



Indian and
Northern Affairs

Affaires indiennes
et du Nord

EDUCATION RESEARCH

PROGRAM EVALUATION

PROJECT 2-1-048

MANAGEMENT SERVICES

SERVICES DE GESTION

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DEPARTMENT OF INDIAN AFFAIRS AND NORTHERN DEVELOPMENT

EDUCATION RESEARCH

PROGRAM EVALUATION

PROJECT 2-1-048

April 1973



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EXECUTIVE SUMMARY

The evaluation of the Education Research Program for 1971-72 began in the latter part of 1972 following a request by the Director, Education Branch.

A cost/benefit analysis concerning tangible and intangible benefits to the Indian people is contained within. The performance indicators are as follows:

- Native participation - 43.7%
- Native average earnings- \$1,820.00 per person
- Native average salaries- \$615.00 per month
- Average duration of native employment - 2.96 months

Although there is a regional imbalance in funding, many of the concepts and findings from the projects can have application on a nation-wide basis. Also it cannot be assumed that the prevailing distribution will remain unchanged in future allocations of research funds.

A portion of the report has been devoted to the use of the Delphi technique. This technique is recommended as a tool for:

- a) examining the effectiveness of the research program in meeting its objectives
- b) the evaluation of individual project proposals

Comments related to public awareness of the research program are included along with methods of publication.

The beneficial effects of completed projects may not be evident for a number of years.

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INTRODUCTION

The study of the Education Research Program for 1971-72 was initiated by the Education Directorate, to evaluate the program as follows:

- a) to examine the effectiveness of the education research program in meeting its objectives;
- b) to improve the effectiveness of the program;
- c) to determine the present and future educational and other benefits of the program.

Using the above as a base, the study was split into two phases:

Phase 1 - explore the program in general terms;

collection of preliminary data, familiarization with program objectives and development of study plan.

Phase 2 - calculation of direct and indirect benefits, analysis of projects selection and develop recommendations.

Approved terms of reference, covering Phase 2 are included as Appendix "A" .

METHODOLOGY

As a means of obtaining detailed information concerning the benefits of educational research to the Indian people a questionnaire was prepared and forwarded to the various research groups engaged in studies on Indian education.

The contents of the completed questionnaires have been summarized and are included as Figure 1. This summary provided the study team with the following information:

- a) costs and tangible benefits
- b) data to calculate the performance indicators
- c) intangible benefits

Questionnaires were forwarded to twenty-one research groups from which twelve replied. Nevertheless, the response (57%) was sufficient to obtain a fair sample or cross section of the various projects. A further effort to obtain comments from band councils, resulted in no response whatsoever.

The Delphi technique, explained in detail on pages 7 and 8 was used to determine program objectives and is proposed as a method of evaluating research projects.

