

EDUCATIONAL ACHIEVEMENT OF INDIANS
IN FEDERAL AND PROVINCIAL
SCHOOLS IN MANITOBA.

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the University of Manitoba in partial fulfillment of the requirements
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A B S T R A C T

The purpose of this study was to examine and compare the educational achievement of elementary and secondary Indian students in selected federal and provincial schools in Manitoba. The sample consists of Indian students attending eight federal schools and ten provincial schools. Achievement is measured by the use of several instruments which report enrollments, dropout rate, age-grade placement, course placement, graduates, attendance and staff qualifications and experience. Opinions of parents and students were solicited through the use of questionnaires and meeting forums. Structured and unstructured interviews were conducted with school personnel, band council members, school trustees and parents. The study examined and compared data from 1972-73 to 1976-77.

There is a dearth of studies pertaining to the overall educational achievement of Indian students in federal and provincial schools in Canada. The results of this study should assist school administrators, teachers, band councils and parents to jointly determine future directions in the education of Indian students.

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Chapter I

INTRODUCTION

Education of Indians in Canada is a Federal Government responsibility. The British North America Act of 1867 vested in the Federal Government the responsibility for "Indians and Lands reserved for Indians".¹ The Indian Act² passed in 1876 with subsequent revisions provides the overall parameters of this responsibility. The Department of Indian Affairs and Northern Development is currently responsible for the administration of the Indian Act. The Act defines an Indian as "a person who pursuant to this Act is registered as an Indian or entitled to be registered as an Indian".³ Members of Indian Bands⁴ who signed treaties⁵ are "registered" and Indians in the Maritimes, Quebec, British Columbia, Yukon Territory who did not sign treaties are "entitled to be registered". Consequently, only 296,000 of Canada's over one million people of Indian origin are recognized under the Act.

¹Canada, British North America Act, 1867, Queen's Printer, Ottawa, 1970, p. 215

²Canada, Indian Act, 1876, Supply and Services, Ottawa, 1978.

³Ibid., p. 2.

⁴A Band includes all the members of a particular Indian group that are registered with the Federal Government as being members of that group. There are approximately 570 separate Indian bands in Canada.

⁵Treaties are legal agreements between Indians and the Federal Government concerning the surrender of Indian land and compensation for it.

Sections 114 to 123 of the Indian Act specify the responsibility of the Federal Government in the provision of education for registered Indians. In discharging this responsibility, the Act states that the Minister may enter into agreements with:

- a) a government of a province;
- b) the Commissioner of the Northwest Territories;
- c) the Commissioner of the Yukon Territory;
- d) a public or separate school board; and,
- e) a religious or charitable organization.⁶

Over the years, the Minister has utilized all these alternatives as seen by the different types of schools, ranging from federal day schools, boarding and residential schools to provincial day schools.

Formal education was first introduced to some Indian groups as early as the mid 1600's by missionaries who established day schools. Their emphasis was on moral and religious training.⁷ Later, Industrial Boarding Schools were opened with the stated purpose of removing the child from the influence of the parents. When Sir Hector Langevin introduced the concept of the Industrial School to the House of Commons, he stated:

"They (Industrial Schools) have succeeded very well in the United States, and it is quite likely that they will succeed here as well. The fact is, that if you wish to educate these children you must separate them from their parents during the time they are being taught. If you leave them in the family they may know how to read and write, but they will still remain savages, whereas by separating them in the way proposed, they acquire the habits and tastes...of civilized people."⁸

Industrial Schools offered farming and domestic work programs

⁶ Indian Act, op. cit., p. 51.

⁷ A. Rempel, "The Influence of Religion on Education for Native People in Manitoba Prior to 1870", University of Manitoba, unpublished M. Ed. thesis, 1973.

⁸ House of Commons Debates, May 22, 1883, p. 1376.

as well as religious training with the goal of turning out productive law-abiding citizens. These schools practised the "half-day" plan which divided the day for formal learning and manual labour.⁹

Very few Indian students graduated from high school prior to 1950. This might be explained in part by the "half-day" plan. Although many Indian children spent twelve years in school, the majority did not even complete an elementary school education because only half of the time was devoted to formal studies. Failure to graduate may also be attributed to the separation of the child from his parents for long periods of time resulting in alienation and loneliness. The practice of the "half day" plan was not discontinued until the 1940's when industrial boarding schools, referred to as residential schools at the turn of the century, gradually began to introduce more academic content into the education program. The Federal Government, by this time, was providing some financial assistance to Indian education.

"To civilize and christianize" gave way in the 50's and 60's to a policy of integration first recommended by a Special Joint Committee of the Senate and the House of Commons in 1948. This policy, intended to integrate Indian people into the broader Canadian society, resulted in a gradual change from residential schools¹⁰ to student residences from which the children attended provincial day schools in non-Indian communities. During this time, many federal day schools on reserves were closed and students were transported daily to nearby provincial schools. Several federal schools were placed under provincial jurisdiction. Financial arrangements were made by the Federal Government

⁹Report of Industrial Schools for Indians and Halfbreeds, 1879, p. 11.

¹⁰In residential schools as in industrial boarding schools, children resided and took formal instruction on the same premises.

with provincial school authorities for the education of Indian children in their system. In some cases, Joint School Agreements were signed which provided that the Federal Government would jointly finance construction and equipment on a basis proportionate to the number of Indian students expected to attend the particular school. In cases where school construction was not necessary to accommodate Indian children, a tuition agreement was signed providing that the Federal Government would pay a tuition fee of a stated amount per month per student attendance. The Government's direction was one of total integration into the provincial system of education either by having Indian children attend provincial schools or by having federal reserve schools under provincial jurisdiction. The Federal Government's intent was to remove itself from the business of educating Indians.¹¹

In 1969, the Government of Canada released a statement on Indian policy.¹² The policy was to promote increased provincial jurisdiction over registered Indians. This policy was rejected by the Indian people as a contravention of the Indian Act and a breach of their treaties. Integration or the attendance of Indian children in provincial schools came to be viewed as part of the Government's master plan and on that basis, Indian leaders demanded consultation before any more federal-provincial agreements were made for the education of Indian children. The cause of integration was given a setback. By this time, about 50% of the Indian student population were attending provincial schools.

Today, 56% or 44,431 of the total Indian student population of 78,688 attend provincial schools with the remaining 44% primarily in

¹¹"Long Range Planning and Financial Forecasting", Indian Affairs Branch, Dec. 1966.

¹²"Statement of the Government of Canada on Indian Policy", Department of Indian Affairs and Northern Development, Ottawa, 1969.

federal day schools on reserves.¹³

The Problem:

The Federal Government has no systematic approach designed to examine and compare the educational achievement of Indian students in the federal and provincial systems of education. In 1976, the Organization for Economic Co-operation and Development made the following statement on Indian education:

"There are few exact data on educational conditions. In any case they are not considered to be satisfactory. Estimates of illiteracy do not exist but it is probably quite high, especially among the older (over 50 years of age) population, many of whom cannot read or write English or French, and the dropout rates before the end of high school are somewhere between 70 and 95 per cent. Probably one registered Indian child in six today completes twelve grades of school; about two in five complete grade nine."¹⁴

The Department of Indian Affairs and Northern Development does not have within its education program explicit objectives, a clearly defined manner of functioning, and plausible links between the two. Therefore, it is not possible to render definitive judgments on its effectiveness. The approach that must be taken is to begin by documenting what is going on in the education programs.¹⁵

There is a need for a systematic approach to provide definitive knowledge of the educational achievement of Indian students. This study proposes to examine and compare the educational achievement of Indian elementary and secondary students in selected federal and provincial schools in Manitoba.

¹³Statistics Division, Department of Indian Affairs and Northern Development, Ottawa, 1978.

¹⁴The Organization for Economic Co-operation and Development, Reviews of National Policies for Education, O.E.C.D., Paris, France, 1976, p. 58.

¹⁵Indian and Inuit Affairs Program, "A Recommended Plan for Evaluation in Indian Education", DIAND, Ottawa, July 1978.

Questions

1. Is the educational achievement of Indian students better in federal schools than in provincial schools?

2. Specifically, how do they compare in terms of enrollment patterns, dropout rate, age-grade placement, graduates, attendance, staff qualifications and experience?

3. What are the views of the education system of parents and students involved in the federal schools compared to those in provincial schools?

Limitations of the Study

The study is a survey and analysis of the educational achievement of Indian elementary and high school students in selected federal and provincial schools in Manitoba. It is limited to students from sixteen reserves who attend one of eight federal or ten provincial schools. Students living in student residences or private homes are not included, nor are students attending schools under the jurisdiction of Band Councils. The study is limited to students in grades one to twelve. It is limited to Indian students' educational achievement and does not include a comparison with non-Indians. It does not go into any depth to determine the causes of student educational achievement; rather, it is limited to being exploratory and to document the existing state of education of Indians in selected federal and provincial schools in Manitoba.

The Significance of the Study

As pointed out previously by the Organization for Economic Co-operation and Development and in the following chapter which deals with the review of the literature of Indian students' educational achievement, a generally low achievement level has been found to exist

over the years. This study examines the academic performance of Indian students in selected federal and provincial schools in Manitoba. This documentation is intended to place the education of Indian students in these schools in a state susceptible to overall judgment. The Department of Indian Affairs and Northern Development, provincial authorities, educators, band councils and parents will not have clear guidelines for future developments until they know the present performance of the Indian students in their schools. The findings should affect such basic policy issues as integration into provincial schools, high schools on reserves and the future involvement of the Federal Government in the education of registered Indians.

Further to this, the study identifies a framework for documentation of existing conditions which could be applied to other areas of the country.

Definition of Terms

Age. The age of students is as of December 31st of a given year.

Age grade deceleration. If a student fails to complete one grade per year, he/she is said to be age grade decelerated.

Band. A band includes all the members of a particular Indian group that are registered with the Federal Government as being members of that group.

Band Education Authority. This is an elected or appointed body of the Band Council which is responsible for education.

Band Council. The elected government of an Indian reserve.

Dropout. A student who, before completing grade twelve discontinues his/her formal learning and no longer receives educational assistance from the Department of Indian Affairs and Northern Development.

Federal Schools. Schools on Indian reserves owned and operated by the Department of Indian Affairs and Northern Development.

Manitoba Native Bilingual Program. A program in which an Indian language is the medium of instruction from nursery (4 year olds) to grade three inclusive.

Metis. A person of mixed Indian and non-Indian ancestry who does not have the legal status of an Indian as defined by the Indian Act.

Native. Any person of Indian ancestry.

Provincial Schools. Schools that are owned and operated by provincial school divisions or districts under the Manitoba Schools Act.

Organization of the Remainder of the Study

The balance of the study is organized as follows: Chapter II consists of a review of the literature. Chapter III presents the methodology of the study. The results of the study are given in Chapters IV, V, and VI. The final chapter, Chapter VII, consists of the summary of results and the conclusions and recommendations reached from the study.

Chapter II

REVIEW OF THE LITERATURE

In this chapter of the study, research related to the education of Indians in federal and provincial schools will be presented. It is intended that this review will provide a link with some of the findings and interpretations made in this study. The major areas of review will include literature relevant to:

1. the educational achievement of Indian students; and,
2. the views of Indian students and parents toward education.

Educational Achievement

In this section, an attempt is made to review the evidence based on dropouts, age grade deceleration, academic achievement, cultural influence and integration.

