrimination" for minorities.

To examine the functioning of the Activity in relation to its purposes, we attempted to sketch out various "Activity models". We noticed ourselves illustrating the relationships among sub-activities. But the links between these actions and the Activity's purposes were unclear. We could find only occasional references to these links in the documents at our disposal.

The problem was compounded when we discovered that DINA has adopted a new Activity objective, as follows:

> "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 policy of Indian control of Indian education."

This new purpose has the advantage of being less grandiose than the old one. But, in the absence of some articulation of the educational needs and aspirations of the Indians and Inuit, it is hardly less vague.

Our efforts at evaluability assessment also ran up against the problem of deciding with whom to "validate" the Activity model derived from the documents. As we discussed in Chapter II, there are several individuals and groups who "run" Indian education to varying extents. Who, then, speaks for the Activity?

At this point, we decided that we had pursued evaluability assessment far enough to conclude that formative research is in order for Indian education. As an essentially random system in its present functioning, the Education Activity would not be an appropriate subject for summative evaluation (i.e. evaluation which makes a formal judgement about a program's effectiveness). Piling up further evidence would not change the judgement.

It is conceivable that particular parts of sub-activities are fully evaluable. The present project has not operated at the level of detail necessary to examine this possibility. Therefore, we suggest that evaluators working on specific projects should look early on for evidence of evaluability. We anticipate few cases, however.

VI. RECOMMENDATIONS ON A PLAN FOR EVALUATION IN INDIAN EDUCATION

So far, we have presented a distillation of the views of Indian and departmental educators on the current state of the Activity, explained our approach to the project, reported on the results of our survey of opinions on what are the most urgent current issues, and commented on evaluability in this context. Now, we describe our recommendations on how DINA should deploy its evaluation resources in Indian education.

A. Our Plan Balances Several Principles

To move from a ranked series of pressing issues to an evaluation plan is an act of synthesis. As such, we cannot trace the exact formula we followed in developing our proposals. So that the reader may understand the basis of our plan, however, we list the following ten principles which we have attempted to honor in what comes after:

1. Consultation

Education happens in classrooms around the country, not in Ottawa. As such, little useful evaluation will occur in Indian education without cooperation from Indian educators and from regional and district staff. We cannot expect much cooperation without honest consultation on what and how evaluation will happen.

Fortunately, our field visits revealed a guarded openness to cooperation among both Indian educators and DINA staff. This plan should respect the inevitable from the beginning.

2. Response to senior management requirements

Particularly in a period of budgetary restraint, we must expect that managers will have to face program trade-offs. Often these issues arise as a need to respond to what amount to ultimata from the Treasury Board Secretariat: justify this program or we cut. Managers will need evaluation support to make reasonably rational decisions in these cases. This plan must ensure the required support is available.

3. Priority to urgent Activity issues

Our ranking exercise yielded a high degree of consensus among DINA educators about which issues are most in need of evaluation. These issues fell under four main headings: local control, native culture, learning and program costs. The Indian educators agree, in general, but would add counselling and access to post-secondary education. Budgetary prominence demands that we include capital as well. This plan should highlight these priorities.

4. Starting at home

In each area of investigation, we believe that DINA should begin by evaluating its own direct efforts. Only when DINA understands fully the quality of its own work should evaluation move on to review the programs administered by others, whether the provinces or Indian groups.

5. Practicality

Evaluation resources are too limited to permit speculative research. Each project must serve some clear purpose, and offer a tangible result. To reinforce the requirement for output, projects should be only three or four months in duration. Working in such manageable chunks should help to keep the efforts relevant to program needs.

6. Integration

We have described the Education Activity as a random system with many leaders who do not all necessarily march in the same direction. This plan can promote exchange of information and joint effort to clarify common problems.

7. Assistance more than judgement

In our comments on evaluability, we argued that formative evaluation will best serve the Education Activity in its present state. Few, if any, parts of the program possess the prerequisites for formal summative evaluation, which offers a definitive judgement on effectiveness. This plan should stress helping educators improve their programs.

8. Patience

Discussing the various problems of the Education Activity, we may feel a justifiable impatience to set about solving them. However, many issues such as implementing local control and assessing the quality of learning will not responsd to panaceas. The plan must recognize that in several areas, comprehensive judgements can only emerge gradually.

9. Possibility of absorbing results

With suitable extra staff, the Program Evaluation Branch could manage dozens of education projects simultaneously. This would likely be a waste, however, since the Education Activity can only absorb a limited amount of new information and change in a fixed period. This plan should take acount of what the Activity can reasonably assimilate over the next few years.

10. Manageability

There is similarly a limit to what the Program Evaluation Branch can manage effectively in a given time frame. Quality evaluation demands close monitoring and follow-up by PEB staff. Overloading their capacity could reduce the effective impact of this plan disastrously.

The above principles have shaped our thinking about how to plan evaluation in Indian education. The results of that thinking follow.

B. The Plan Has Three Main Parts

Our field visits indicate that formal consultation will be an absolute prerequisite for detailed field work in education evaluation. As a result, we recommend that DINA establish an Indian Education Evaluation Advisory Board comprising experienced educators from headquarters, the regions and the Indian community.

The basic purpose of this Board would be to advise the Program Evaluation Branch on how best to pursue the four main evaluation topics: local control, native culture,

unit costs and quality of learning. The basic purpose of this Board would be to advise the Program Evaluation Branch on how best to conduct the lines of enquiry. The Board would receive the results of completed projects and recommend what the next steps should be.

The four most urgent subjects for evaluation are broad fields to which no single project, however lengthy, could do justice. They are also subjects which no one could evaluate without the active cooperation of those most directly involved: Indian and DINA field educators and managers.