EDUCATION RESEARCH PROJECTS 1971-72

PROJECT		TOTAL FINANCIAL CONTRIBUTIONS		INDIAN PEOPLE EMPLOYED		INDIANS INTERVIEWED		PUBLIC MEETINGS						
TITLE	DIRECTOR	AREA	FULL	DEPT'L	NO.	SALARIES	MAN MONTHS	ADULTS	CHILDREN	NO.	PERSONS	BANDS, ASSOCIATIONS OR INDIAN GROUPS	COMMENTS	REPORTS
1. Ermineskin Curriculum Study	Drs. Aoki and Sabey	Hobbema Reserve, Alberta	\$ 33,200.	\$ 33,200.	46	\$ 4,000.	6.3 *	45	0	6	85	4 Bands	Indians pleased to be involved in organization and implementation of project.	To: 4 Band Councils School Comm., I.A.B.
2. Educational Opportunities Program for Native Students	Pres. University of Lethbridge	Alberta	12,000.	12,000.	4	10,000.	16.5	100	0	2	100	8 Bands	Active participation-unanimous support for concept.	8 Education Committees, I.A.B., University of Lethbridge.
3. Reasons for Dropout Among Indian Students	Mr. B. Nichols, U.N.S.I.	New Brunswick	15,000.	15,000.	1	11,000.	12.0	27 *	4	2 *	65 *	14 Bands - Union of New Brunswick Indians	U.N.S.I. now more aware of problems of Micmac/Malecite people	Handled by Union of New Brunswick Indians.
4. Evaluation - Special Courses for Under Achiever	Dr. A.R. King	British Columbia	6,000. *	3,000.	3	3,282.	8.0	50	22	1 *	33 *	1 Band		University of Victoria, I.A.B., Cowichan Band
5. Algonquin Research Project	Edna Manitowabi	Ontario	113,000.	15,000.	4	24,000.	36.0	27 *	4 *	2 *	65 *	Not available	Native self development lacking in schools	I.A.B., Other Financial Supporters
6. Manitoulin Island S.E.E.C. Project	Dr. G.L. MacDiarmid	Manitoulin Island, Ont.	104,570	41,574	4	19,000.	48.0	300	0	14 *	100	4 Reserves	May lead to greater school retention - Grade 6-10	Ontario Region - I.A.B. Government of Ontario.
7. Language Arts Study	Peter Ross - P.R.S.B. of C. Valley	Caughnawaga, P.Q.	5,000.	5,000.	1	300.	1.0	17	0	2 *	65 *	Indian Teachers - Mohawk People	Created "Iroquois Uoit" to Social Studies for Indian - Non-Indian Study	Montreal District Office (I.A.B.) Caughnawaga School Committee
8. Study of Indian Educational Need	Mr. A.R. Jolicœur	Quebec	24,500.	24,500.	1	13,050.	15.5	15	18	2	25	N/A		Educational Branch, Ottawa.
9. In-Depth Family Study	Mr. A. Berger	Alberta	15,000.	15,000.	2	825.	2.0	18	40	1	50	4 Bands, A.I.A., Voice of Native Women		Alberta region, I.A.B.
10. Curricula/ Techniques Arts and Culture	Duke Redberd, Manitou Arts Foundation	Schreiber Island, Ont.	30,000. *	15,000.	15	28,000.	22.5	27 *	26	2 *	65 *	N/A	Encouraged creativity and motivation	I.A.B., Gov't of Ontario
11. Blue Quills Consultation Study	Dr. R. Bryce	St. Paul, Alberta	7,000.	7,000.	NIL	NIL	NIL	13 *	NIL	1 *	33 *	Blue Quills Council		Projects to be completed April, 1973.
12. P.S.I. Task Force	Federation of Saskatchewan Indians	Saskatchewan	119,400.	119,400.	18	66,680.	125.2	135	22 *	15 *	491 *	N/A		
TOTAL			\$484,670	\$305,674	99	\$180,137.	293.0	774	136	50	1,177			

* Estimated

N/A - Not Available

COST/BENEFIT ANALYSIS

Based on the Educational Research table (Figure 1) the following financial analysis was prepared:

1) Costs

Financial Contributions

a) IAND and others

Total contributions	\$484,670.00
Less expenses * (15%)	- \$ 72,700.00
Balance	<u>\$411,970.00</u>

b) IAND only

IAND contributions	\$305,674.00
Less expenses * (15%)	- \$ 45,851.00
Balance	<u>\$259,828.00</u>

2) Tangible Benefits and Performance Indicators

a) Native Participation:	$\frac{\$180,137.00}{\$411,970.00} \times 100\%$	= 43.7%
b) Native Average Earnings:	$\frac{\$180,137.00}{99 \text{ employees}}$	= \$1,820.00 per person
c) Native Average Salaries:	$\frac{\$180,137.00}{293 \text{ man mos.}}$	= \$615.00 per month
d) Seed money**for native employment	$\frac{\$180,137.00}{\$259,823.00} \times 100\%$	= 69.3%
e) Average duration of employment	$\frac{293 \text{ man mos.}}{99 \text{ employees}}$	= 2.96 months

* As only earnings are to be compared, the expenses such as travel expenses, stationery, equipment rentals, etc, have been estimated and deducted from the overall total.