Dropout. Wax, Wax and Dumont (1969) reported that as of 1950, the median number of years of school completed among the Sioux Indians of Pine Ridge, South Dakota in the United States was less than six. The comparable statistic for non-Indians of the area was over nine years. They further stated that about one-half of those who enter primary grades drop out before entering high school, and of the high school entrants, about one-third graduate. This indicated a dropout rate of 83-1/3% before high school graduation. Walsh (1971), in surveying the conditions of the 8,782 Indian children in Canada who were in grade one

in 1951, found that only 341 had reached grade twelve in a twelve year sequence. This equated to a 3.8% retention rate and a dropout rate of 96.2%. While this does not reveal the actual number of graduates from the class of 1951, as several may have graduated a year or two later, it does reveal yet another problem which is age grade deceleration.

According to Thompson (1964) in her 1958-59 analysis of the United States of America Bureau of Indian Affairs schools, 60% of Indian high school students did not stay in school long enough to graduate. This was 50% greater than the national dropout rate for that year. In a study of Alaskan native secondary school dropouts, Ray (1962) found that of 5,368 native students of secondary school age in 1960, only 1,832 or 34% were actually enrolled in secondary school. This is not an actual indication of a dropout rate of 64%, as many students of high school age were still in elementary schools. It can be speculated, however, that because of being over-age for their grade that the majority might discontinue prior to entering secondary school. Other studies, such as the one by McCarthy (1971) determined that in 1963-64, as many as 82% of registered Indians in the Northland School Division dropped out in grades eight to ten. Hawthorn (1967) cites a 94% loss of Indian school population in Canada between grades one to twelve. This is in contrast to a national average loss of 12% among non-Indians.

In a study of native education in the Province of Alberta, the Task Force (1972) reported that in 1970 only 3.3% of Indians were in grades ten to twelve compared to 20.6% of non-Indian provincial enrollment. An extensive province-wide study by the Federation of Saskatchewan Indians (1973) gave the end of grade six as the most critical point at which dropouts were occurring among fifteen and sixteen year old students. Of every Indian student who began grade one, only one out of twelve to

fifteen was expected to complete high school. The Federation of Saskatchewan Indians reported that the rate of diminishing enrollment with increasing grade level had not changed during the past eight years, even though the majority of students had been shifted from federal to provincial schools. This suggested that integration had provided no measurable impact on the dropout phenomena.

This review of the literature on Indian student dropouts indicated that the observation made by the Organization for Economic Co-operation and Development (1976) provided an accurate estimate of dropouts as being somewhere between 70 and 95 per cent. This rate of dropout has remained consistent over the years according to the studies cited from Wax, Wax and Dumont, 1950, to the 1973 study by the Federation of Saskatchewan Indians. Dropout is reported to occur mainly after grade six (McCarthy, 1971; Manitoba Indian Brotherhood, 1972; Federation of Saskatchewan Indians, 1973; Thomas, Crawford and Kirkness, 1977); among students who are fifteen years of age or older (Flynn, 1963; Manitoba Indian Brotherhood, 1972; Federation of Saskatchewan Indians, 1973). This phenomenon is both national and international. The contrast between dropout rate among Indians and non-Indians continues to be most disparate (Hawthorn, 1967; Alberta Task Force, 1972).

Age-grade deceleration. Related to the problem of dropouts is the problem of age-grade deceleration which refers to students' failure to complete the work of one grade per year. A number of the studies referred to in the preceding section also reported the phenomena of age-grade deceleration.

The relationship between dropout and age-grade deceleration was made by Ray (1962) with his study of Alaskan secondary students which

revealed that age-grade decelerated students drop out of school with greater frequency than those who are near normal grade placement. More specifically, Overstreet (1962) in a study of Alaskan elementary school dropouts showed that of 760 students who left school, 49% had been age-grade decelerated by five or more years.

In the United States, Zintz (1963) noted that one of the major problems in the field of Navajo education was that of age-grade deceleration. Of 9,751 children in 1957, only 6% were "up to grade", 40% were decelerated by one year, and 54% were decelerated by two years or more. This means that many students are required to repeat grades. Flynn (1963) reported that the highest frequency of failure of Indian students occurred at grade one. She indicated that 69.6% of grade one students were not promoted to grade two in one year and 76.4% entered junior high school academically decelerated. Hawthorn (1967) found too that approximately 80% of Indian children repeat grade one with some repeating as many as three times. He found that only 12% are at the proper age-grade level. The average Indian student was reported to be 2.5 years behind his non-Indian counterpart.

The Task Force in Alberta (1972) on intercultural education showed an age-grade deceleration rate at the end of grade three as 57.4%, at the end of grade six as 71% and at the end of grade nine as 65%.

Studies in Saskatchewan and Manitoba revealed similar conditions. The Federation of Saskatchewan Indians (1973) found that 33% of Indian students in grade two were one year over-age for their grade. By grade four, more than half of the students were two or more years older than the expected age for their grade. In Manitoba, studies of two federal schools showed an accumulated deceleration rate of 43% and 37.4% respectively (Sealey, Courchene and Kirkness, 1976; Thomas, Crawford and Kirk-

ness, 1977). The latter study compared the decelerated rate in the federal Indian school with a neighbouring non-Indian school. The rate of deceleration in the non-Indian school was only 3%.

Age-grade deceleration is as common nationally and internationally among Indian students as are dropouts. Deceleration begins as early as grade one (Flynn, 1963; Hawthorn, 1967); decelerated students drop out with greater frequency than those who are at normal age level; Indian students are decelerated at a higher rate than non-Indians (Hawthorn, 1967; Thomas, Crawford and Kirkness, 1977).

Though this thesis is not designed to probe the causes of dropout and age-grade deceleration, a few studies that have attempted to research the causes are cited. A study by Goucher (1967) tried to discover from student attitude and teacher opinion what factors contribute to increase the number of drop outs. She concluded that what were needed were teachers, supervisors and administrators with the flexibility that would enable them to meet the student at his (student's) level of experience and lead him to acquire the means of preparing himself to do what he wants to do within the limits of his capabilities.

Hawthorn (1967) stated that the Indian child's problem begins before he enters school. He stated that the Indian child falls behind immediately because he has to acquire many of the skills the non-Indian child already possesses upon school entry. For the Indian child, school means a re-orientation of values, relationships, routines and expectations.

Simpson-Tyson (1978) concurred with Hawthorn (1967) that the Indian child's problem begins before he enters school. While Hawthorn attributed the problem to cultural elements, Simpson-Tyson suggested that lack of proficiency in the language of instruction was the problem. She

suggested that first grade children lack the verbal skills required to carry on a grade one program and hence, are behind even before they begin. She quoted other studies which support the need for promoting proficiency in oral English. Francis (1962) recommended that oral language be considered in planning first grade programs. Laban (1969) stated that less verbal children need many experiences with oral English before they can read or write. Finally, Chomsky (1972) urged that children be exposed to a variety of language. Simpson-Tyson's 1978 study stated that Indian children function two to three years below non-Indian children in English vocabulary skills, syntactical complexity and conceptual understanding.

Each of the studies present a different reason for drop out and age-grade deceleration. It can be speculated that teacher attitude, cultural differences and language of instruction deficit all contribute to these two problems.

Academic achievement. Several sources of literature were identified which provide insight into the academic achievement of Indian children. These are examined in this section.

From tests administered to a sample of grade five to eight Indian and non-Indian students in Saskatchewan, Renaud (1958) concluded that Indian children do well in non-verbal tests, but average far below the mean for non-Indians on verbal tests. The group of Indian students he tested averaged three years and seven months behind that of the non-Indians in verbal tests. Also related to verbal skills, Vernon (1966) studied 40 eleven year old Stoney and Blackfoot Indians in Alberta as well as 50 Eskimos in the MacKenzie Delta. The results indicated that Indian and Eskimo children did better on non-verbal tests than on verbal tests. He found that on a number of non-verbal tests, the scores varied

little between Indian and Eskimo children and English children of similar ages. MacArthur (1969) found that as pupils grew older, they generally slipped behind non-Indian pupils in verbally loaded tests than in those tests loaded in reasoning from non-verbal stimuli factors. Mickelson and Galloway (1973) indicated that Indian children begin school with specific disadvantages in development of verbal concepts when compared with non-Indian peers. This occurred even though their sample of 30 Indian and 32 non-Indian five and six year old children in Vancouver, British Columbia consisted of cases where English was the language spoken at home.

If Indian children have difficulty in verbal facility as these studies suggested, it is expected that reading performance and other subjects dependent on verbal facility will be low. In testing the reading ability of eleventh and twelfth grade Indian students in New Mexico, U.S.A., Townsend (1963) reported the reading achievement of Indians to be as much as five years below grade level. Similar results were found by Thomas, Crawford and Kirkness (1977) in an examination of scores on Gates-MacGinitie Reading tests given to Indian students in primary grades in 1970, 1971 and 1972. Children did not complete the first year reading program in grade one. Often slippage at this level was slight, registering, for example, 1.5, when they should be at 1.9, signifying a loss of four months. Children tended to slip behind more each year so that by grade four, many were reading a full year below level. The Federation of Saskatchewan Indians (1973) found that non-Indian students did substantially better in all aspects of reading, i.e., in oral reading, comprehension, word study skills, etc. While non-Indian grade seven students were reading at grade level, Indian students in grade seven were reading at a grade four level.

Kleinfeld (1973) summed up cognitive testing as an area in which culturally different children tended to do poorly because the tests are developed to measure western intellectual functioning. The review of the literature on academic achievement of Indian students suggested that Kleinfeld's views about cognitive testing may be valid. Studies generally reported Indian children to be below the norm established for non-Indian children.

Cultural influence. This section reviewed literature that related to cultural influences. Most studies attempted to probe the area of cultural values. Cultural values are a set of inter-related ideas, concepts and practices to which strong feelings are attached by a specific group.

Helper and Garfield (1965) compared 232 Indian adolescents with 123 non-Indian adolescents in their concepts referring to values thought to be distinctive in the two groups. They found the general level of agreement to be high between the Indians and non-Indians. Indians, however, ranked "Indian" higher than the whites ranked "white person". Each rated its own race more positively than the other. Indians also rated "Indian" as closer to the ideal than "me", whereas the non-Indian rated "me" closer to the ideal than "white person". The latter view of Indians may be interpreted as Indians perceiving themselves as a group, as opposed to "me" as an individual.

In "An Exploratory Comparison of Indian and Non-Indian Secondary School Students' Attitudes", Bean (1966) described Indian students' attitudes as being less democratic, less tolerant toward ambiguity, less achievement oriented, less inclined to pursue post-secondary education, more concerned for the future and more willing to share than non-Indian students.

Gue (1971) surveyed 138 Cree and Metis adolescents and 129 teachers and found that Cree and Metis students stressed group goals over individual goals while the teachers stressed individual goals over group goals. He reported that Cree and Metis students had a strong orientation subject to nature while teachers emphasized mastery over nature.

Kleinfeld (1973) observed that in Eskimo society, children learned more by carefully watching adults than by receiving verbal instruction. Her study pointed out that different cultures may foster different types of intelligence as in the case of the highly developed figural abilities among Eskimos.

Lefley (1974) studied the effects of a cultural heritage program on self-concept of Miccosukee Indian children. The test showed the Miccosukee Indians as unchanged in global self-concept, but with a rise in self-esteem. That is, they preferred Indian over Anglo stimuli. This was a modification of the ideal self which may have resulted from renewed satisfaction with Indian identity due to the ten week cultural heritage program.