We therefore recommend that DINA treat these priority areas as "lines of enquiry". Work in each of these areas would move from simple description to comprehensive judgements (if these prove feasible) over a period of years. But we are not talking about waiting years for results. The "lines of enquiry" would consist of a series of discrete projects, each with its own tangible result. The point, however, is that PEB would so select the projects that they would build on each other. They would contribute systematically to deepening our understanding of the areas under study. This work should form the main thrust of DINA's evaluation efforts in Indian education.

At the same time, we recognize that senior managers will require PEB to carry out particular evaluation assignments. Our ranking exercise also isolated some work which does not fit well into one of the four proposed "lines of enquiry". Consequently, we propose a second category of "short-range" projects to accommodate miscellaneous evaluation undertakings.

These "short-range" projects would look similar to the individual projects making up the "lines of enquiry". The differences would be two:

1. The "short-range" projects would be expected to stand alone, not necessarily drawing on or leading to other work. Naturally PEB would channel any relevant results into the appropriate "line of enquiry" information reservoir.

2. These projects would respond in many cases to pressing needs, often imposed by external agencies such as the Treasury Board.

We hope that by establishing this "short-range" evaluation category, we can leave the lines of enquiry relatively free to operate with a long-range perspective.

Taken together as a package, these three recommendations offer DINA a balanced and comprehensive approach to evaluation in Indian education. In the next three sections we flesh out further the details of these recommendations.

C. The Advisory Board Can Focus the Best Available Experience on Indian Education

The Indian Education Evaluation Advisory Board would have as its purposes the following:

1. to advise the Program Evaluation Branch on the management of the four main lines of enquiry described in section C of this chapter;

2. to provide a forum for most of the groups which in various ways "run" Indian education to develop consensus views on evaluation; and

3. to act as a communication channel to ensure the widest possible dissemination and awareness of the nature and results of PEB's work in the evaluation of Indian education.

The idea of bringing together the parties interested in an evaluation is not new. It has always been PEB's practice to set up such bodies as steering committees for individual projects. Our recommendation takes this custom a step further, to advising on a whole area of evaluation. We know that implementing these lines of enquiry will require extensive consultation. As one Indian educator said of our visit: "Of course, this is only the beginning." Because work on the lines of enquiry will continue and grow over time, we feel that there should be some continuity in the consultation. We also hope that the collective wisdom of many parties will yield better decisions on evaluation.

The membership of this Board could follow several configurations. Our view is that Indian educators and the regional DINA staff should enjoy strong representation. One way to provide for this would be

the following membership:

1. Program Evaluation Branch

    a) the Director (Board Chairman, ex-officio),

    b) the senior evaluation officer responsible for education;

2. The Director of the Education Branch of the Program Support Group in headquarters;

3. The Education Advisor in the Policy Branch of the Policy, Research and Evaluation Group;

4. A Regional Director General appointed by the Executive Policy Committee;

5. Three Regional Directors of Education selected by the Program Evaluation Director;

6. Two District Superintendants of Education selected by the Program Evaluation Director; and

7. Ten Indian educators.

The regional representatives should all be from different regions. We leave to the department the decision on the best way to select the Indian members.

The common denominator of all the appointments should be that everyone is either an experienced educator or evaluator. This Board's mandate is a professional one. It is only appropriate that its membership reflect this reality.

The glaring omission from our list of major participants in Indian education is representatives of the provincial ministries of education. Over half of in-school Indian children, and nearly all post-secondary students attend provincial institutions. Our judgement is that at least to begin it would be most manageable to restrict Board membership to DINA employees and Indians. Nevertheless, to the extent that items under discussion touch provincial institutions, the chairman should invite relevant provincial officials as observers. The same point applies to the Canadian Employment and Immigration Commission with regard to adult education.

We see the Board meeting for at least one day quarterly. Each year, the Board could devote one meeting to each of the lines of enquiry. (For more extensive consultation, sub-committees of the Board could meet more frequently on particular issues). Completed reports on evaluations conducted, and discussion papers laying out the options on how to proceed should reach the Board members at least one month before each meeting. The mornings could concentrate on reviewing past work, and the afternoons on where to go from there. The chairman would also comment briefly on "short-range" assignments underway, noting how they affect the lines of enquiry, if at all. The Program Evaluation Branch would handle all of the Board's secretariat functions.

Assuming that the Board can find a committed membership, it could become the champion and guide of evaluation in Indian education. With a strong Board, the four lines of enquiry can develop with a level of cooperation and credibility which no string of independent projects could hope to enjoy.

D. The Lines of Enquiry Can Build Towards Comprehensive Evaluation through a Series of Projects

Here we describe more fully what we mean by our four "lines of enquiry". For each area, we suggest how to launch the work. We then outline how the enquiry MIGHT develop; these ideas ought not to be viewed as any kind of blueprint. Actual progress will depend on the results of each stage and the advice of the Advisory Board. The reader should also note that our order of presentation of the lines of enquiry does not imply a priority ranking.

1. Quality of learning

This line of enquiry should direct itself to developing and applying to all types of Indian education agreed criteria of successful learning. This field is at once the most fundamental and the most difficult in a technical sense. The field's importance lies in the fact that, at least in the short run, the acquisition of knowledge or skills is what education is about. The benefit side of cost-benefit analysis in education must relate mainly to what is learned.

The difficulty arises in that educational evaluators do not agree on how to measure learning. There is no shortage of theories. But the battles among factions are lively. This problem is compounded for Indian education because of a natural reluctance among Indian leaders to allow their children's achievement to be assessed by tests which may be culturally biased to their disadvantage.

Again, this line of enquiry should begin as a dialogue with Indian educators. The task would be to develop a professional consensus on how best to address the issue of learning quality. As parents, Indians are no doubt concerned about what their children are learning. As administrators, DINA staff need to ensure that education expenditures yield a reasonable result in terms of knowledge and skill acquisition. This common interest should provide a basis for joint action.