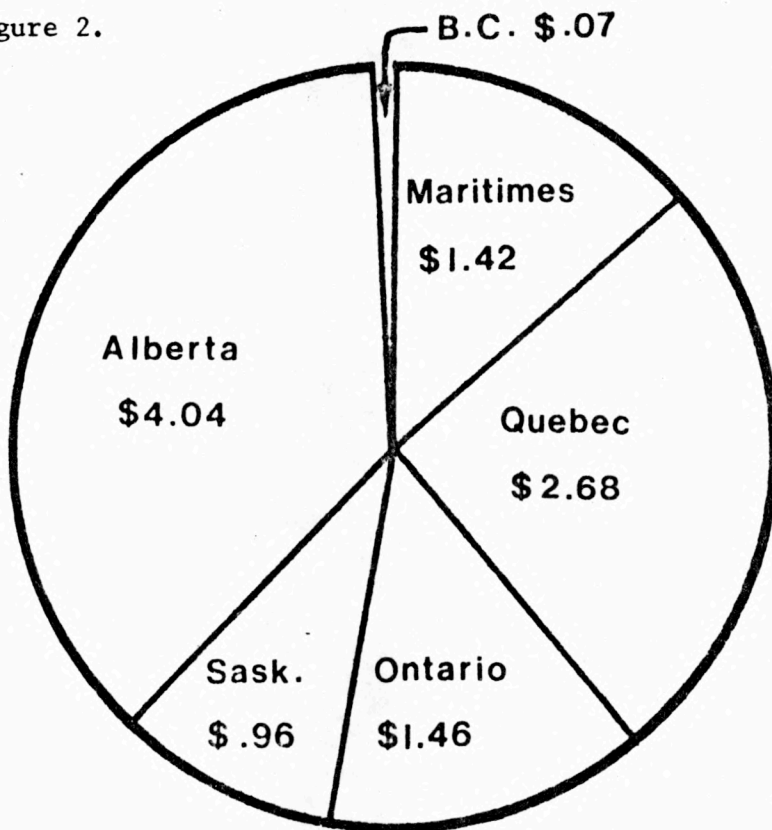
** Represents the percentage which was generated by IAND and paid out in the form of salaries and fees; to initiate the interest and participation of the Indian people in education. However, the validity of this indicator may be open to some question.

REGIONAL DISTRIBUTION OF RESEARCH FUNDS

The "pie" chart, figure 2, illustrates the regional distribution of 1971-72 research funds on a per capita basis.

In relation to research dollars there is a definite regional imbalance in the assignment of projects. However, many of the concepts and findings resulting from these projects can be adopted nationally; which partly offsets the regional monetary disparities. Apart from the fact that the available information is restricted to the first year of the program, one of the probable explanations for this imbalance might be attributed to lack of publicity on a national scale. Comments and recommendations dealing with publicizing the program are included on page 10.

Figure 2.



N.B. No 1971 - 72 funds for Manitoba, Yukon and N.W.T.

PROGRAM OBJECTIVES AND PROJECT EVALUATION

To confirm the objectives and evaluate individual projects the process known as the Delphi method was used. A description of this method and its application in the study follows.

Educational Research Delphi

The Delphi technique is a method using subjective scaling of expert opinion to forecast future events and trends or to evaluate projects. The most important elements of Delphi are anonymity, controlled feedback and statistically described group responses. Anonymity of panel members during the forecast exercise eliminates the influence of socially dominant individuals in the group. A questionnaire was used to satisfy this requirement.

Controlled feedback enables a pooling of information between panel members in order to improve the information base on which each individual makes his order evaluation. This aspect of the technique is particularly vital, and almost every phase of the study, including the design of the forms, the personal interviews with the panel members, the instructions to the panel, etc, were intended to encourage feedback. Statistical description of the results reflects the nature of forecasting: one is not talking about the fact of importance, but rather the probability of importance.

In this study, histograms have been used to display the results, (Appendices B and C). The panel for the Educational Research Delphi consisted of nine persons, who were specialists in the field of education in general and of native education in particular.

The Educational Research Delphi lasted for two rounds, which is generally considered the optimal number of rounds for this type of study. A questionnaire was sent to each panel member for each round, requesting an evaluation for about twenty-three objectives. An optional open-ended section was included at the end of each questionnaire. If a reasonable degree of consensus on a trend was reached in the first round, the panel was not asked to make an evaluation on this objective for the next round. One objective was added to the questionnaire at the end of the second round. The panel members were encouraged to write in comments and assumptions for each objective in order to maximize the feed-back effect of the "Delphi".

In the evaluation sections, the respondents evaluated whether they felt the objective was important or not. The importance rating was 5 to 1 on a declining scale.

The results of the "Delphi" have been used to define the objectives of the research program and are presented as Figure 3 "Summary - Objectives - Educational Research." Subsequently, these objectives have been confirmed in a paper, presented to the Minister, by the National Indian Brotherhood, included as Appendix "D".

We recommend that:

"The Delphi technique be used in the evaluation of future education research programs."

The Delphi technique was used to determine the objectives of the overall research program. If used as a tool for evaluating individual projects, we recommend that:

"The financial worth of each proposal be added to the list of Delphi questions."