These few studies available in the area of cultural values and differences suggested that such studies might greatly enhance the efforts of educators in identifying more suitable programs for Indian students. Learning styles of Indian children and recognition of the pre-school socialization process could have great meaning.

Integration. This is the process of having Indian children attend schools with non-Indian children, usually in provincially owned and operated schools. Since the policy of integration was introduced in 1948, the Government of Canada has succeeded in making provision for

over 50% of Indian students in "integrated" schools.

Several studies have been conducted to examine various aspects of the integration process in the United States and Canada. One of the studies looked at "in-group orientation and self-conceptions of Indian and non-Indian students in an integrated school". In this study, Abu-Laban (1965) revealed that 60% of Indian students identified with their ethnic group compared to 7% of non-Indians. This is contrary to the popular assumption that integration eliminates the self-awareness of minority groups. On the contrary, in a study of Sioux students, Bryde (1966) suggested that the Sioux Indian culture which once provided norms and values for its society is anomic for all intents and purposes. As a consequence, the majority of these people reveal patterns which can be identified as alienation. The position taken is that the Indian is caught between two cultures and is therefore, literally outside of, and between both. The psychological state which results from efforts to adapt to these circumstances can be defined as alienation. The resultant effect is a general psycho-social condition out of which develop the high rates of crime, delinquency, dropout, and low educational achievement among Indians.

Hamilton (1966) studied "the perceptions of problems associated with intergroup relations in integrated schools" in Alberta. This study showed that the majority of Indians and non-Indians have a positive attitude toward integrated schooling and that the major problem among Indians is their lack of adequate facility in the English language. A contrast to these findings is the study of integrated adolescent Cree youth by Wintrob and Sindell (1968) which noted that identity conflict developed in these youths due to marked enculturative discontinuities resulting

from dual socialization which Cree children experienced as they alternated between the traditional and urban school milieu.

Dumont and Wax (1969) stated that Indians do well in intercultural classrooms where the teacher is responsive to distinctive norms, whereas, Gleason (1970) concluded that Indian children do not feel at home in integrated schools. Their personality traits differ from non-Indians, and therefore, they are torn between two cultures. In a related study, Clifton (1971) examined the "self-concept and attitudes toward education of Indian and non-Indian students enrolled in an integrated school". His analysis of self-concepts was that both had positive self-concepts, though the non-Indian had a significantly more positive self-concept. In education, he found the non-Indian more positive in attitude toward learning.

According to Kleinfeld (1973), in her study of "classroom climate and verbal participation of Indian and Eskimo students in integrated classrooms", a moderately strong relationship was consistently found between students' perceptions of classroom climate and their verbal participation in integrated schools. The study suggested that a positive classroom climate leads to higher verbal participation.

The conclusions of a study by Friesen (1974) stated that some significant differences could be identified when the integrated school was considered as a factor in Indian education. The kinds of value differences noted in this study support the hypothesis that integration for Indian children broadens their concepts of human nature, lessens their dependence on the family, and helps them develop a more realistic concept of the social work-a-day world.

There was no agreement in these studies that a single process occurred in integration. For almost every study that presented a parti-

cular view, one could be found that would refute that view. Further research might reveal greater consistency in certain aspects suggesting new approaches that might be tried.

Views of Indian Parents and Students Toward Education

There is a dearth of studies pertaining to the views of education by parents and students. This could be a reflection of the history of Indian education which ignored the participation of Indian parents and students in the development of educational policies and programs. Only within the last decade have parents and students made their views known to the authorities. In the future, studies of Indian education involving parents and students may well advance knowledge in this field.

The following studies provided some views of Indian parents and students toward education:

Zentner (1961) reported on "parental behaviour and student attitudes towards school graduates among Indian and non-Indian students" in Oregon and Alberta. He found parental behaviour which is positive and supportive influenced student attitudes in a parallel direction. Students whose parents put on "a great deal" of pressure to think about going to further training reported themselves "very disappointed" at the prospect of failure to graduate from high school, more frequently than did students whose parents who exerted less pressure. Similarly, students who reported "a great deal" of parental pressure to think about going on to further training also frequently reported that their parents would be "very upset" if they failed to finish high school than did others. The importance of supportive parental behaviour, therefore, was evident throughout.

In a study of Canadian Indians, Hawthorn (1967) found that a good many parents were neutral in attitude toward education and would welcome encouragement and proof of the value of education.

Friesen and Lyon (1969) reported Indian parents' views regarding future cultural identity. Of the sample of Southern Alberta parents, 65% stated that the Indian child should be "Indian", 12% said the Indian child should be "like white" and 22% said the Indian child should be "able to function in both worlds".

In a study, "Educational and Occupational Aspirations and Expectations: A Comparative Study of Indian and Non-Indian Youth", Elliott (1970) concluded that Indian parents' aspirations and expectations compared with those of the students exhibited high agreement at below college level. In the case of non-Indian parents, there was high agreement with students if parents were below college level and students were at college level. The greater the degree to which Indian parents were informed, the higher the aspirations they held. Indian parents employed full time held higher aspirations. Non-Indian students tended to "run ahead" of their parents' perceptions, to want to achieve higher than their parents. For Indians, "significant others" played a greater role than parents. This reflects the traditional child-rearing practice where aunts, uncles and grandparents also had responsibility for the children.

Friesen (1974) made reference to two particular differences in views of Indian parents and students. One was that Indian pupils indicated less self-esteem and less faith in human nature than did their parents. Secondly, Indian pupils showed more confidence in the future and in eventual occupational reward than did their parents.

The preceding account of Indian parents' and students' views of

education is varied. No conclusions can be deduced from the literature; rather, it illustrates the need for greater attention by researchers and educators.

SUMMARY

These studies tend to confirm that the educational achievement of Indian students is generally below that of non-Indian students. There is no observable difference in the achievement of Indian students attending federal and provincial schools. The dropout rate ranges as high as 95%; age grade deceleration begins as early as grade one and is a common phenomenon among Indian students. Very few research studies into the causes of dropout and age grade deceleration are available. Cognitive tests show a generally low achievement level for Indian students. Studies on cultural influence imply a need for greater attention in this area. No clear direction is provided by studies of the integration process. The findings are varied and limited. The lack of studies pertaining to Indian parents' and students' views reflected their historical absence from planning and directing their education.

Studies comparing Indians with non-Indians indicated that Indians generally fall below non-Indians in academic achievement. Further research is required in all areas to probe the causes.

Are Indian students experiencing the same general academic pattern as indicated in the review of the literature? Are the views of parents similar to views presented in the review of the literature? This study will address these questions as it examines and compares the educational achievement of Indian students in selected federal and provincial schools in Manitoba.

Chapter III

METHODOLOGY

This chapter contains a description of the sample, instruments and procedures used in this study. The same instruments and procedures were applied to examine and compare various aspects of student educational achievement in the selected sample of federal and provincial schools.

The Sample

The sample was made up of students from sixteen Indian reserves attending eight federal schools and ten provincial schools. The selection of federal schools was based on those schools offering the highest grades in order to compare high school achievement and were from various federal school districts in Manitoba. Criteria for selection of provincial schools were based on those schools to which students must commute daily from their respective homes on reserves, schools into which Indian students have been integrated for ten years or more, and schools from various school divisions in Manitoba.

The Instrument

A total of eight different instruments were applied. To determine whether there is a consistency in trends, wherever possible, instruments reported data for a five year period from 1972-73 to 1976-77. Instruments were "enrollment" by grade per year, "dropout" by age and

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grade, "age-grade placement" by year, "course placement" of grade ten to grade twelve students by year, "graduates" by course by year, and "attendance" by grade by month for each of the five years. Data for these instruments were collected from Program Statistics Division of the Department of Indian Affairs and Northern Development in Ottawa and from local school sources such as student cumulative records, class attendance registers and tuition claim forms.

Data for the survey of staff qualifications and experience were obtained from Statistics Canada. Qualifications were based on degrees held and experience was based on the number of years of teaching. The staff survey was recorded only for the school year 1976-77 as data were unavailable for the years previous.

The student questionnaire was administered to Indian students in grades seven, ten, eleven and twelve in the selected sample of federal and provincial schools. The questionnaire required true and false answers designed to elicit responses in specific areas related to stereotyping, values, ambition, school - personal and general, parents/guardians, personal identity and native content. (See Appendix "A".)

The parent questionnaire was administered to parents in attendance at public meetings on their respective reserves. These meetings were called to explain to the parents the purpose and format of the study of education of Indians in federal and provincial schools in Manitoba. The questionnaire was designed to get an indication of how parents view the education of their children. Some questions presented a choice of responses while others were open-ended questions. (See Appendix "B".)

Both of these questionnaires were administered in the 1978 school year, and therefore present the students' and parents' views for that particular year only. The same was true for the structured and

unstructured interviews which were conducted with school personnel, band council members, school trustees and parents to broaden the description of education in the Manitoba sample.

The Procedure

To provide a comparison of the results, each of the instruments was analyzed separately in terms of educational achievement of students in federal and provincial schools. To determine enrollment patterns, dropouts, age-grade placement of students, calculations were done on a cumulative basis thus providing a kind of overlay presentation of the five years under study. Course placement and graduates were presented separately for each of the five years for federal and provincial schools. Attendance was given as average yearly attendance by percentage along with the average percentage attendance per year for a five year period. This information is incomplete due to insufficient available data. Academic qualifications and experience were presented only for 1976-77 as data were unavailable for the previous years.

The student questionnaire was administered to the grade seven, ten, eleven and twelve Indian students in the selected schools. Grade seven was included to provide views from the junior high school level as well as the high school. These were administered by various education officers, i.e., principals, band education counsellors and classroom teachers. Responses to the questionnaire were categorized into eight specific areas, namely, school - personal, personal identity, values, ambition, parents/guardians, school - general, native content and stereotyping. The various categories were analyzed in terms of estimation of "true" percentages. That is the relative frequency with which a response occurred - a sample proportion. If a response occurred X times out of N, the relative frequency of its occurrence was $X \div N$.

Therefore, if the sample proportion is P, then the percentage proportion is $P = (X \div N) \times 100$. Tables were used to show the "true" percentages of the federal and provincial Indian students' responses in each category.

The parent questionnaire was mainly administered by the author at meetings called to discuss the purpose, format and procedure of the study. In a few instances home-school co-ordinators collected the data. The sample was limited due to the fact that parents/guardians were not all able to complete the questionnaire because of their lack of facility with the English language and that attendance at the meetings varied. There was, therefore, no attempt at any form of statistical analysis or interpretation. Tables of percentages of various responses were provided and serve only as an indication of parental/guardian opinions.

Recommendations given during oral discussions at these meetings with parents were recorded under the headings of responsibility, school program, staff, funding, integration and facilities and services. Finally, activities undertaken by the Indian reserves involved in the study were presented. These activities indicated that the process used in the study to involve local reserve residents and officials is very beneficial.

Two visits were made by the author to the reserves in the sample. The former was to discuss the purpose, format and procedure of the study, while the latter was to present the results of the completed study.

Chapter IV

A DESCRIPTION OF THE FINDINGS: PART ONE

Chapter IV is devoted to a description and discussion of the results of the study. It is concerned with a comparative analysis of the educational achievement of Indian students in a selected sample of federal and provincial schools in Manitoba. It presents documentation of the results produced by analysis of data on enrollment patterns, dropouts, age-grade placement, course placement, graduates, attendance and staff qualifications and experience. A comparison of the views of Indian students and parents connected with the sample are presented in Chapters V and VI respectively.