Evaluation efforts relating to the quality of learning COULD progress as follows:

a. Our field visits suggest that some Indian educators in control of their own schools are grappling with the problem of how to assess learning. DINA could offer to work with some of these educators to prepare a set of mutually acceptable learning indicators. It might be wise to conduct such work in two or three areas to minimize the effects of special local conditions.

b. Having agreed on a set of indicators, DINA could move to a series of case studies which would apply these criteria to various types of schools attended by Indians. If possible, it would be useful to compare over time the learning in similar schools under federal, provincial and band administration.

   Should this work prove successful, it might be linked with the unit cost data derived under our second line of enquiry, to yield insights on the relative cost-benefit results of the different types of school administration. Such

calculations may not prove feasible. And certainly it would be unwise to extrapolate to general conclusions from particular cases. But such analysis could help both Indian parents and DINA decide on the best option for a specific band.

c. Curriculum likely influences the quality of learning. At a minimum, the Evaluation Branch may wish to survey the curricula in use in Indian education. This study would cover course outlines, sources, application, materials and teaching methods.

d. With a curriculum survey in hand, the department could move on to apply the agreed quality of learning criteria to evaluating particular curricula. One could also expand this work to include examination of the extent to which existing curricula respond to the expressed learning needs of particular communities.

The basic component of this line of enquiry is clearly agreement on a set of indicators regarding the quality of learning. This agreement should embrace a significant group of influential educators, both Indian and non-Indian. Provincial educators would make a useful contribution to this enterprise as well. Because of the importance of this first step, enough time should be allowed for the job to be done well.

2. Native culture

Native culture is experiencing a renaissance throughout Canada. Clearly the classroom plays a decisive role in either supporting or undermining this general tendency. The orientation we suggest for this line of enquiry is determining the extent to which Indian education is serving the people's cultural aspirations. As a subordinate orientation, evaluation could look at the effect of native cultural education on general learning.

More even than the other lines of enquiry, work on native culture requires Indian participation. Indeed, it is doubtful whether any non-Indian could

do useful work in this field on his own. So how to proceed would be a joint decision of the Program Evaluation Branch and leading Indian educators.

Our suggestions on how this line of enquiry MIGHT develop are necessarily the most sketchy of the four:

a. An initial project could develop an inventory of what programs now exist relating to native culture. The inventory could embrace curricula, pedagogical materials and teaching techniques. The work could begin in departmental schools and then move out into provincial and band schools. The result would be a comprehensive overview.

b. In the same way, PEB could survey the current role of native languages in Indian education.

c. With these overviews in hand, one could move on to case studies designed to assess the impact of these programs on the local communities. Evaluators might also be able to use the quality of learning indicators (refer to the previous line of enquiry) to determine the effects on learning.

d. Additionally, PEB could address the issue of how well native cultural programs meet the communities' needs. Our field visits suggest that the provincial schools may demand particular attention, since special programs for Indians are generally lacking in those schools. Some provincial Ministries of Education might wish to work together with DINA on such a study.

The main leadership for this line of enquiry would likely come from Indian educators. PEB's roles would be those of catalyst and facilitator.

3. 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.

These tend only to relate gross expenditures (as reported with doubtful accuracy) in a particular financial code to the department's guess about the number of units (based on information the regions often do not trust). The Treasury Board Secretariat knows that DINA's unit costs can politely be described as "imputed". Until the department has a firm grasp of the detail of its actual unit costs, it can expect little credibility with the Secretariat.

Before proceeding, however, a caveat is essential. Talk of "unit costs" often slips too easily over the problem of unit costs of what? Because unit costs are expressed in dollars, they encourage comparisons of apples and oranges. Work in this line of enquiry must scrupulously clarify, not confuse, just what its results relate to, and what comparisons are meaningful. Sloppiness in this work can hopelessly discredit many months of effort.

The place to commence 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 a major problem, this work would include devising a formula for quantifying enrollment logically. The project should cover an analysis of regional and district cost variations, and a review of historical trends to the extent possible. In short, this first project should determine how to derive unit costs in federal schools, and conduct a thorough examination of currently available data.

From this base of knowing about its own operations, DINA COULD follow up this line of enquiry in several ways:

a. Because capital and maintenance accounts for about 20% of the education budget, DINA might wish to examine the cost-effectiveness of its school construction and maintenance practices. An evaluation could model the process in place in two or three regions and compare that to the process used in other educational jurisdictions such as local school boards.

b. After covering federal schools' unit costs, DINA could review its tuition agreements with provincial institutions. The purpose would be to assess the reasonableness of provincial charges in view of federal costs.

c. Post-secondary costs are still a controversial area. DINA may wish to examine what are the present unit costs and whether variations reflect real program differences.

d. Finally, DINA could look at the costs of locally controlled schools. This work would require coordination with the projects under the local control line of enquiry. Using the data on federal and provincial schools, and taking account of program differences, it should be possible to assess the unit costs in Indian-controlled schools.

In working out unit costs DINA evaluators should remember that in themselves costs are not that informative. The issue is what do you get for a given price. Hence the need for the quality of learning line of enquiry.

4. Local Control

The orientation of work in this area should be to build up the understanding of the process of local control which is needed to facilitate the success of Indian self-management in education. Certainly the department needs this understanding if it is to play a truly supportive role. And Indian educators agreed that they too would like to know more about what makes local control work.

Evaluation efforts here must begin with consultation. This subject is a sensitive one for most Indians. Yet we detected an openness to collaboration. Discussions over a period of months should be able to determine how DINA and Indian information requirements relate, what evaluation approaches are acceptable, and what opportunities exist for detailed cooperation.

Without wishing to prejudice the results of this consultation, the following are some of the ways this line of enquiry COULD develop.

a. DINA could examine its handling of the implementation of the Indian control of Indian education policy adopted in 1973. This could start with a study of relevant documents from then until now, tracing the official evolution of the policy.

   Subsequently, we could examine the existing local control agreements to classify the types of local control which exist. The term "local control" currently covers so many situations as to be almost meaningless. This study could aim at establishing a satisfactory taxonomy and vocabulary.