Figure 3

Summary - Objectives - Educational Research*

Rating based on a declining scale from 5 to 1; ie, most important factor = 5, least important = 1.

5

- Direction of project by Band Council or Education Committee
- Employment of Indian people
- Participation of Indian parents
- Final Report

4

- Content of Research, (ie, curriculum, adult education, student progress, attitudes, etc.)
- Control of project by Band council or Education committee
- Employment of professional consultant
- Participation of Indian students
- Originality of research content
- Practical application of research
- Long term application

3

- Control of project by Indian association
- Direction of project by Indian association

2

- Control of project by Indian Special Interest Group
- Originality of Research Method

1

- NIL

* Compiled from the Education Research Delphi (Rounds I and II) Charts, Appendices B and C.

RESEARCH PROGRAM AWARENESS

Analysis of the research projects included in Figure 1 indicates that:

- 9 out of the 12 projects (75%) were conducted by non-Indian groups
- 5 of the aforementioned 9 projects, (56%) were undertaken by universities or individuals affiliated with universities.

It might be concluded therefore, that:

- a) information concerning the research program has been somewhat restricted to university circles or,
- b) other potential research groups were either not qualified or not interested.

In any event, the program should be widely publicized to encourage an influx of good research proposals. We recommend that:

"Information concerning the research program be printed in the form of posters and pamphlets or brochures."

It is suggested that this material could be displayed and made available in the following locations:

- office of the National Indian Brotherhood
- offices of provincial Indian associations
- Band offices
- departmental offices; (agency, district, regional)
- universities, community colleges and other post-secondary institutions.

LABOUR MARKET AND JOB APTITUDE RESEARCH

Research related to the labour market and job aptitudes of native people, as outlined in the terms of reference, have been purposely omitted. The breadth of these two elements would require extensive travelling and in-depth research. Additionally, these points are not entirely related to the nature of the study at hand. We recommend that:

"The Education Directorate consider labour market and job aptitude research as a further in-depth study."