Enrollment Pattern

The cumulative student enrollment for five school years from 1972-73 to 1976-77 for the selected sample of schools is provided in Table 1. It reveals that in both federal and provincial schools, the highest enrollment was concentrated in the first seven grades. There was a marked decline in enrollment from grade seven onward. After grade nine, enrollments declined by 50% or more with each grade. The lower enrollments in grades ten to twelve in federal schools resulted in part from the fact that only two of the eight federal schools in the sample offered grade twelve, one went only to grade eleven, with three offering up to grade ten and two offering only up to grade nine.

Table 1

Indian Student Enrollment
(1972-73 to 1976-77)

GRADE	FEDERAL SCHOOLS	PROVINCIAL SCHOOLS	TOTAL
1	1,357	811	2,168
2	1,210	578	1,788
3	1,300	540	1,840
4	1,120	514	1,634
5	1,098	482	1,580
6	948	544	1,492
7	1,078	661	1,739
8	735	435	1,170
9	593	420	1,013
10	193	239	432
11	63	145	208
12	18	64	82
Special	13	116	129
Total	9,726	5,549	15,275

A more specific analysis and comparison of enrollment concentrations by percentage is presented in Table 2. It shows that from 1972-73 to 1976-77, the proportion of students in primary, elementary, junior high and high schools in both federal and provincial schools remained virtually unchanged. The largest percentage was concentrated in primary, with a gradual decrease in elementary and junior high grades. A dramatic drop occurred between junior high and high school. This infers that a

large proportion of students dropped out of school from grade seven onward.

Table 2

Percentage Enrollment of
Indian Students from
1972-73 to 1976-77

GRADE	1972-73		1976-77	
	FED.	PROV.	FED.	PROV.
Primary (1-3)	42.8	33.7	33.6	31.8
Elementary (4-6)	30.4	29.5	33.6	26.0
Jr. High (7-9)	24.0	30.4	23.5	25.3
High School (10-12)	.6	5.1	4.2	10.1

Note: Special (ungraded) not included in percentages.

Dropouts

Data on the dropout rate of Indian students were available only for 1975-76 and 1976-77. Tables 3 and 4 provide the cumulative dropout rate of Indian students in the selected federal and provincial schools respectively. The tables show that the dropout rate was similar for students in both federal and provincial schools. The dropout rate was highest in terms of numbers of dropouts in grades seven to nine among students who were fifteen and sixteen years of age. As a result, the enrollment in grades ten to twelve was much smaller while the dropout rate continued to be high in terms of percentage.

The data suggested that students might be dropping out of school even prior to grade six, especially in federal schools. A random check of three of the federal schools in the sample confirmed that students were dropping out prior to grade six. In both federal and provincial

Dropout Rate of Indian Students
in Eight Federal Schools
1975-76 and 1976-77

Age \ Grade	6	7	8	9	10	11	12	Total
12	1							1
13	3	4	4					11
14	9	8	8	2	2			29
15	11	24	19	19	5			78
16	6	13	20	21	6	1		67
17	1	6	4	12	5	8	2	38
18			1	5	3	11	2	22
Over 18				3	6	2	2	13
Total	31	55	56	62	27	22	6	259
Total Population	441	446	318	273	111	41	17	1647
% of Total Population	7.0	12.3	17.6	22.7	24.3	53.7	35.3	15.7

Table 4

Dropout Rate of Indian Students
in Ten Provincial Schools
1975-76 and 1976-77

Age \ Grade	6	7	8	9	10	11	12	Total
12		2						2
13		1	1					2
14	2	9	4	5	3			23
15		12	7	14	4			37
16		10	9	24	8	3	1	55
17		3	4	5	15	9	3	39
18					6	5	2	13
Over 18					4	4	7	15
Total	2	37	25	48	40	21	13	186
Total Population	76	260	193	175	131	80	53	968
% of Total Population	2.6	14.2	12.9	27.4	30.5	26.3	24.5	19.2

schools, students dropped out prior to the legal school leaving age which is sixteen years of age as determined by the Indian Act and the Manitoba Public Schools Act. The occurrence of dropouts before age sixteen suggests that the enforcement of these two pieces of legislation has either not been practised or has been ineffective.

Age-grade Placement

If students progress at a normal rate, it is expected that they will complete one grade per year. If students do not complete one grade per year, they are said to be decelerated. In Tables 5 and 6, the cumulative age-grade placement of Indian students is presented for 1972-73 to 1976-77 for the selected federal and provincial schools respectively. The tables indicated that the problem of age-grade deceleration existed in both education systems. Federal schools are reported as having a deceleration rate of 35.4% with provincial schools reported at 33.8%. That is, one-third of the Indian school population in the sample of federal and provincial schools was behind the "normal" age grade placement. Age-grade deceleration was shown as beginning in grade one with the highest rate occurring in grades seven and eight among fourteen, fifteen and sixteen year old students. A number of students were as much as five years decelerated, i.e., seventeen years of age in grade five or eighteen years of age in grade seven.

In 1968, the Federal Government issued a policy of "continuous progress" for federal schools, a practice which was already in effect in provincial schools. It was designed to allow children to advance at their own speed, without failure, continuing each September from the level reached in June of the previous school year. Table 7 is a comparison of age-grade deceleration by percentage for each of the five years surveyed (1972-73 to 1976-77). The table revealed a high rate of

Table 5
Age-Grade Placement of Indian
Students in Federal Schools
1972-73 to 1976-77

Grade Age	1	2	3	4	5	6	7	8	9	10	11	12	Total
6	872	77	5										954
7	376	549	66	1									992
8	86	379	441	50	3								959
9	14	143	442	335	58	8	9						1009
10	6	42	225	342	296	129	3						1043
11	3	14	80	212	300	264	53	6					932
12		4	29	115	235	256	242	37	2				920
13		2	8	52	116	167	285	190	46				866
14			4	12	55	86	242	205	147	15			766
15				1	21	31	133	173	172	57	2		590
16					13	7	91	83	122	63	17		396
17					1		19	25	60	33	28	7	173
18							1	14	31	11	13	5	75
19								2	10	3	0	3	18
Over 19									3	11	3	3	20
Total	1357	1210	1300	1120	1098	948	1078	735	593	193	63	18	9713
% Age Grade Decelerated	8.0	17.0	26.6	35.0	40.0	30.0	45.0	40.0	38.0	30.0	25.4	33.3	35.4

Note: Special not included.

Table 6
Age-Grade Placement of Indian Students
in Provincial Schools
1972-73 to 1976-77

Grade Age	1	2	3	4	5	6	7	8	9	10	11	12	Total
6	542	45	2										589
7	185	261	32	2									480
8	67	187	216	28	1								499
9	17	74	171	178	37		1						478
10		9	86	167	143	45	2						452
11		2	29	86	163	160	38	1					479
12			4	41	91	174	150	27	6				493
13				11	37	109	197	116	32				502
14				1	9	44	152	108	115	24	1		454
15					1	9	86	106	107	71	11		391
16						3	27	51	105	63	50	2	301
17							5	22	44	55	36	20	182
18							1	3	9	20	30	14	77
19									1	5	14	16	36
Over 19							2	1	1	1	3	12	20
Total	811	578	540	514	482	544	661	435	420	239	145	64	5433
% Age Grade Decelerated	10.4	14.7	22.0	27.0	28.6	30.3	41.3	42.0	38.0	33.9	32.4	44.0	33.8

Note: Special not included.

deceleration in both federal and provincial schools. Federal schools were shown as having a deceleration rate of 50% in 1972-73 compared to 30.5% in 1976-77. "Continuous progress" may have succeeded in substantially improving the age-grade placement of federal school students over a five year period. The deceleration rate for provincial schools has remained fairly constant at around 30% during the five year period. The rate of deceleration in both systems is still disproportionately high.

Table 7

Percentage of Age-Grade Deceleration
1972-73 to 1976-77

YEAR	FEDERAL	PROVINCIAL
1972-73	50.0	30.0
1973-74	21.2	11.0
1974-75	31.6	32.6
1975-76	27.4	33.4
1976-77	30.5	28.8

Course Placement

During 1972 to 1977, the Manitoba curriculum offered four optional course routes to high school students. Academic (100) was for university preparation; general (101) provided community college type of preparation; vocational (102) was preparation for business or community college, and the occupational entrance course (O.E.C.) was job-oriented. This latter course was designed primarily for students unable to cope with the academic content of the other three courses. The occupational entrance course was basically for training in service-oriented jobs such as clerks, chambermaids, nurses' aides, packers, and general

labour. Table 8 is a cumulative account of course placement of Indian students in the sample of federal and provincial schools from 1972-73 to 1976-77. Where students were taking a combination of subjects in different courses, for example, three academic (100) subjects and five general (102), the course with the greater number of subjects was used. It must also be noted that in the case of federal schools offering high school grades, in most cases only the general course was offered due to limited enrollment. Provincial schools in the sample provided all options except for one which was a small town with a relatively low enrollment.

The table indicates that the majority of Indian high school students in federal and provincial schools were placed in the general course, i.e. 76% in federal schools, and 84% in provincial schools. The remaining 24% in federal schools were in the academic course, compared to 1% of those in provincial schools. Only 2% of Indian students in provincial schools were in the vocational course while 12% were in the occupational entrance course. This 12% represented students clustered in two high schools. This does not provide an accurate indication of the number of Indians in the occupational entrance course. The instrument measured only the number in grades ten to twelve. A more accurate number would have been provided had the instrument required course placement from grade seven onward.

Graduates

It has been the policy of the government to have Indian students attend provincial schools for high school education. For many Indian students attending federal elementary schools, it meant that they would have to leave their homes if they wanted to enter high school. In Manitoba, two federal schools were permitted to establish high school

Table 8

Course Placement of Indian
High School Students
1972-73 to 1976-77

Grade	Course	1972 - 1973		1973 - 1974		1974 - 1975		1975 - 1976		1976 - 1977		Total	
		Prov.	Fed.	Prov.	Fed.	Prov.	Fed.	Prov.	Fed.	Prov.	Fed.	Prov.	Fed.
10	Academic (100)					8			16	3	21	4	45
	General (101)	8	24	27	32	47	33	57	21	42	43	186	148
	Vocational (102)							1				1	
	O.E.C.	8			5	9		9			16	47	
11	Academic (200)								9		3		12
	General (201)	9			2	27	8	32	9	38	14	108	31
	Vocational (202)					3						3	
	O.E.C.	1			1	4		2		4		12	
12	Academic (300)										3		3
	General (301)	1			3	1		27	3	24	6	56	9
	Vocational (302)					1						1	
	TOTALS	27	24	44	27	92	49	128	58	127	90	418	248

Course: %
Academic 24
General 76

PROVINCIAL

Course: %
Academic 1
General 85
Vocational 2
O.E.C. 12

FEDERAL

programs in the mid 1970's. These schools had a total of 12 graduates³⁸ in two years, 1976 and 1977. This is shown in Table 9 which provides the year of graduation and the course from which the students graduated. Three of the students in federal schools graduated from the academic course, while nine graduated from the general course. A follow-up of these graduates in 1978 revealed that most were in post-secondary institutions or had graduated from one and were gainfully employed.