   This work could conclude with an interim judgement on the adequacy of DINA's implementation efforts.

b. Consciously laying the groundwork for future evaluation would also be wise. Using the indicators which will likely be developed under the "quality of learning" line of enquiry, we could invite bands taking over their schools to prepare a "summary of status at takeover". This document could then provide a benchmark against which the Indians can later measure their own progress.

c. Detailed case studies of local control situations known to be successful could provide insights into the sources of that success. Topics to examine could include the history of the school, learning achievements, costs, problems and community context.

d. Only after substantial effort as outlined above could evaluators begin to generalize about local control. At this stage, products could include definitions of effective evolutionary processes toward local control, funding formulae, and an overview of the pedagogical results.

The key to progress in this line of enquiry is adequate consultation. Without it, the work will get nowhere. With consistent and respectful collaboration, the volume and quality of results could be surprising. In this area, to rush will be to fail.

E. Short-Range Studies Provide the Plan with Flexibility

Although the lines of enquiry respond to the Activity's main evaluation priorities, they do not exhaust the work which should be done. Moreover, urgent assignments will surely arise in the future. PEB would find it disruptive to try to ram them into the gradual pursuit of the lines of enquiry. This second category of "short range" studies responds to both of these kinds of needs.

From our analysis of the evaluation priorities we selected nine projects which fit this category. They are grouped according to priority in the list below. The priorities combine the results of our ranking exercise (refer to Appendix C) as well as our judgement of the technical feasibility and potential for impact of each project.

The following are the short-range projects we identified

1. Project for the next six months

   The cost-effectiveness of the nominal roll system.

2. Projects for the next twelve months

   a. The present and potential future duplication of capital assets;

   b. The demand for post-secondary education;

   c. The extent to which current band training succeeds in creating the administrative capacity needed for self-management.

3. Projects for the next eighteen months

   a. The current facts on high school retention;

   b. The match between Indian teacher training and probable available placements;

   c. The extent to which counselling meets student needs in a cost-effective way.

4. Projects for the next twenty-four months

a. The effect of DINA's peculiarities as a government department on its role as an education authority;

b. The cost-effectiveness of daily transportation arrangements.

Readers should refer to Appendix D for a discussion of the context, nature and importance of each of these projects.

F. Conclusion

We recognize that the times being what they are, managers may face hard decisions on resource allocation. Evaluation must serve in part the needs of the manager who must determine what goes and what stays, or even what grows despite the times.

The main issues in Indian education, however, are problems whose solutions will take time. This is true because local control, unit costs, the quality of learning and native culture are difficult subjects. It is also true because effective evaluation in these fields needs cooperation from the Indian people. And that cooperation implies extensive consultation. In these circumstances, both the nature of the Activity and the attitudes of the people suggest that the main evaluation stance should be formative. The goal should be mainly to build our understanding of the Activity and to foster management improvements.

The plan we enunciate in this chapter responds to both sets of needs.

VII. HOW TO IMPLEMENT THIS EVALUATION PLAN

The Program Evaluation Branch should move immediately to implement this plan. The major steps we foresee are the following:

1. Obtain the approval of the department's senior management to proceed.

2. Hire a second evaluation officer to assist with overseeing education work. As 40% of the budget, surely education deserves such resources. Additional temporary assistance may be needed during the early phases of launching the plan.

3. Report the results of this project to all persons we interviewed, as well as all other interested parties, by circulating copies of this report.

4. In particular, meet with the national association of Indian education advisers to present this report and invite cooperation.

5. Work to convene the first meeting of the Indian Education Evaluation Advisory Board by early fall of this year. The first meeting should be devoted to charting the initial course for at least one of the lines of enquiry.

6. PEB should act to launch work on all of the lines of enquiry by the end of the current fiscal year (1978-1979).

7. Within three months, PEB should also commence work on one or two of the most pressing "short-range" evaluation studies.

8. The Branch should also establish formal mechanisms with each region to ensure automatic interchange of evaluation plans and reports relating to Indian education. PEB itself should maintain a comprehensive inventory of all such documents.

These eight steps are only the beginning.

- APPENDIX A -

LIST OF PERSONS INTERVIEWED

A. DINA Headquarters:

1.	Mr. D. Wattie	Headquarters Support
2.	Mr. P. Bisson	Regional Support
3.	Dr. M. Richer	Director, Education
4.	Dr. E. Daniels	Policy
5.	Mr. P. McGillvary	Headquarters Support
6.	Mr. R. Bean	Regional Support

B. DINA Regional Staff:

1. Quebec

a.	G. Lemay	Regional Director, Education
b.	M. Dufour	Pointe Bleue district
c.	V. Bourque	Regional office
d.	G. Warman	Abitibi district
e.	C. Chamberlain	Regional office
f.	J. Nutbean	DSE, Montreal

2. Ontario

a.	G. Mullin	Regional Director, Education
b.	G. Maxwell	Regional office
c.	I. Howes	Peterborough District Manager
d.	J. Lambert	DSE, Peterborough

3. Manitoba

a.	G. Ross	Regional Director, Education
b.	R. Charneyko	DSE, South-east Lake Winnipeg
c.	M. Kohut	DSE, Island Lake
d.	E. Scabar	Regional Office
e.	J. Fedak	Regional Office

4. Alberta

a.	N. Wasyliw	Regional Director, Education
b.	Officials attending the Alberta DSE meeting on 22 June 1978.	