TERMS OF REFERENCE

PHASE 2

EDUCATIONAL RESEARCH PROGRAM

EVALUATION

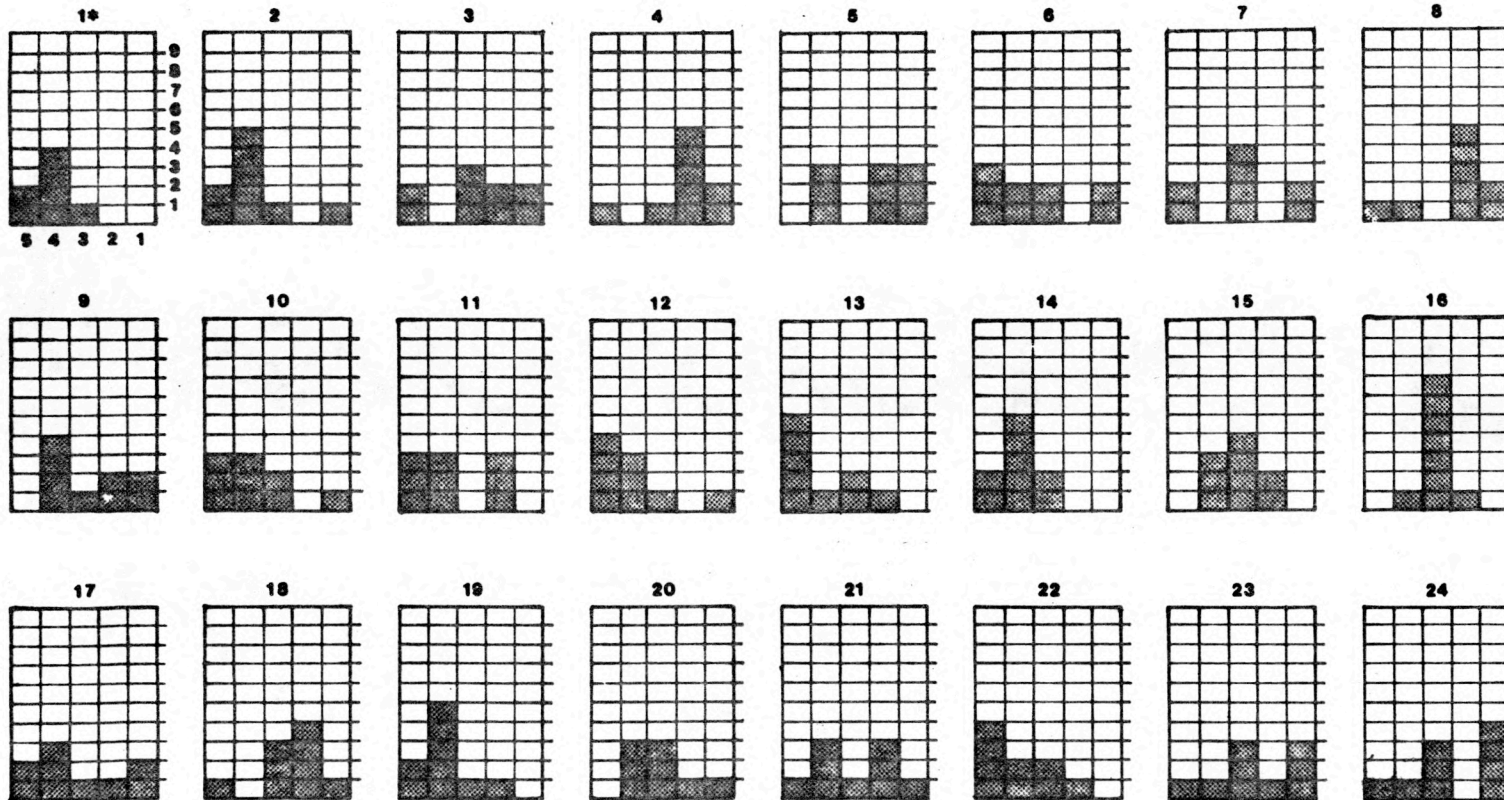
1. Design and send a self-evaluation Questionnaire to directors of the 1971-72 research projects.
2. Analyse the regional distribution of research funds.
3. Calculate the direct benefits of research projects in terms of Indian employment, based on data from the Questionnaire.
4. Calculate the indirect benefits of research projects, based on the Questionnaire and other relevant data.
5. Determine whether Indian people are aware of the research program and suggest methods of publicizing the program.
6. To develop specific recommendations related to the research program, such as the following if they are appropriate:
 - (a) Education Committees responsible for education programs, including research;
 - (b) Projects Selection;
 - (c) Potential areas of research related to native people, such as:
 - labour market research
 - job aptitude research;
 - (d) Research program objectives.

Approved by:



G.D. Cromb, Director,
Education Branch.

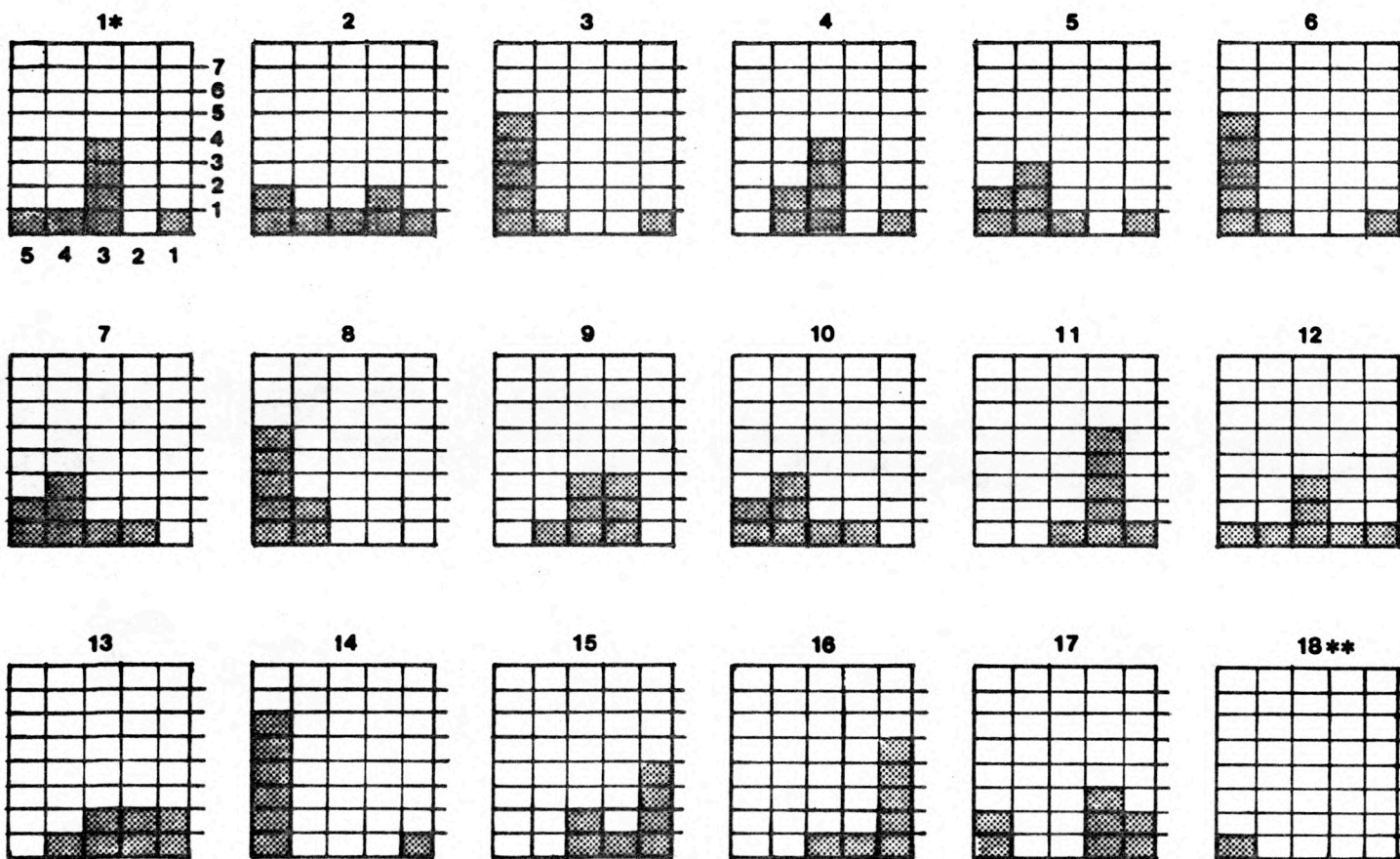
EDUCATIONAL RESEARCH DELPHI (Round 1)