The provincial schools in the sample all offered a high school education. Students were required only to transfer from the elementary section to the high school program while remaining at home. The table indicates that from 1972-73 to 1976-77, a total of 16 students graduated from provincial high schools, 15 of whom graduated from the general course in high school on a reserve under the jurisdiction of the province. Only one student graduated from a provincially integrated school off the reserve.

There were no vocational or occupational entrance course graduates. Occupational entrance course graduation is at grade eleven.

The evidence showed that the number of Indian students who graduated from high school was low. There was greater success in graduation by Indian students attending high schools on their reserves, i.e., 27 graduates compared to one from an off-reserve provincial school.

Attendance

The attendance survey covered a five year period from 1972-73 to 1976-77. Average attendance could not be calculated for all schools for each of the years due to insufficient data. Tables 10 and 11 contain the average percentage attendance of students in the selected federal and provincial schools respectively. The tables indicate that the average attendance over a five year period ranged from 61% to 86%. The

Table 9
 Grade Twelve Indian Student Graduates
 1972-73 to 1976-77

Grade	Course	1972 - 1973		1973 - 1974		1974 - 1975		1975 - 1976		1976 - 1977		Total	
		Prov.	Fed.	Prov.	Fed.	Prov.	Fed.	Prov.	Fed.	Prov.	Fed.	Prov.	Fed.
11	O.E.C.												
12	Academic (300)			1							3		1
	General (301)							6	3	9	6	15	9
	Vocational (302)												
	TOTALS			1				6	3	9	9	16	12

attendance pattern was consistent and similar for both federal and provincial schools. A review of the data provided by the yearly attendance forms by grade per school revealed that attendance tended to decrease as the year progressed. That is, attendance was generally higher in September than in June. Another indication was that attendance began to decline at grade five with the most notable decline occurring at grades seven and eight. Several schools reported an average attendance for some months as low as 30%.

The survey presented a serious problem of poor attendance. It raised speculation about whether poor attendance causes low academic achievement or whether low academic achievement results in poor attendance.

Table 10

Attendance of Indian Students
in Federal Schools

Schools	1972-73	1973-74	1974-75	1975-76	1976-77	5 Year Average
1	-	-	-	70	65	-
2	88	84	86	85	85	86
3	65	70	71	63	58	65
4	-	73	-	-	79	-
5	67	68	64	52	56	61
6	-	64	71	69	66	-
7	79	71	66	76	72	73
8	83	83	85	84	87	84

Table 11

Attendance of Indian Students
in Provincial Schools

SCHOOLS	1972-73	1973-74	1974-75	1975-76	1976-77	5 Year Average
1	65	71	65	68	69	68
2	69	69	67	73	64	68
3A	90	-	-	91	-	-
3B	87	-	-	84	-	-
4	84	81	86	74	73	80
5	-	-	-	-	80	-
6A	-	-	-	-	91	-
6B	-	85	-	86	-	-
7A	-	-	-	-	-	-
7B	84	87	-	-	73	-
7C	93	78	74	83	86	83
7D	-	-	-	61	64	-
7E	-	83	-	84	89	-
7F	79	-	81	70	77	-
8A	84	81	-	82	-	-
8B	58	-	-	-	-	-
9	-	84	81	78	80	-
10A	-	-	-	-	-	-
10B	85	88	-	88	-	-

Note: Some elementary schools and high schools in the same location operate under separate administrations.

This survey does not report achievement of students, but was conducted to see if any relationship could be drawn from staff academic qualifications and experience to student achievement in the selected federal and provincial schools in Manitoba.

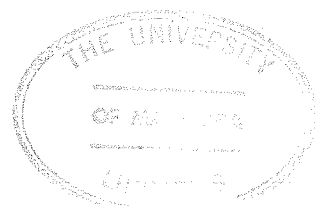
Data reported in the survey was available only for the 1976-77 school year and includes with regular classroom teachers other staff involved in the teaching program such as principals and librarians.

Table 12 provides a comparison of the academic qualifications of the staff. Among the federal school staff, 62.2% have Bachelor's degrees compared to 74.6% of provincial school staff; 3.9% of federal school staff have Master's degrees compared to 2.0% of provincial school staff. Of federal school staff, 33.9% do not hold degrees compared to 23.4% of provincial school staff. The differences in academic qualifications varied only marginally with 10% more staff in provincial schools holding degrees than in federal schools.

Table 12

Academic Qualifications
of Staff in 1976-77

DEGREES	FEDERAL		PROVINCIAL	
	No.	%	No.	%
Bachelors	79	62.2	249	74.6
Masters	5	3.9	7	2.0
Doctorate	0	0	0	0
No degree	43	33.9	78	23.4
TOTALS	127	100.0	334	100.0



A comparison of the years of experience of staff in selected federal and provincial schools in Manitoba is provided in Table 13. Inspection of this Table showed that in federal schools, 54% of the staff have three years of experience or less compared to 25% of provincial staff; 16% of federal school staff have four to six years compared to 13% of provincial staff; 11% of federal staff have seven to nine years compared to 16% of provincial staff; 19% of federal staff have ten years of experience or more, compared to 46% of provincial staff. These differences noted are substantial, particularly in revealing the numbers having three years of experience or less and ten years of experience or more. A further examination of the general placement of teachers with minimal experience might provide some answers to the low academic achievement of Indian students, particularly if they are found to be mainly in the primary area.

The comparisons provided in Tables 12 and 13 indicated that staff in federal schools fall behind their provincial counterparts in both academic qualifications and in years of experience.

Table 13

Years of Experience
of staff in 1976-77

Years of Experience	Federal		Provincial	
	No.	%	No.	%
3 or less	69	54	82	25
4 - 6	21	16	43	13
7 - 9	14	11	54	16
10 +	23	19	155	46
TOTALS	127	100	334	100

SUMMARY

This chapter analyzed the data obtained on enrollment pattern dropout, age-grade placement, course placement, graduates, attendance and staff academic qualifications and experience in selected federal and provincial schools in Manitoba. It concluded that there is little observable difference in the academic performance of Indian students in federal and provincial schools.

The findings indicated that:

- The Indian student population was concentrated in grades one to seven. There was a marked decline in enrollment after grade seven. From grade nine onward, enrollments decreased by 50% or more.

- The largest numbers of students dropped out of school in grades seven to nine among fifteen and sixteen year old students. The drop out rate of those in high school was high in terms of percentage. Some students dropped out of school prior to grade six and prior to the legal school leaving age of sixteen years.

- Over one-third of the students were age-grade decelerated. Deceleration began as early as grade one with the highest rate occurring in grades seven and eight.

- The majority of high school students were placed in the general course.

- The rate of graduation from high school was very low. More students graduated from grade twelve on reserve schools than from high schools off reserve.

- The rate of absenteeism was high. Attendance tended to decrease as the year progressed. Attendance began to decline in grade five with the most noticeable decline occurring at grades seven and eight.

- The staff in federal schools had lower academic qualifications and fewer years of experience than staff in provincial schools.

In general, students in the selected federal and provincial schools showed that the majority of students were at the elementary level; dropout rate was high; age-grade deceleration was high; the majority of students were in the general course; few students graduated; absenteeism rate was high. The most critical area was in grades seven, eight and nine among fourteen, fifteen and sixteen year old students. This pattern was consistent over the years surveyed.

Chapter V

A DESCRIPTION OF THE FINDINGS: PART TWO

This is the second of three chapters devoted to the description and discussion of the study. This chapter concerns responses to a questionnaire administered to Indian students in grades seven, ten, eleven and twelve in the selected federal and provincial schools in Manitoba.

The purpose of the questionnaire was to compare the responses of the Indian students in federal schools with Indian students in provincial schools. While the questionnaire was mainly administered to high school students, grade seven students were included to provide a sample from the junior high school level. Responses to the questionnaire were categorized into eight specific areas of concern, namely, school - personal, personal identity, values, ambition, parents/guardians, school - general, native content and stereotyping. Since no statistical analysis has been conducted except for an estimation of percentages and a compilation of frequency tables, interpretation of the results is limited and cannot be considered conclusive. Further analyses of student perceptions of these concerns is better handled by teachers and parents in their respective schools.

Appendix "A" provides the questionnaire administered to the students which contained forty statements requiring "true" or "false" responses. The questionnaire was given in the spring of 1978.

Table 14 provides an estimation of a "true" percentage which is the relative frequency with which a response has occurred, namely, a sample proportion. If a response occurred X times out of N, the relative frequency of its occurrence was $X \div N$. Therefore, if the sample proportion is P, then the percentage proportion is $P = (X \div N) \times 100$.

As shown in Table 14, Indian students in the selected federal and provincial schools generally responded similarly to the forty statements placed in eight separate categories. That is, the relative frequency with which a response occurred differed by only 3% between students in federal and provincial schools.

Table 14

Estimation of "True" Percentage Proportion of
Student Responses in Eight Categories

CATEGORIES	FEDERAL		PROVINCIAL	
	TRUE	FALSE	TRUE	FALSE
School - personal	71%	29%	70%	29%
Personal Identity	70%	30%	71%	29%
Values	66%	34%	69%	31%
Ambition	85%	15%	77%	23%
Parents/Guardians	72%	28%	67%	32%
School - general	70%	30%	58%	40%
Native content	75%	25%	63%	37%
Stereotyping	51%	49%	61%	39%
Average "true" percentage	70%	30%	67%	33%

For further description and discussion of student responses to the questionnaire, eight separate compilations of frequency tables are provided relating to each category. Percentages do not equal 100% in all cases because students left some questions blank.

Table 15 gives the results of responses to statements related to school which were of a personal nature. Students in federal and provincial schools provided similar responses. "True" percentages of true responses were 71% and 70% respectively. This indicates that the majority of the students are satisfied with their school performance and their future. However, about half of the students stated that they did not feel they were being helped by their education counsellor/home-school co-ordinator. This may indicate that counsellors/home-school co-ordinators are ineffective or that students' expectations of them are different from the actual roles they perform.

Table 15

Student Responses to Statements
Related to "School-Personal"

STATEMENT	FEDERAL		PROVINCIAL	
	TRUE	FALSE	TRUE	FALSE
I attend school regularly	76%	24%	84%	16%
I like to attend a high school that gives both academic and vocational courses	83%	17%	79%	21%
I almost always get my home-work finished	72%	28%	63%	37%
I am satisfied with how I am doing at school.	75%	25%	69%	31%
I feel that I am helped a lot by my education counsellor/home-school co-ordinator.	51%	49%	56%	41%
"True" percentage	71%	29%	70%	29%

Table 16 provides student responses to statements related to personal identity. The "true" percentage of true responses are 70% for federal students and 71% for provincial students. The majority showed positive personal identities. Though this, in the overall sense, appears satisfactory, it must be noted that 41% of federal students and 65% of provincial students felt that "they did not have much to be proud of" and 47% of federal students and 29% of provincial students felt that "they did not have much of a chance in life". These responses may be a reflection of the low socio-economic conditions of many Indian reserves not only in Manitoba but in all of Canada.

Table 16

Student Responses to Statements
Related to "Personal Identity"

STATEMENT	FEDERAL		PROVINCIAL	
	TRUE	FALSE	TRUE	FALSE
I do not find it difficult to talk to "white" people	69%	31%	69%	31%
I feel the average Indian person is as good as the average "white" person.	84%	16%	83%	17%
I think Indians are just as smart as "white" people.	78%	22%	81%	19%
I feel I have much to be proud of.	59%	41%	35%	65%
I have many friends at school.	78%	22%	85%	15%
I think people like me have a chance in life.	53%	47%	71%	29%
"True" percentage	70%	30%	71%	29%

Students responded similarly to statements related to values as shown in Table 17. The "true" percentage difference was only 3%. There was preference for a "group" rather than an individual situation; there was a respect for grandparents and there was a feeling of living with nature rather than dominating it. This showed that the traditional values of Indians are still held by students. Only one-half of the respondents "would have liked to live in the good old days". This shows a differentiation between ingrained values and romanticizing of the past.