5. British Columbia

a.	V. Janzen	A/Regional Director, Education
b.	J. McCallum	Regional Office
c.	D. Laven	DSE, Nanaimo

C. Indian Educators:

1.	C. Wasacase	Grand Coucil, Treaty 3, Kenora
2.	W. Thomas	Peguis School District, Manitoba
3.	R. Scrimshaw	Old Sun College, Gleichen, Alberta

D. Other

1.	D. Good	Treasury Board Secretariat
2.	J. Vaughan	DINA Finance
3.	D. Saigaonkar	DINA Statistics
4.	G. Harris	QUASAR Systems

- APPENDIX C -

SUMMARY OF VIEWS ON THE IMPORTANCE OF ISSUES UNDER CONSIDERATION FOR INCLUSION IN THE INDIAN EDUCATION EVALUATION PLAN

NOTES:

1. In this Appendix, "UR" means urgent, "N" means necessary, "US" means useful and "BB" means back burner. Refer to Chapter III for the meanings assigned to these terms.

2. The "total priority score" has been derived as defined in Chapter III, with 4 points assigned for an "urgent", 3 for a "necessary" and so on. The maximum possible score for any issue is 52.

SUMMARY OF DINA VIEWS ON PRIORITY EVALUATION ISSUES

POSSIBLE ISSUES	HEADQUARTERS				QUEBEC		ONTARIO			MANITOBA	ALBERTA	BRITISH COLUMBIA		TOTAL PRIORITY SCORE
	A	B	C	D	A	B	A	B	C	A	A	A	B	
1. Construction and Maintenance of Capital Assets														
a. Quality														
i. To what extent do federal and band facilities compare with the quality of geographically similar provincial facilities?	N	N	US	N	BB	N	BB	BB	N	UR	UR	UR	BB	33
ii. In general, do schools attended by Indians have faciilities of a quality comparable to those available elsewhere?	N	N	US	N	BB	N	BB	BB	US	UR	UR	UR	BB	33
b. Meeting needs without duplication														
i. Does locai control lead to duplication of facilities built by the provinces or spaces purchased from them?	US	UR	US	N	BB	N	BB	N	BB	N	UR	US	BB	30
ii. What effect do enrollment fiuctuations have on the availability of facilities?	US	N	US	N	BB	N	US	N	UR	BB	UR	US	BB	31
iii. How much use do education facilities receive? To what extent do they serve general community needs?	N	N	US	N	US	UR	BB	N	N	BB	UR	US	BB	32
2. Local Control														
a. Quality of education														
What effect does iocal control have on Indian learning? on basic skills? on attendance? on community iife? on access to higher learning? on self-image?	UR	UR	UR	UR	BB	UR	BB	UR	UR	N	N	N	UR	43

SUMMARY OF DINA VIEWS ON PRIORITY EVALUATION ISSUES

POSSIBLE ISSUES	HEADQUARTERS				QUEBEC		ONTARIO			MANITOBA	ALBERTA	BRITISH COLUMBIA		TOTAL PRIORITY SCORE
	A	B	C	D	A	B	A	B	C	A	A	A	B	
b. Cost														
How does the cost of local control compare with other types of administration? What factors should be considered in costing local control?	UR	UR	UR	UR	BB	N	UR	N	N	N	N	UR	BB	41
c. Implementation														
i. What types of local control exist? What impact do the various types have on the local Indian managerial capacity?	N	UR	N	UR	BB	UR	UR	UR	N	UR	N	N	US	42
ii. Is there any pattern to the circumstances under which bands request local control? to the process whereby local control is implemented?	BB	UR	N	UR	BB	UR	UR	UR	UR	UR	N	N	US	41
iii. What are the characteristics of "successful" local control? "Unsuccessful"?	N	UR	N	UR	UR	UR	UR	UR	UR	UR	N	N	US	46
iv. How well has the department implemented its policy of furthering and supporting the expansion of local control?	N	UR	N	UR	UR	UR	UR	UR	UR	UR	N	N	US	46
3. Federal-Provincial Agreements														
a. Cost														
i. Are the provincial tuition charges reasonable in relation to their costs for educating Indians?	N	UR	N	UR	BB	UR	US	US	UR	US	US	N	US	38
ii. How are the charges determined? Does the department have adequate data on per capita	N	UR	N	UR	BB	UR	US	US	UR	BB	US	N	US	35

SUMMARY OF DINA VIEWS ON PRIORITY EVALUATION ISSUES

POSSIBLE ISSUES	HEADQUARTERS A	HEADQUARTERS B	HEADQUARTERS C	HEADQUARTERS D	QUEBEC A	QUEBEC B	ONTARIO A	ONTARIO B	ONTARIO C	MANITOBA A	ALBERTA A	BRITISH COLUMBIA A	BRITISH COLUMBIA B	TOTAL PRIORITY SCORE
cost in federal schools as a basis for negotiation with the provinces?														
b. Adaptation to Special Indian needs														
i. To what extent does provincial schooling meet special Indian needs (e.g. language, culture, counselling?)	UR	UR	N	UR	UR	UR	UR	N	UR	UR	US	N	US	45
ii. What effect does such adaptation (or the lack of it) have on Indian learning? on basic skills? on attendance? on self-image?	UR	UR	N	UR	UR	UR	UR	N	UR	UR	US	N	N	46
iii. What is the extent of Indian influence on the administration of provincial schools attended by Indian children? What are the effects of this influence?	N	UR	N	UR	UR	UR	UR	US	UR	UR	US	N	US	43
c. Monitoring														
To what extent does the department monitor the implementation of these agreements to ensure that the provinces deliver as contracted? What mechanisms exist to organize these reviews? Are they adequate?	N	UR	US	UR	UR	US	BB	US	BB	N	US	N	US	36
4. Culture														
a. Native studies (including native languages)														
i. What native studies programs exist? Who participates? Are the materials adequate?	US	N	US	N	UR	UR	N	N	UR	UR	UR	N	US	41
ii. What effects do native studies have on Indian learning? on basic skills? on attendance? on self-image? on relations with parents?	N	N	UR	UR	UR	UR	N	N	UR	UR	UR	N	US	45