1. Content of Research (i.e. curriculum, adult education, attitudes, etc.)
2. Control of project by Band Council or Education Committee.
3. Control of project by Indian Associations.
4. Control of project by Indian Special Interest group.
5. Control of project by Indian individual.
6. Direction of project by Band Council or Education committee.
7. Direction of project by Association.
8. Direction of project by Indian Special Interest group.
9. Direction of project by Indian individual.
10. Employment of Indian people.
11. Employment of professional consultant.
12. Participation of Indian parents.
13. Participation of Indian adults.
14. Participation of Indian students.
15. Participation of DINA staff.
16. Participation of provincial staff.
17. Originality of research content.
18. Originality of Research method.
19. Practical application of research.
20. Long term application.
21. Interim Reports.
22. Final Report.
23. Cost sharing with other departments.
24. Cost sharing with provincial agency.

* The layout of graph #1 is representative of all 24 graphs with the the number of participants shown vertically. The importance rating, on a declining scale, is shown horizontally from left to right.

EDUCATIONAL RESEARCH DELPHI (Round II)



1. Control of project by Indian Association.
2. Control of project by Indian individual.
3. Direction of project by Band Council or Education Committee.
4. Direction of project by Indian Association.
5. Direction of project by Indian individual.
6. Employment of Indian people.
7. Employment of professional consultant.
8. Participation of Indian parents.
9. Participation of DINA staff.
10. Originality of research content.
11. Originality of research method.
12. Long term application.
13. Interim Reports.
14. Final Report.
15. Cost sharing with other departments.
16. Cost sharing with provincial agency.
17. Pilot or demonstration projects.
18. Benefit to the community i.e. research on history.

* The layout of graph #1 is representative of all 18 graphs with the number of participants shown vertically. The importance rating on a declining scale, is shown horizontally from left to right.

** Graph #18 represents a proposal by one participant.

PREFACE

This statement on Education has been prepared for the Working Committee of the Negotiating Committee of the National Indian Brotherhood, for use as a basis of future common action in the area of education.

The issues which have been considered were designated by the Special Committee of the Executive Council of the National Indian Brotherhood, at Yellowknife, N.W.T., May 17, 1972. This statement has been compiled from provincial association position papers or statements on education, and from discussions of representatives of the associations at the Education Workshop, June, 1972.

It is a statement of the:

- philosophy
- goals
- principles, and
- directions

which must form the foundation of any school program for Indian children.