Table 17

Student Responses to Statements
Related to "Values"

STATEMENTS	FEDERAL		PROVINCIAL	
	TRUE	FALSE	TRUE	FALSE
When there is a chance to work alone or with a group, I would rather work with a group.	70%	30%	71%	29%
I feel that I am a better person for having known my grandparents.	63%	37%	62%	38%
People should learn to live with nature instead of trying to change nature.	84%	16%	93%	7%
I would like to have lived in the old days when there were plenty of buffalo and other animals to hunt.	47%	53%	49%	51%
"True" percentage	66%	34%	69%	31%

In Table 18, student responses to statements related to ambition showed the majority as having high aspirations in terms of education, and future occupations. Federal students showed more optimism than provincial students with "true" percentage scores of 85% and 77% respectively. Fewer provincial students planned to complete grade twelve and to enter a post-secondary institution than federal students. These responses could reflect what is the "right" thing to say rather than what students really feel.

Table 18

Student Responses to Statements
Related to "Ambition"

STATEMENTS	FEDERAL		PROVINCIAL	
	TRUE	FALSE	TRUE	FALSE
I try to have the highest grades in my class	70%	30%	65%	35%
I do not plan to leave school as soon as I am sixteen years old.	88%	12%	87%	13%
I plan to finish grade twelve.	93%	7%	79%	21%
I plan to go to university or community college after I finish high school.	79%	21%	62%	38%
I feel that I should plan for an occupation, so that I can have a better life in the future.	93%	7%	90%	10%
"True" percentage	85%	15%	77%	23%

Student responses to statements related to what they perceive and observe to be their parents' views and actions are given in Table 19. Again, the agreement of students in federal and provincial schools is strong differing in "true" percentage by only 5 to 6%.

Early independence is believed to be a "value" practiced by Indian parents. Responses to the statement relating to "parents letting their children decide whether to stay in school or not" can be interpreted to mean that the "value" is changing. Students are less independent today.

More parents/guardians attend parent-teacher meetings in federal schools than in provincial schools. This may be because parents are generally less involved in schools which are off the reserves.

At least half of the respondents indicated that unpleasant home experiences could result in having them leave school.

In response to general statements about school, students in federal and provincial schools showed a difference in "true" percentage of 12%. This is much higher than in the other categories. Table 20 shows that 52% of federal students compared to 21% of provincial students "wanted their teachers to visit them in their homes once in a while". In the choices of where students preferred to be educated, most showed a preference for grade one to twelve on the reserve. This may mean that many students are dissatisfied with attending provincial schools.

Table 21 provides student views regarding native content in the curriculum. Again there is a 12% difference in "true" percentage with students in provincial schools generally less interested in having native content in their program. This may result from the fact that more teaching of Indian languages, history, arts and crafts is carried

Table 19

Student Responses to Statements
Related to "Parents/Guardians"

STATEMENTS	FEDERAL		PROVINCIAL	
	TRUE	FALSE	TRUE	FALSE
My parents/guardians want me to finish grade twelve	90%	10%	85%	15%
My parents/guardians would not like me to quit school and go to work when I'm 16 years old.	92%	8%	91%	9%
My parents/guardians are not old-fashioned and so I usually believe what they have to say.	77%	23%	84%	16%
My parents/guardians let me decide whether to stay on in school or not.	55%	45%	43%	57%
My parents/guardians usually attend the parent-teacher meetings at our school.	57%	41%	35%	61%
Indian parents/guardians should have more of a say in school matters.	76%	24%	86%	14%
Unpleasant experiences at home, such as drinking, may cause me to quit school.	54%	46%	48%	52%
"True" percentages	72%	28%	67%	32%

Table 20
 Student Responses to Statements
 Related to "School-General"

STATEMENTS	FEDERAL		PROVINCIAL	
	TRUE	FALSE	TRUE	FALSE
Most of the Indian students in my class are doing well.	92%	8%	70%	26%
Indian students are treated the same as "white" students in our school.	73%	25%	68%	29%
I would like my teachers to come to visit in our home once in a while.	52%	48%	21%	75%
Indian children should be able to take their grade one to twelve education in <u>reserve</u> schools.	87%	13%	72%	28%
Indian children should be able to take their grade one to twelve education in <u>provincial</u> schools.	55%	45%	57%	43%
Indian children should attend reserve schools up to grade eight or nine and then go to provincial schools.	52%	48%	47%	53%
I think there should be some Indian teachers in all schools attended by Indian children.	80%	20%	71%	29%
"True" percentage	70%	30%	58%	40%

on in federal schools. The provincial response may be a response to the "unknown".

Table 21

Student Responses to Statements
Related to "Native Content"

STATEMENTS	FEDERAL		PROVINCIAL	
	TRUE	FALSE	TRUE	FALSE
I think it is important to study an Indian language in school.	77%	23%	61%	39%
I would like to see more Indian legends and stories about Indian way of life in schools.	88%	12%	70%	30%
Where Indian children begin school knowing only an Indian language, they should be taught in that Indian language for the first few years of school.	60%	40%	59%	41%
"True" percentage	75%	25%	63%	37%

The final table of student responses is related to stereotyping. Table 22 shows general agreement by students in federal and provincial schools. However, there is evidence of a more even split in "true" and "false" responses. Fifty-nine per cent of provincial students compared to 36% of federal students "think some teachers don't like people of other races" and 52% of provincial students compared to 41% of federal students feel that "white children generally get better grades than Indian children". This could indicate that students feel more discriminated against in provincial schools than in federal schools. Both

federal and provincial students scored high the statement that "most white people 'look down' on Indians".

Table 22

Student Responses to Statements
Related to "Stereotyping"

STATEMENTS	FEDERAL		PROVINCIAL	
	TRUE	FALSE	TRUE	FALSE
I think some teachers do not like people of other races.	36%	64%	59%	41%
Most "white" people "look down" on Indians.	75%	25%	73%	27%
"White" children generally get better grades than Indian children.	41%	59%	52%	48%
"True" percentage	51%	49%	61%	39%

SUMMARY

Chapter V concluded that Indian students in federal and provincial schools shared similar views in response to the forty statements in the questionnaire. When categorized into specific areas the responses were very similar in five of the eight categories. In terms of school-personal, personal identity, values, ambition and parents/guardians, students in federal and provincial schools differed in "true" percentage responses by only 1% to 8%. In the latter three categories of school-general, native content and stereotyping, responses varied from 10% to 12% of "true" percentage.

According to the responses in the first five categories as shown in Table 14, the majority of Indian students in federal and provincial schools are satisfied with their school performance and are optimistic about their future; they show positive personal identities; they maintain traditional Indian values; they have high aspirations in terms of education and future occupations.

In the last three categories of school-general, native content and stereotyping, where the "true" percentage points differed slightly more between Indian students in federal and provincial schools than in the first five categories, the following is noted:

- More students in federal schools welcomed teacher visits into their homes than did students in provincial schools. (52% - 21%)
- More students in federal schools expressed an interest in studying an Indian language in school than did students in provincial schools. (77% - 61%)
- More students in federal schools expressed an interest in having Indian legends and stories about Indian way of life in schools than did students in provincial schools. (88% - 70%)

- More students in provincial schools felt that teachers do not like people of other races than did students in federal schools. (59% - 36%)

The greater difference in the last three categories are explained by the previous four statements. These statements indicate that students in federal schools have a closer association with teachers and a greater appreciation of Indian culture. Students in provincial schools show an alienation toward teachers and toward Indian culture. This may be a reflection of being a "minority" in provincial schools where little, if any, attention is given to particular minority needs.

This chapter should provide stimulus for further study by individual schools. Students have much to tell us that would surely change certain facets of the education program.

Chapter VI

A DESCRIPTION OF THE FINDINGS: PART THREE

This is the third of three chapters devoted to describing and discussing the results of the study. This chapter is concerned with opinions and suggestions made by parents through the use of a questionnaire and through discussions during meetings held on the reserves with the author. Meetings to discuss the purpose, format and implementation of the study were conducted as an initial step to engaging in the study. Further meetings were held on reserves to discuss the results of the findings as presented in Chapters IV, V and VI.

The purpose of the questionnaire was to solicit opinions about various educational concerns from parents whose children attend the selected sample of federal and provincial schools in Manitoba. The number of respondents to the questionnaire was very small. Only 51 respondents involved in the federal schools, and 43 respondents involved in the provincial schools answered the questionnaire. The small number of respondents was due partly to the limited number of parents who attended the meetings, and partly to the fact that some of the parents who did attend lacked the basic knowledge of English literacy necessary to complete the questionnaire. The questionnaire was replaced in these situations by encouraging oral discussion in English or Cree about the issues raised in the questionnaire.

No statistical analysis or interpretation was attempted from

the questionnaire due to the limited sample. The results in terms of percentages follow and are provided only to give the reader an indication of parental opinions.

Following the results of the questionnaire, an outline of the parents' comments as presented in oral discussions at reserve meetings is provided. These are directed to five main areas of concern.

A third section is directed to a discussion of the activities being undertaken by the communities following their involvement in the process of this study.

Parents' Questionnaire Results

The following results represent 51 respondents in the federal system and 43 respondents in the provincial system. Percentages, in terms of the number of particular responses to each statement given by respondents in federal and provincial systems, are provided separately as well as the overall percentage of response to each statement. Percentages do not total 100% in most cases as not all questions were answered by all respondents. The differences that can be observed in the responses of the two groups to the eighteen statements should assist in guiding those in charge of providing education for Indians.

QUESTION	RESPONSE	FEDERAL	PROVINCIAL	TOTAL
<u>Question 1:</u>	Yes	66.7	62.8	64.9
Do your children, who are in elementary school (grades 1-8) like going to school?	No	7.8	16.3	11.7
	N/A	11.8	7.0	9.6
	Other	0	0	0

QUESTION	RESPONSE	FEDERAL	PROVINCIAL	TOTAL
<u>Question 2:</u>	Yes	33.3	18.6	26.6
Do your children who are in high school (grades 9-12) like going to school?	No	3.9	14.0	8.5
	N/A	51.0	39.5	45.7
	Other	2.0	0	1.1

QUESTION	RESPONSE	FEDERAL	PROVINCIAL	TOTAL
<u>Question 3:</u>	Yes	52.9	34.9	44.7
Do you think your children are receiving adequate school counselling?	No	31.4	46.5	38.3
	N/A	0	0	0
	Other	7.8	0	4.3

QUESTION	RESPONSE	FEDERAL	PROVINCIAL	TOTAL
<u>Question 4:</u>	Yes	68.6	72.1	70.2
Do you think Indians should receive the same kind of education as non-Indians? *	No	23.5	23.3	23.4
	N/A	0	0	0
	Other	0	0	0

* This was often qualified by stating: "Yes, but it should be culturally relevant".