SUMMARY OF DINA VIEWS ON PRIORITY EVALUATION ISSUES

POSSIBLE ISSUES	HEADQUARTERS				QUEBEC		ONTARIO			MANITOBA	ALBERTA	BRITISH COLUMBIA		TOTAL PRIORITY SCORE
	A	B	C	D	A	B	A	B	C	A	A	A	B	
iii. What contribution do native studies make to subsequent careers?	US	N	US	N	UR	UR	N	N	UR	UR	UR	N	US	41
iv. Do the results justify the costs?	N	N	US	UR	US	UR	N	N	UR	UR	UR	N	US	41
v. To what extent is instruction done in native languages? What effect does this have on learning?	N	N	US	N	UR	UR	N	N	UR	UR	UR	N	US	41
b. Cultural education centres														
What is the impact of cultural education centres? What relation do they have to the rest of the Education Activity? To what extent can the cost of the various activities be determined?	UR	UR	US	N	US	US	N	N	BB	US	UR	BB	BB	32
5. Instruction														
a. Curriculum														
i. What curricula are used in Indian education?	UR	N	N	N	UR	UR	UR	UR	N	N	UR	N	BB	43
ii. Do some curricula facilitate more effective learning than others?	UR	N	N	UR	UR	UR	UR	UR	N	N	UR	N	BB	44
b. Educational technology														
i. To what extent does Indian education employ technological aids?	N	US	N	N	BB	US	N	N	N	BB	US	BB	BB	26
ii. Does the department take suitable advantage of the facilities of related departments such as Communications?	US	US	N	N	BB	US	N	US	US	BB	US	BB	BB	25

SUMMARY OF DINA VIEWS ON PRIORITY EVALUATION ISSUES

POSSIBLE ISSUES	HEADQUARTERS A	HEADQUARTERS B	HEADQUARTERS C	HEADQUARTERS D	QUEBEC A	QUEBEC B	ONTARIO A	ONTARIO B	ONTARIO C	MANITOBA A	ALBERTA A	BRITISH COLUMBIA A	BRITISH COLUMBIA B	TOTAL PRIORITY SCORE
iii. What effects does the use of such technology have on Indian learning? on basic skills? on attendance?	N	US	N	N	BB	US	N	US	BB	BB	US	BB	BB	25
c. Educational research and development														
i. What research and development does the department conduct? Are there clear needs as yet unfulfllled?	US	US	N	N	UR	N	N	N	N	UR	US	US	BB	35
ii. What impact does this work have in the classroom?	US	US	N	N	UR	N	N	N	N	UR	US	US	BB	35
iii. To what extent does the department take advantage of relevant educational R&D conducted elsewhere?	US	US	N	UR	BB	N	N	N	N	UR	US	US	BB	33
6. Learning														
a. Apply to all types of Indian schools the same questions posed with regard to the quality of education in locally controlled schools and with regard to adaptation to special Indian needs.	N	N	UR	UR	UR	N	US	UR	US	N	N	UR	US	41
b. Why do many Indian children tend to "repeat grades" in school? What factors contribute most to effective learning among Indian children?	N	N	UR	UR	UR	UR	US	UR	US	N	N	UR	US	42
c. To what extent does Indian education develop a well-rounded individual? For example, how well do the schools encourage physical and artistic development?	US	US	UR	N	UR	UR	US	UR	US	US	N	UR	US	38

SUMMARY OF DINA VIEWS ON PRIORITY EVALUATION ISSUES

POSSIBLE ISSUES	HEADQUARTERS A	HEADQUARTERS B	HEADQUARTERS C	HEADQUARTERS D	QUEBEC A	QUEBEC B	ONTARIO A	ONTARIO B	ONTARIO C	MANITOBA A	ALBERTA A	BRITISH COLUMBIA A	BRITISH COLUMBIA B	TOTAL PRIORITY SCORE
7. Retention of Students in Schools														
a. Why does a large proportion of Indian children not complete the normal high school program? How does Indian school retention compare with the record among geographically similar schools?	UR	N	UR	UR	UR	UR	UR	N	BB	UR	UR	UR	US	45
b. What is the impact on employment of remaining in school?	UR	N	UR	UR	BB	US	UR	N	BB	N	UR	BB	BB	35
c. To what extent does the department facilitate the re-entry of dropouts who subsequently wish to pursue their education?	UR	N	N	UR	US	US	US	N	US	N	UR	US	UR	38
8. Student Accommodation Outside Their Homes														
a. Under what circumstances do students live outside their homes? How are they assigned to a particular place to live?	US	US	UR	N	BB	BB	BB	US	US	US	BB	US	US	25
b. Are the living conditions reasonable?	BB	US	UR	N	BB	BB	BB	US	US	US	BB	US	US	24
c. What effect does living away from home have on student learning? on basic skills? on attendance? on self-image? on relations with family?	N	US	UR	UR	BB	BB	BB	US	US	US	BB	US	US	27
d. What arrangements exist for children living outside their homes to visit their parents? What effect does the frequency of visits have on learning? on retention in school?	N	US	UR	UR	BB	BB	BB	US	US	US	BB	US	US	27
	US	US	UR	N	BB	BB	BB	US	US	US	BB	US	US	25
e. To what extent does accommodation outside the home serve a welfare function? Is the purpose achieved?	US	US	UR	N	BB	BB	BB	N	US	US	BB	N	US	27