In August, 1972, the General Assembly of the National Indian Brotherhood accepted the policy in principle, subject to certain additions. The final draft was approved by the Executive Council, November, 1972.

STATEMENT OF THE INDIAN PHILOSOPHY OF EDUCATION

In Indian tradition, each adult is personally responsible for each child, to see that he learns all he needs to know in order to live a good life. As our fathers had a clear idea of what made a good man and a good life in their society, so we, modern Indians, want our children to learn that happiness and satisfaction come from:

- pride in one's self,
- understanding one's fellow men, and
- living in harmony with nature.

These are lessons which are necessary for survival in this twentieth century.

- Pride encourages us to recognize and use our talents, as well as to master the skills needed to make a living.
- Understanding our fellow men will enable us to meet other Canadians on an equal footing, respecting cultural differences while pooling resources for the common good.
- Living in harmony with nature will insure preservation of the balance between man and his environment which is necessary for the future of our planet, as well as for fostering the climate in which Indian Wisdom has always flourished.

We want education to give our children the knowledge to understand and be proud of themselves and the knowledge to understand the world around them.

Statement of Values

We want education to provide the setting in which our children can develop the fundamental attitudes and values which have an honoured place in Indian tradition and culture. The values which we want to pass on to our children, values which make our people a great race, are not written in any book. They are found in our history, in our legends and in the culture. We believe that if an Indian child is fully aware of the important Indian values he will have reason to be proud of our race and of himself as an Indian.

We want the behaviour of our children to be shaped by those values which are most esteemed in our culture. When our children come to school, they have already developed certain attitudes and habits which are based on experiences in the family. School programs which are influenced by these values respect cultural priority and are an extension of the education which parents give children from their first years. These early lessons emphasize attitudes of:

- self-reliance
- respect for personal freedom
- generosity

.... respect for nature

.... wisdom

all of which have a special place in the Indian way of life. While these values can be understood and interpreted in different ways by different cultures, it is very important that Indian children have a chance to develop a value system which is compatible with Indian culture.

The gap between our people and those who have chosen, often gladly, to join us as residents of this beautiful and bountiful country, is vast when it comes to mutual understanding and appreciation of differences. To overcome this, it is essential that Canadian children of every racial origin have the opportunity during their school days to learn about the history, customs and culture of this country's original inhabitants and first citizens. We propose that education authorities, especially provincial education departments, should provide for this in the curricula and texts which are chosen for use in Canadian schools.

The Role of Parents in Setting Goals

If we are to avoid the conflict of values which in the past has led to withdrawal and failure, Indian parents must have control of education with the responsibility of setting goals. What we want for our children can be summarized very briefly:

... to reinforce their Indian identity,
... to provide the training necessary for making
a good living in modern society.

We are the best judges of the kind of school programs which can contribute to these goals without causing damage to the child.

We must, therefore, reclaim our right to direct the education of our children. Based on two education principles recognized in Canadian society: Parental Responsibility and Local Control of Education, Indian parents seek participation and partnership with the Federal Government, whose legal responsibility for Indian education is set by the treaties and the Indian Act. While we assert that only Indian people can develop a suitable philosophy of education based on Indian values adapted to modern living, we also strongly maintain that it is the financial responsibility of the Federal Government to provide education of all types and all levels to all status Indian people, whether living on or off reserves. It will be essential to the realization of this objective that representatives of the Indian people, in close co-operation with officials of the Department of Indian Affairs, establish the needs and priorities of local communities in relation to the funds which may be available through government sources.

The time has come for a radical change in Indian education. Our aim is to make education relevant to the

philosophy and needs of the Indian people. We want education to give our children a strong sense of identity with confidence in their personal worth and ability. We believe in education:

- as a preparation for total living,
- as a means of free choice of where to live and work,
- as a means of enabling us to participate fully in our own social, economic, political and educational advancement.

We do not regard the educational process as an "either-or" operation. We must have the freedom to choose among many options and alternatives. Decisions on specific issues can be made only in the context of local control of education. We uphold the right of the Indian Bands to make these specific decisions and to exercise their full responsibility in providing the best possible education for our children.

SUMMARY OF THE INDIAN POSITION ON EDUCATION

We believe that Indian parents must have FULL RESPONSIBILITY AND CONTROL OF EDUCATION. The Federal Government must adjust its policy and practices to make possible the full participation and partnership of Indian people in all decisions and activities connected with the education of Indian children. This requires determined and enlightened action on the part of the Federal Government, and we urge the Minister of Indian Affairs to initiate reform immediately, especially in the following areas of concern: responsibility, facilities, programs and teacher training.