QUESTION	RESPONSE	FEDERAL	PROVINCIAL	TOTAL
<u>Question 5:</u>	On Reserve	78.4	48.8	64.9
If you had a choice where would you like your children to attend elementary school (grades 1-8)?	Nearest Town	0	27.9	12.8
	Prov. School	5.9	7.0	6.4
	City	2.0	0	1.1
	Other	0	0	0

QUESTION	RESPONSE	FEDERAL	PROVINCIAL	TOTAL
<u>Question 6:</u>	On Reserve	78.4	39.5	60.6
If you had a choice, where would you like your children to attend high school (grades 9-12)?	Nearest Town	3.9	25.6	13.8
	Prov. School	5.9	7.0	6.4
	City	5.9	2.3	4.3
	Other	2.0	0	1.1

QUESTION	RESPONSE	FEDERAL	PROVINCIAL	TOTAL
<u>Question 7:</u>	Academic	51.0	30.2	41.5
What kind of high school would you prefer to have your children attend?	Comprehensive	33.3	37.2	35.1
	Other	7.8	0	4.3

QUESTION	RESPONSE	FEDERAL	PROVINCIAL	TOTAL
<u>Question 8:</u>	Yes	88.2	62.8	76.6
Would you like the teacher(s) of your child(ren) to visit in your home once in a while?	No	2.0	18.6	9.6
	Not Sure	2.0	7.0	4.3

QUESTION	RESPONSE	FEDERAL	PROVINCIAL	TOTAL
<u>Question 9:</u>	Yes	94.1	95.3	94.7
Do you think it is good to have native teachers and teacher-aides in the school your children go to?	No	4.0	0	2.1
	Not Sure	0	1.0	1.1

QUESTION	RESPONSE	FEDERAL	PROVINCIAL	TOTAL
<u>Question 10:</u>	Yes	92.2	97.7	94.7
Do you think Indian people should be more involved in the education system?	No	2.0	0	2.1
	Don't Know	0	0	0

QUESTION	RESPONSE	FEDERAL	PROVINCIAL	TOTAL
<u>Question 11:</u>	Yes	64.7	58.1	61.7
Do you find it easy to go and talk to your child's teacher/principal?	No	3.9	14.0	8.5
	Never go to school	13.7	4.7	9.6

Question 12:

What do you feel are the three most important things required in a school program to make it meaningful to your children?

Federal response:

1. Communication between teacher and child.
2. Communication between parents and teachers.
3. Qualified native teachers.

Provincial response:

1. Indian language.
2. Indian history and culture.
3. Indian arts, crafts, singing and dancing.

Question 13:

Many Indian students leave before finishing high school. What do you feel are the main reasons for this?

Federal response:

1. Unsatisfactory curriculum.
2. To get a job.
3. Drinking.

Provincial response:

1. Discrimination.
2. Irrelevant curriculum.
3. Lack of parental encouragement.

QUESTION	RESPONSE	FEDERAL	PROVINCIAL	TOTAL
<u>Question 14:</u>	Yes	74.5	79.1	76.6
Do you feel it is important to have Indian people on provincial school division boards?	No	9.8	9.3	9.6
	Not Sure	9.8	2.3	6.4

QUESTION	RESPONSE	FEDERAL	PROVINCIAL	TOTAL
<u>Question 15:</u>	Yes	51.0	74.4	61.7
Do you think it is important to have an active School (Education) Committee in your community?	No	0	7.0	3.2
	Not Sure	2.0	0	2.1

Question 16:

What do you like the best about the school your child is attending?

Federal Response:

1. Good teachers.
2. The school is near home.
3. Native language teachers.

Provincial Response:

1. Native teachers and aides.
2. Nothing.
3. Good staff.

Question 17:

What do you dislike the most about the school your child is attending?

Federal Response:

1. Lack of discipline.

Provincial Response:

1. The staff lack knowledge of Indian people.

Question 18:

Make any particular comments about the education of your children in particular or education in general. (Some comments were as follows):

Federal Responses:

1. Dissatisfied with some teachers.
2. Need more qualified native teachers.
3. Should work towards local control.
4. Should have more qualified teachers and aides.
5. Should emphasize training programs for all ages, e.g. adult education.
6. Need more local workshops and seminars.
7. Should have an active parent-teacher association.
8. Need more community participation.

Provincial Responses:

1. High school students should be taught life skills.
2. Integration hasn't worked in our area.
3. A school on the reserve might be more effective.
4. Need Indian oriented curriculum.
5. Parents must become more involved.
6. Require more native teachers.
7. Too many children are placed in the occupational entrance course.
8. Should have cross-cultural courses for students.

Parental Views as Presented During
Oral Discussions

The parents concern for education is directed to five areas which require attention and improvement, i.e., responsibility, program, teachers and other staff, funding, facilities and services. These concerns were not expressed systematically into these categories but were categorized by the author. Further, this information is not given in order of priority of concerns expressed by the parents. Rather, it is indicative of a wide range of concerns, many of which were frequently raised. One comment is due here, namely, that there was much evidence to show that parents are both concerned about their children's education and future, and have definite ideas about how improvements could be made.

The following is a summary of directions proposed by parents to improve the quality of education programs available to their children:

Responsibility.

1. That steps be taken toward local Indian control of education
2. That local education workshops be held to enable parents to learn more about the education process and to improve parent/teacher/student relationships
3. That active parent-teacher associations or education committees be established on reserves.

School Program.

1. That the Manitoba Native Bilingual program continue to be supported.

2. That all grades (K-12) be offered in northern reserve communities
3. That a comprehensive type of high school program be offered with vocational courses including carpentry, electrical, hunting and life skills courses
4. That adult education courses be offered
5. That school program be related to job opportunities in the local community
6. That the Department of Indian Affairs give ongoing support to native studies programs
7. That there be cultural inclusion in the curriculum
8. That students receive courses in cross cultural education

Teachers and other staff.

1. That BUNTEP (Brandon University Northern Teacher Education Program) graduates be given preference for employment on their home reserves
2. That teachers who fail to perform satisfactorily be removed
3. That provincial school divisions employ on their payroll Indian teachers who have previously served as paraprofessionals on their staffs and have subsequently obtained teacher certification
4. That home-school co-ordinators be hired for all reserves
5. That Indian people be hired for school maintenance work
6. That more qualified Indian teachers be recruited
7. That teacher-aides (paraprofessionals) enrol in teacher training programs (e.g. PENT - Program for the Education of Native Teachers - Brandon University)

Funding.

1. That funds be increased for school improvements
2. That research monies be made available for work toward local control of education
3. That adequate funds be provided to cover cost of school transportation
4. That the Department of Indian Affairs be responsible for payment of piano lessons for students
5. That adequate funds be provided for curriculum development

Integration.

1. That the effects of integration be reviewed and alternative arrangements made where integration has not been effective
2. That joint school agreements not be binding for twenty-five years

Facilities and services.

1. That proper facilities be constructed for high school grades
2. That roads be repaired in those communities where they are hazardous to children being bussed to school
3. That group homes be established on an experimental basis in some towns
4. That school facilities be improved
5. That safe playgrounds be developed

Activities Being Undertaken by Reserves
Involved in the Study

Eight reserves which send their children to federal schools and eight reserves which send their children to provincial schools were involved in the study. Meetings held on reserves at the beginning of the study as well as follow-up meetings on reserves after the results were known appeared to have motivated parents, band councils and administrators to certain activities. How much of this activity can be directly attributed to the study is not known. However, the subsequent move toward involvement and concern in their children's education is noteworthy.

Reserves which send their children to federal schools. Of these eight reserves, five are actively pursuing greater involvement and responsibility in the educational system on their reserves. The concept and policy of "Indian Control of Indian Education" as presented by the National Indian Brotherhood is used as a guide in this direction. The basis for the direction is their realization that the educational achievement of Indian children is generally low.

One of the reserves in the sample was in the preparation stages of taking over total control of education. It has since officially taken over control of the complete education program from the Federal Government.

Reserves which send their children to provincial schools. Several of these reserves are involved in various projects designed to show greater direction and responsibility for the education of their children.

One reserve initiated a follow-up study using the format of this study and involved two neighbouring reserves. The results of their

study showed similar types of negative results. Efforts are being made by the Band Council and parents of this reserve to work toward corrective action with federal and provincial authorities.

Another reserve where the issue was one of having a disproportionately high number of their children placed in programs designed for slow learners, has taken the action of transferring their students to a different school. This followed failure of the reserve residents to reach a satisfactory arrangement to change this direction in the school originally attended by their children.

Several reserves are involved in various efforts to bring parents, Band Councils, school staff and administrators together to review and discuss their existing educational condition and to consider ways of improving.

SUMMARY

Chapter VI presented the data obtained from the questionnaire administered to parents. The number of respondents did not warrant statistical analysis or interpretation. Results can be used to provide a basis for further discussion at the local reserve level. The difficulty faced in completing these questionnaires indicates that many Indian parents do not have the skills of basic literacy in the English language.

This chapter further concludes that oral communication is the most effective means of soliciting information from parents. Many worthwhile suggestions were made during these discussions indicating that parents do desire to be involved and to provide direction to their childrens' education.

Finally, this experience which relates to a process of involving people at the reserve level in studies which pertain to them is a direction which appears to have merit. The action which this involvement incites is evident by the directions being taken by the people on these various reserves.

Chapter VII

SUMMARY AND CONCLUSIONS

Summary

The broad purpose of the study was to identify a framework for documentation of the educational achievement of Indian students in federal and provincial schools. The application of the design to selected federal and provincial schools in Manitoba was to examine and compare the educational achievement of the students at the elementary and secondary levels.

Question 1. Is the general educational achievement of Indian students better in federal schools than in provincial schools?

The study indicates that there is little observable difference between the educational achievement of Indian students in federal and provincial schools.

Question 2. Specifically, how do they compare in terms of enrollment patterns, dropout rate, age-grade placement, high school course placement, graduates, attendance, staff qualifications and experience?

The study indicates that the highest enrollments were concentrated in the first seven grades with a marked decline in enrollment from grade seven onward. After grade nine, enrollments declined by 50% or more with each grade.

The highest dropout rate occurred in grades seven to nine among fifteen and sixteen year old students in both systems.

More than one-third of the students surveyed were age-grade decelerated in both systems.

The majority of the students are placed in the General Course in both systems.

The number of high school graduates was extremely low. In the five years covered by this study, greater graduation success was achieved where the high school program was offered on reserves whether operated by the federal or provincial governments.

Absenteeism was a general problem with the most serious decline in attendance occurring at grades seven and eight in both systems.

The staff in federal schools revealed generally lower academic qualifications and fewer years of experience than did staff in provincial schools.

The pattern above was consistent over the five year period covered by the study.

Question 3. What are the views of the education system of Indian students and parents involved in the federal schools compared to those in provincial schools?

Students: Indian students in federal and provincial schools exhibited similar views in response to forty statements presented by means of a questionnaire. Views were most similar in response to categories relating to personal views of school, personal identity, values, ambition and how they felt about parents/guardians. There was greater variance in the general views of school, the need for native content in the curriculum and stereotyping.

Students in provincial schools had more of a sense of alienation

from school and those things associated with being Indian than did federal students. Students in both systems showed a strong sense of the need for greater parental involvement in the school.

Parents: Indian parents/guardians presented similar views of the educational system. The desire to be involved in the education of their children was evident. Parents/guardians of children in provincial schools appeared to be more alienated from the schools than were those in federal schools.

The actions taken by Band Councils and parents/guardians to address the issue of the educational achievement of their children during and following their involvement in this study, was a sound indication of need for this type of process. The motivation toward involvement is manifested by the move to understand and implement the policy of "Indian control of Indian education" and to question existing educational authorities about the quality of education.