SUMMARY OF DINA VIEWS ON PRIORITY EVALUATION ISSUES

POSSIBLE ISSUES	HEADQUARTERS A	B	C	D	QUEBEC A	B	ONTARIO A	B.	C	MANITOBA A	ALBERTA A	BRITISH COLUMBIA A	B	TOTAL PRIORITY SCORE
f. How do residences compare with group homes and private boarding in terms of costs and effects on the students?	US	US	UR	N	BB	BB	BB	N	US	US	BB	N	US	27
9. Support and Maintenance Activities (In-School)														
a. Transportation														
i. How much must Indian children travel on a daily basis in order to go to school?	N	N	UR	N	BB	BB	BB	N	BB	UR	US	US	US	30
ii. What is the impact of daily transportation on learning? on attendance? on health?	N	N	UR	N	BB	BB	BB	N	BB	UR	US	US	US	30
iii. Are the present arrangements cost-effective?	US	N	UR	N	BB	UR	BB	N	UR	UR	US	US	UR	38
b. Allowances														
What purposes do student allowances serve?	US	N	UR	N	BB	UR	N	BB	UR	N	US	US	N	35
c. Lunch Supplements														
i. Under what circumstances do students receive lunch supplements?	US	N	UR	US	BB	BB	N	US	UR	N	US	BB	BB	29
ii. What is the nutritional value of the supplements? What effects do they have on learning? on attendance?	N	N	UR	US	BB	BB	N	US	UR	N	US	US	BB	31
10. Counselling														
a. Who receives counselling? under what circumstances? Are the students satisfied? What effects does counselling have on behaviour? on decisions? on general well-being?	UR	N	N	N	UR	US	N	US	US	N	US	N	US	36

SUMMARY OF DINA VIEWS ON PRIORITY EVALUATION ISSUES

POSSIBLE ISSUES	HEADQUARTERS A	B	C	D	QUEBEC A	B	ONTARIO A	B	C	MANITOBA A	ALBERTA A	BRITISH COLUMBIA A	B	TOTAL PRIORITY SCORE
b. How does the administration of various maintenance payments affect the quality of counselling?	N	N	N	US	UR	US	N	US	US	N	US	US	US	33
ii. Post-Secondary Education and Maintenance														
a. Education														
i. What factors contribute to success among Indians taking university education?	N	UR	UR	N	US	UR	N	UR	UR	N	US	US	US	40
ii. How well does university education equip students to enter the labor force?	US	UR	UR	US	US	UR	N	UR	UR	N	US	US	US	38
iii. How do the results of regular and special university programs compare?	N	UR	UR	N	US	UR	N	UR	UR	N	US	US	US	40
iv. How does the performance of Indian university students whose education is uninterrupted compare with that of students who work for a while before completing their education?	US	UR	UR	US	US	UR	N	UR	UR	N	US	US	US	38
v. Do Indian students tend to perform better in some courses and at some universities than at others?	BB	UR	UR	N	US	UR	N	UR	UR	N	US	US	US	38
vi. What is the quality of Indian-managed post-secondary institutions? How much do these institutions cost per student?	N	UR	UR	UR	US	UR	N	UR	UR	N	US	US	US	41

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

SUMMARY OF DINA VIEWS ON PRIORITY EVALUATION ISSUES

POSSIBLE ISSUES	HEADQUARTERS				QUEBEC		ONTARIO			MANITOBA	ALBERTA	BRITISH COLUMBIA		TOTAL PRIORITY SCORE
	A	B	C	D	A	B	A	B	C	A	A	A	B	
b. Maintenance														
i. What effects do the maintenance allowances provided for in Circular El2 have on Indian performance in post-secondary education of all types?	US	US	UR	N	US	UR	US	N	UR	N	US	US	US	35
ii. How are the allowances administered? Are the controls adequate?	US	US	UR	N	US	UR	BB	N	UR	N	US	US	US	34
12. Adult Education (By this we mean adult learning outside the context of formal institutional post-secondary education.)														
a. To what extent do existing community education programs meet Indian needs in terms of relevance, quality and delivery?	N	N	N	UR	UR	US	US	US	BB	N	US	UR	US	35
b. How well does band training and other adult education support the strengthening of bands' capacity for self-administration?	UR	N	N	UR	UR	N	US	US	BB	N	US	UR	US	37
c. To what extent does band participation in Indian education generally further the development of the community?	UR	N	N	UR	BB	N	US	US	BB	N	US	UR	US	34
d. How do costs relate to course participation and successful completion?	N	N	N	UR	BB	US	US	US	BB	N	US	UR	US	32
13. Educational Personnel														
a. Activity Management														
What is the balance of managerial and professional education experience and skill among the District	BB	N	BB	UR	US	UR	N	UR	UR	US	UR	N	US	37

SUMMARY OF DINA VIEWS ON PRIORITY EVALUATION ISSUES

POSSIBLE ISSUES	HEADQUARTERS	QUEBEC	ONTARIO	MANITOBA	ALBERTA	BRITISH COLUMBIA	TOTAL PRIORITY SCORE
	A B C D	A B	A B C	A	A	A B	
Superintendants of Education and more senior Activity managers? What effects does this balance have on the Activity?							
b. Principals							
How adequately are staff trained to accept the principalship of large schools, when often their teaching experience is in one or two room schools?	N N US UR	US US	US UR UR	BB	US	N US	34
c. Teachers							
i. How do teachers in Indian education compare with those with similar boards? in qualifications? in experience?	N US US UR	BB N	US N UR	US	US	UR US	34
ii. Do non-Indian teachers receive adequate training to cope with cross-cultural teaching? How successful is it? What is the turnover like?	N N US UR	N UR	US UR UR	US	US	UR US	39
iii. How many Indian teachers are there? How does their presence affect the students? the community?	N N US UR	UR UR	US UR UR	US	US	UR US	40
iv. How well does Indian teacher training meet the staff needs of particular bands? of particular language groups?	UR N US UR	UR UR	US UR UR	US	US	UR US	41
d. Teacher Aides							
i. What is their role? How well accepted are they by teachers? by students?	N N US UR	BB BB	BB UR UR	UR	US	US BB	32
ii. How does their remuneration relate to their	N N US UR	BB BB	BB UR UR	UR	US	US BB	32