RESPONSIBILITY

Local Control Until now, decisions on the education of Indian children have been made by anyone and everyone, except Indian parents. This must stop. Band Councils should be given total or partial authority for education on reserves, depending on local circumstances, and always with provisions for eventual complete autonomy, analogous to that of a provincial school board vis-a-vis a provincial Department of Education.

**School Board
Representation**

It is imperative that Indian children have representation on provincial school boards. Indian Associations and the Federal Government must pressure the Provinces to make laws which will effectively provide that Indian people have responsible representation and full participation on school boards.

**Transfer of
Jurisdiction**

We oppose transfer of educational jurisdiction from the Federal Government to provincial or territorial governments, without consultation and approval by Indian people. There must be an end to these two party agreements between the federal and provincial governments. Future negotiations with provincial education departments for educational services must include representatives of the Indian people acting as the first party.

We strongly maintain that the provision of education of all types and at all levels to all Indian people is at the expense of the Federal Government.

Integration

Responsibility for integration belongs to the people involved. We do not believe that it can be legislated or promoted without the full consent and participation of the Indians and non-Indians concerned.

Conclusion

Those educators who have had authority in all that pertained to Indian education have, over the years, tried various ways of providing education for Indian people. The answer to providing a successful educational experience has not been found. We suggest that for the future there is one alternative which has not been tried before: let Indian people control Indian education.

FACILITIES

Kinds

Education facilities must be provided which adequately meet the needs of the local population. These will vary from place to place. For this reason, we are strongly opposed to an "either-or" policy, which would limit the choices which Indian parents are able to make. In certain localities, several

types of educational opportunity may be needed: e.g., residences, day school, integrated school. These must be made available according to the wishes of the parents.

Substandard

Substandard school facilities must be replaced and new buildings and equipment provided in order to bring reserve schools up to standard. Financing of such building and development programs must be dealt with realistically by the Federal Government.

PROGRAMS

Kinds

A wide range of programs are needed in the Indian community. The local Education Authority must take the initiative in identifying the needs for adult education, vocational training, remedial classes, kindergarten, alcohol and drug education, etc., etc.

The local Education Authority must also have the authority to implement these

programs, either on a temporary or long-term basis.

Language and Culture

We want our children to learn the language, the history and the culture of our people. Curriculum will have to be revised in federal and provincial schools to recognize the contributions which the Indian people have made to Canadian history and life.

Cultural Education - Cultural Education Centres are desperately needed

Centres are desperately needed. Considering the vital role that these Centres could play in cultural, social, and economic development, it is imperative that all decisions concerning their evolution i.e., goals, structure, location, operation, etc., be the sole prerogative of the Indian people. The Minister is urged to recognize the rights of the Indian people in this matter. He must insure: (a) that the Indian people will have representatives on any committees which will decide policy and control funds for the

Cultural Education Centres;
(b) that enough funds are made available for capital expenditure and program operation.

TEACHER TRAINING

Native Teachers and Counsellors

The Federal Government must take the initiative in providing opportunities in every part of the country for Indian people to train as teachers. The need for native teachers is critical. Indian parents are equally concerned about the training of counsellors who work so intimately with the young people.

Non-Indian Teachers and Counsellors

Federal and provincial authorities are urged to use the strongest measures necessary to improve the qualifications for teachers and counsellors of Indian children. This will include required courses in Indian history and culture.

Language

As far as possible, every primary teacher in federal or provincial schools should have some knowledge of the maternal language of the children they teach.

Qualification

It should be the accepted practice that only the best qualified teachers are hired for Indian schools, and always in consultation with the local Education Authority.

Para-Professionals

More Indian teacher-aides and more Indian counsellor-aides are urgently needed throughout the school systems where Indian children are taught. The importance of this work requires that the candidates receive proper training and be allowed to operate at their fullest potential.

Conclusion

There is difficulty and danger in taking a position on Indian education because of the great diversity of problems encountered across the country.

It is with confidence, however, that we express the wish of the people we represent, when we adopt as policy the two basic principles of education in a democratic country:

.... parental responsibility, and
.... local control

If we can obtain recognition and implementation of these in Indian education, then eventually the Indian people themselves will work out the existing problems and develop an appropriate education program for their children.