Conclusion

This study and the review of the literature indicates that the overall educational achievement of Indian students in elementary and secondary levels is low. This phenomenon is evident in both the federal and provincial systems of education. There is a general need for further more specific studies geared toward probing the causes of the problems. There is a need for experimentation in identifying solutions. Finally, it is imperative that the process of identifying causes and directions for experimentation be the joint responsibility of parents/guardians, band councils, school staff and federal and provincial authorities.

Recommendations

The recommendations made in this study, although based on the findings of the research reported herein, are also influenced by the experiences of the author. The recommendations are the author's judgment concerning necessary and desired improvements in the education program.

General Recommendations

That extensive research be conducted into the learning styles of Indian children to determine whether any relationship exists between the generally low academic achievement of Indian children and the style in which they are presently expected to learn.

That efforts be made to determine the specific causes of the problems experienced by Indian children in learning to read.

That a well-developed program of Teaching English as a Second Language be identified for use with Indian children whose mother tongue is other than English.

That a well-designed program of Native Studies be incorporated into the total curriculum from K4 to grade twelve.

That parents, band education authorities, band councils, school staff and federal and provincial authorities be involved in a review of the education system of their community and that they jointly determine directions in an effort to improve the existing conditions.

Specific Recommendations

Phenomena of highest enrollment in elementary grades

That a rigorous effort be made to determine the factors which impact on the children during their first years of formal schooling, i.e.:

- a) K4 and K5 patterns - behaviour, learning, attendance
- b) curriculum
- c) teachers, native - non-native
- d) parents - interest (involvement)
- e) promotion policy of school

Age-grade deceleration and dropout rate of Indian students.

That causes of age-grade deceleration be examined and experimental approaches be implemented to correct this situation.

That each reserve be surveyed to identify those children of school age (6 - 16) who are not in school and efforts be made to provide a meaningful school program for them.

That local studies be conducted to determine the number of school leavers (dropouts) between the ages of fifteen and twenty-one who are at home and/or unemployed. That a program be developed to assist this group.

Placement of Indian students in high school courses.

That a further investigation be conducted to determine the number of students in provincial schools who are enrolled in occupational entrance course programs. That the survey include grades seven to eleven inclusive. That the viability of the program be examined, i.e., have students obtained jobs as a result of the program?

That efforts be made to determine why few Indian students in provincial high schools are in the academic stream.

Indian student graduates.

That wherever possible, reserve schools extend their program to include grade twelve.

School attendance.

That the attendance pattern of children in K4 and K5 be studied to ensure that good attendance patterns be established during these pre-school years.

That parents be well informed about the K4 and K5 program to ensure that the importance of pre-school is understood. Parents should be encouraged to visit classes while they are in session. Being properly informed of the pre-school program could result in improved attendance.

That projects be introduced at the various levels involving children, parents and teachers in improving school attendance, e.g., wake-up calls, breakfast programs, incentive programs - class effort, native studies.

That an in-depth long-range investigation be established to probe the facts underlying the poor attendance records of Indian pupils in the primary, elementary, and secondary classes.

Academic staff.

That the placement of the less academically qualified and the less experienced teachers in federal schools be reviewed to determine whether there is any correlation between their placement and the backlog of pupils in the primary grades.

That provincial school divisions employ on their payroll Indian teachers who have previously served as teacher aides (para-professionals) on their staffs and have subsequently obtained teacher certification.

Parents and students involvement.

That local education workshops be conducted to enable parents,

band education authorities, band councils, school administrators and teachers to work toward the concept of "Indian Control of Indian Education."

That local education sessions be conducted to enable parents to learn more about the education process and to improve parent/teacher/student relationships.

That band education authorities be established on all reserves to be involved actively in the educational process, e.g., promoting Indian control of education, assisting and supporting school trustees, providing direction for curriculum and staffing.

That training be provided for Indian people who are serving as school trustees on provincial school boards.

School program.

That local curriculum committees of parents and teachers be formed to be responsible for the design, identification and development of required materials and implementation of the programs.

That emphasis be placed on cross-cultural education, particularly at the junior and senior high school grades, i.e., cultural differences of Indians and non-Indians.

That the teaching of an Indian language as the second language be concentrated at primary and elementary levels.

That the Manitoba Native Bilingual Program continue to be supported and that it be expanded to other reserves where Indian languages are dominant.

Staff.

That Indian teacher graduates be given preference for employment in federal schools.

That the provincial government adopt a policy of hiring Indian teachers where joint school agreements and tuition agreements are in existence and that this be determined by a quota system.

That teacher aides enroll in a teacher-training program, e.g., Brandon University Northern Teacher Education Program (BUNTEP), Program for Education of Native Teachers (PENT).

That teacher aide training be provided to those not aspiring to become teachers. Training should be four to six weeks annual training sessions.

That parents and students be provided with information regarding the role and function of the counsellor/home-school coordinator. This could be achieved by meetings of counsellors/home-school coordinators with parents and students.

That every band have access to the services of a counsellor/home-school coordinator.

That the Manitoba Department of Education appoint a superintendent-at-large, preferably of Indian origin, to coordinate all efforts to improve education in integrated provincial schools.

That principals and teachers in integrated provincial schools visit the reserves and homes of their Indian students.

That orientation courses be conducted for new teachers in federal and provincial schools to acquaint them with the social, economic, political, educational aspects of reserves and to provide them with an insight into cultural differences.

That cross-cultural awareness seminars be conducted throughout the school year. Professional development days could be used for this purpose and should include administrators and parents.

Integration.

That the effects of integration be reviewed and alternative arrangements made where integration has not been effective.

That the continuation of any joint school agreement be conditional on the school's continuing to provide Indian children with an improved education.

That any future joint school agreements require a referendum of the band.

That where all efforts to improve education in an integrated school have failed, the Department of Indian Affairs and Northern Development should enable bands to re-establish reserve schools for specific grades or for all grades. Experiments should be conducted in establishing primary grades back on reserves or grade seven and eight. The latter is the bottleneck for Indian students and calls for this type of experimentation.

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Appendix "A"

STUDENT QUESTIONNAIRE

This questionnaire is not a test. There are really no "right" or "wrong" answers to any of the questions. The way that you answer the questions will tell us how you feel about things related to your education. Be sure to answer them the way you feel and not the way you think your teacher or I would want them answered. You do not have to sign your name to this questionnaire. All questionnaires will be kept confidential. Read the questionnaire over once before you answer the questions.

Write "true" or "false" in the blank before the statement.

1. _____ I think it is important to study an Indian language in school.
2. _____ I do not find it difficult to talk to "white" people.
3. _____ Indian children should be able to take their grade 1 to 12 education in reserve schools.
4. _____ Indian children should be able to take their grade 1 to 12 education in provincial schools.
5. _____ Indian children should attend reserve schools up to grade 8 or 9 and then go to provincial schools.
6. _____ I would like to see more Indian legends and stories about Indian way of life in schools.
7. _____ I think some teachers do not like people of other races.

8. _____ I do not plan to leave school as soon as I am 16 years old.
9. _____ I plan to finish grade twelve.
10. _____ My parents/guardians want me to finish grade twelve.
11. _____ My parents/guardians would not like me to quit school and go to work when I'm 16 years old.
12. _____ I feel the average Indian person is as good as the average "white" person.
13. _____ I feel that I am a better person for having known my grandparents.
14. _____ I feel that I should plan for an occupation, so that I can live better in the future.
15. _____ People should learn to live with nature instead of trying to change nature.
16. _____ I try to have the highest grades (marks) in my class.
17. _____ I think Indians are just as smart as "white" people.
18. _____ Most "white" people "look down" on Indians.
19. _____ Most of the Indian students in my class are doing well in school.
20. _____ Where Indian children begin school knowing only an Indian language, they should be taught in that Indian language for the first few years of school.
21. _____ I think that there should be some Indian teachers in all schools attended by Indian children.

22. _____ My parents/guardians are not old-fashioned and so I usually believe what they have to say.
23. _____ When there is a chance to work alone or with a group, I would rather work with a group.
24. _____ I would like to have lived in the old days when there were plenty of buffalo and other animals to hunt.
25. _____ I plan to go to university or community college after I finish high school.
26. _____ My parents/guardians usually attend the Parent/Teacher meetings at our school.
27. _____ I attend school regularly.
28. _____ "White" children generally get better grades (marks) than Indian children.
29. _____ I feel I have much to be proud of.
30. _____ I feel that I am helped a lot by my education counsellor/home-school co-ordinator.
31. _____ My parents/guardians let me decide whether to stay on in school or not.
32. _____ I would like to attend a high school that gives both academic and vocational courses.
33. _____ Indian parents/guardians should have more of a say in school matters.
34. _____ Unpleasant experiences at home, such as drinking, may cause me to quit school.
35. _____ Indian students are treated the same as "white" students in our school.
36. _____ I have many friends at school.

37. _____ I almost always get my homework finished.
38. _____ I think people like me do have a chance in life.
39. _____ I am satisfied with how I am doing at school.
40. _____ I would like my teachers to come to visit in
our home once in a while.

Appendix "B"

PARENTS' QUESTIONNAIRE

In the following set of statements and questions, indicate how you feel about each by circling the appropriate answer.

1. Do your children who are in elementary school (Grades 1 to 8) like going to school?
 - a. Yes
 - b. No
 - c. NA
 - d. Other: specify _____

2. Do your children who are in high school (Grades 9 to 12) like going to school?
 - a. Yes
 - b. No
 - c. NA
 - d. Other: specify _____

3. Do you think your children are receiving adequate school counselling?
 - a. Yes
 - b. No
 - c. Other: specify _____

4. Do you think Indians should receive the same kind of education as non-Indians?
 - a. Yes
 - b. No

Why? _____

5. If you had a choice, where would you like your children to attend elementary school (Grades 1 to 8)?
- On the reserve
 - In the nearest town
 - In any provincial school
 - In a city
 - Other: specify _____
6. If you had a choice, where would you like your children to attend high school?
- On the reserve
 - In the nearest town
 - In any provincial school
 - In a city
 - Other: specify _____
7. What kind of high school would you prefer to have your children attend?
- An academic high school
 - A comprehensive high school
 - Other: specify _____
8. Would you like the teacher(s) of your child(ren) to visit you in your home once in a while?
- Yes
 - No
 - Not sure
- Why? _____

9. Do you think it is good to have Native teachers and teacher-aides in the school your children go to?
- a. Yes
 - b. No
 - c. Not sure
- Why? _____
10. Do you think Indian people should be more involved in the education system?
- a. Yes
 - b. No
 - c. Don't know
- Why? _____
11. Do you find it easy to go and talk to your child's teacher/principal?
- a. Yes
 - b. No
 - c. Never go to the school.
12. What do you feel are the three most important things required in a school program to make it meaningful to your children?
- a. _____
 - b. _____
 - c. _____
13. Many Indian students leave before finishing high school. What do you feel are the main reasons for this?
- _____

14. Do you feel it is important to have Indian people on provincial school division boards?
- a. Yes
 - b. No
 - c. Not sure
- Why? _____
15. Do you think it is important to have an active School (Education) Committee in your community?
- a. Yes
 - b. No
 - c. Not Sure
- Why? _____
16. What do you like the best about the school your child is attending?
- _____
17. What do you dislike the most about the school your child is attending?
- _____
18. Make any additional comments about the education of your children in particular or Indian education in general.
- _____