SUMMARY OF DINA VIEWS ON PRIORITY EVALUATION ISSUES

POSSIBLE ISSUES	HEADQUARTERS	QUEBEC	ONTARIO	MANITOBA	ALBERTA	BRITISH COLUMBIA	TOTAL PRIORITY SCORE
	A B C D	A B	A B C	A	A	A B	
duties in the classroom, in comparison with the teachers?							
iii. How are they selected? What training do they receive?	N N US UR	BB BB	BB UR UR	UR	US	US BB	32
e. Counsellors							
. The same questions posed with regard to teachers apply to counsellors.	N N US UR	UR N	BB US UR	BB	US	N BB	33
14. Other General Issues							
a. What impact do the department's structure and management practices have on Indian education?	N US US UR	UR UR	N UR UR	UR	US	N US	41
b. To what extent are the present educational arrangements compatible with Indian life styles?	US N US UR	BB US	BB N BB	BB	BB	BB N	24

- APPENDIX D -

DEFINITIONS OF NINE SUGGESTED SHORT-RANGE EVALUATION PROJECTS RELATING TO INDIAN EDUCATION

We have grouped the short-range studies which emerged through our analysis according to their urgency:

1. Project for the next six months

Only one project calls for attention almost immediately. This would examine the cost-effectiveness of the nominal roll system. Ostensibly, this system provides DINA's basic data on in-school enrollment. In practice, the field personnel responsible for feeding the system have little faith in it. The purposes of this study would be:

a. to determine the accuracy of current information;

b. to evaluate the operation of the system in order to identify sources of error;

c. to examine the adequacy of the system for its intended uses;

d. to measure the system's utility in view of its cost (including staff-time to input the raw data); and

e. to recommend, if appropriate, how this system or an alternative could better serve its purposes.

Successful results here would assist the unit cost line of enquiry by clarifying to what extent nominal roll data deserves trust. The evaluator will need to be familiar with computer systems. But even more, he should be well endowed with common sense.

2. Projects for the next twelve months

a. Duplication of capital assets

The growth of local control leads to pressure to create band schools even where joint school agreements remain in force. Evaluation is needed:

i. to determine what, if any, duplication of facilities exists at present;

ii. to quantify the extra costs attributable to such duplication; and

iii. to estimate the potential future liability arising from efforts to duplicate facilities.

b. Demand for post-secondary education

The recent Treasury Board Secretariat study on E12 assumed, in the absence of more convincing data, a low rate of increase in post-secondary demand among Indians. However, some field people suspect that a second major upsurge in demand may be imminent. The department needs an evaluation:

i. to determine the facts about present enrollment (eg. how many attend what courses? what is retention like? What is the balance of mature students and those whose education has been uninterrupted)?

ii. to explore the variables which control the demand for post-secondary education among Indians; and

iii. to prepare realistic projections of future demand and potential costs.

Post-secondary education is one of the main ways to expand the cadre of Indian leaders. DINA should be ready with defensible data and projections to convince the Treasury Board to unfreeze funding in this field, if this is warranted. The evaluator should be familiar with forecasting techniques, as well as possessing an ability to relate to Indians. This should not be only a number-crunching exercise.

c. Self-Management Training

To a large extent, successful Indian self-management depends on delivery of the training necessary to act as effective program managers. Evaluation should:

i. survey the department's current efforts; and

ii. evaluate the extent to which DINA is succeeding in training the administrative capacity needed for self-management.

Too much depends on this effort not to monitor it closely. The evaluator needs sensitivity to Indians, and experience in adult education, particularly as it relates to management.

3. Projects for the next eighteen months

a. Retention

The figures generally quoted suggest that the rates of high school completion among Indians are very low. Some educators in the field argued that this image is outdated. DINA needs a thorough review of the situation.

i. to document the current facts on retention, noting variations among regions, districts and types of schools;

ii. to investigate what happens to "drop outs" (i.e. do they leave for reasons like employment, or are they escaping something?); and

iii. to examine the causes of low retention rates, where they exist (taking account of social and qualitative factors).

If the picture on retention is brighter than most people believe, this fact could be a morale booster for Indian people and DINA. The evaluator will need to be numerate and very able to communicate with Indians.

b) Teacher training

Indian enrollment in teacher training programs seems to be growing. But economic uncertainty has slashed resignations from teaching positions. Evaluation should:

i. determine the scope of teacher training among Indians;

ii. examine the likely availability of future placements; and

iii. estimate the probable extent of any future shortfall or oversupply of graduate Indian teachers.

There does not appear to be an immediate problem in this area. DINA should act soon, however, to avoid in the Indian community the chaotic teacher market which the general society is facing now.

c. Counselling

Counselling has now moved largely into Indian hands, with social overshadowing educational counselling. Indian educators expressed concern about how effective current efforts are. Work is needed:

i. to determine who now counsels whom about what and how much;

ii. to examine the counselling needs of Indian students;

iii. to evaluate how well the present arrangements meet those needs; and

iv. to review the cost effectiveness of the arrangements.

This program seems to be a mystery to most people. Too much money is involved (over $6 million in 1976-1977) not to know that what is going on. Only an educator familiar with Indians and with counselling could handle this project.

4. Projects for the next 24 months

a) DINA as an education authority

Unlike most groups which directly administer schools, DINA is a government department. Many observers feel that this fact reduces the effectiveness of the Education Activity. An evaluation could:

i. determine the similarities and differences between DINA's Education Activity structure and practices and those of provincial school boards; and

ii. evaluate the impact of these differences on DINA's role as an education authority.

Such a review would help to put many of DINA's practices in perspective. The evaluator should be familiar with the government environment.

b. Daily transportation

Arrangements for daily school transportation seem to vary greatly from place to place. Beccause this category accounts for 5% of the education budget in 1976-1977, DINA must assure itself that the arrangements are cost-effective. An evaluation project should:

i. survey the existing arrangements;

ii. evaluate the cost-effectiveness of those arrangements; and

iii. develop a funding formula which realistically takes account of the variables affecting the cost of daily transportation.

Because many of the transportation contracts are held by Indians, the evaluation should also weigh the program's job creation value. The evaluator should be familiar with transportation and accounting. He must also get along with Indians.