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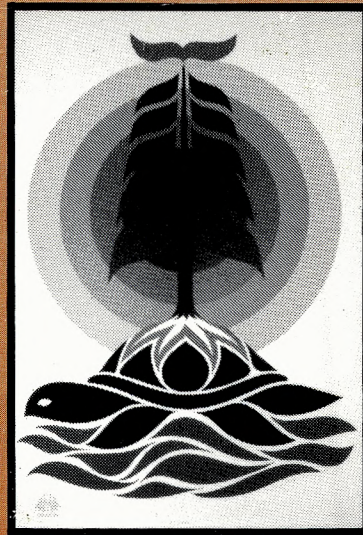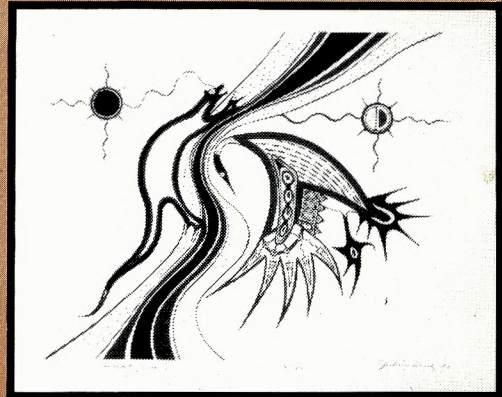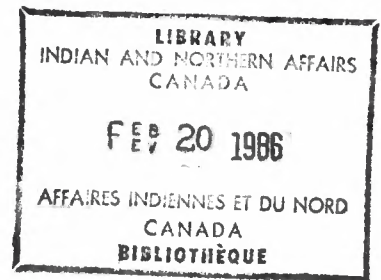
Prepared for:

Evaluation Branch,

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POST-SECONDARY EDUCATION ASSISTANCE
EVALUATION STUDY

FINAL REPORT

January 1985

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EXECUTIVE SUMMARY

PURPOSE OF THE EVALUATION

The Post-Secondary Education Assistance Program (PSEAP) provides financial assistance and counselling to Registered Canadian Indians and Inuit who qualify for entrance into and/or have been accepted into accredited university, college, CEGEP, or technology institute programs that normally require completion of secondary school for entrance.

The program in its present form began in 1975 but an earlier version has been in operation since 1969/70. At that time, there were 800 students participating at a program cost of $.4 million. By 1982/83, program enrollment had increased to 6,500 with an annual expenditure of $34.8 million. It is expected that enrollment and commensurate expenditures will continue to increase due to large numbers of native Indians who are under 25 years old.

The purpose of the evaluation was:
- to assess the achievement of the five program objectives (financial access, participation rate, employment, community needs, self-development);
- to assess other program effects (e.g., special programs, vocational enrollment); and
- to review the program delivery process (e.g., accountability, Indian control, interpretation of guidelines).

STUDY METHODOLOGY

The work program consisted of the following activities:

- a review and analysis of information from existing databases including CEIS, 1981 Census, PSEAP funding, and Statistics Canada publications and surveys;

- interviews with band leaders and education program directors from seven Bands or Tribal Councils;

- interviews with administrators and counsellors from sixteen post-secondary education institutions in all seven DIAND regions;

- survey of 346 current students, 99 graduates and 98 dropouts, all of whom had received PSEAP funding; and

- interviews with DIAND education administrators in each region.

The major study limitations are that because the student sample was not randomly selected, the results cannot be generalized to all Indian students in Canada; part-time students are underrepresented in the sample so the results pertain almost exclusively to full-time students; data from the CEIS database is incomplete and, except for 1983, unreliable; 1981 census data is three years old and there have been major increases in enrollment during that time; and collection of completion/graduation rates for all native Indian students was beyond the scope of this evaluation.

The limitations noted above, which pertain to individual data collection methods, are overcome to a significant extent by the overall study design. That is, no major conclusion or recommendation in the report is based on a single line of evidence. It is the convergence of several lines of inquiry, none of which by itself would be compelling, that adds confidence to the results.

STUDY FINDINGS

On the basis of the evidence we have collected in the course of this study, we conclude that the Post-Secondary Education Assistance Program is a success. Significant progress has been made toward achieving the five program objectives;

moreover, we have no reason to believe that the objectives themselves are inappropriate or in need of revision. Consequently, we call for no major changes to the program, nor do we suggest any large re-allocation of resources. The program can be improved, however, and the most important of our suggestions are the following:

- a number of relatively minor changes to program funding need to be considered;

- more resources and attention should be directed toward support services such as counselling and tutorial assistance so as to improve completion rates of Indian students entering post-secondary institutions;

- the trend toward Indian administration of PSEAP should be continued and encouraged;

- Indian people should have more influence in determining overall program guidelines and new initiatives within the program;

- the whole question of funding mechanisms for special native programs needs to be reviewed;

- it is imperative that the system for monitoring the program's performance be improved to meet the need of program administrators within DIAND and the bands;

- a substantial proportion of Indian post-secondary education has been in teaching, social work, and band administration. As these positions are filled in Indian communities and organizations, diversification into other technical, managerial, and professional training areas is needed.

In the remainder of this summary, we enlarge on these findings and put forward specific recommendations for change.

Financial Accessibility

PSEAP has provided the financial resources to make post-secondary education more accessible to Indian people. The majority of students report that they would not have enrolled in post-secondary education at this time without financial assistance and this is particularly true for those with dependents. Although there are some deficiencies in the funding structure, finances are no longer a major barrier to enrollment.

The problems with program funding are:

- Allowances for students with dependents are frequently inadequate and there are regional and urban/rural differences in adequacy due to variations in the local cost of living.

- Funding for tutorial assistance is often unavailable or insufficient, especially for students in regular programs.

- Although funding for school supplies, special clothing, and equipment is adequate, funds are not available for expenses not definable as "official" course requirements.

- According to the E12 guidelines, child care allowances should be adequate. However, it seems that many students do not have access to child care payments or are not receiving sufficient funds to meet their costs.

- Local travel allowances are often inadequate for students living off campus, particularly for those with dependents who must be transported to daycare and school.

- The E12 guidelines for student weeks are adequate as

long as administrators can be flexible in assessing the needs of each student but there are regional differences in the interpretation of the guidelines, resulting in disparities in the number of weeks students are allocated.

Participation Rate

A major objective for PSEAP was to achieve a participation rate of Indian and Inuit people in post-secondary education at least equal to that of the non-native Canadian population. Native Indians, but not Inuit, are enrolling in post-secondary education at a rate comparable to that of other Canadians. However, based on the very limited data in this study, the completion rate for Indians remains lower than for the rest of the population. Therefore, the objective has not yet been fully achieved because enrollment without successful completion does not afford access to the employment, financial, and social benefits of a university or college degree.

Despite increasing enrollment rates, native people still perceive important barriers to post-secondary enrollment. Many barriers relate to academic preparation, motivation, and awareness of post-secondary opportunities during the intermediate and high school grades. Furthermore, prospective students lack a support system to help them deal with the anxieties of embarking on a new venture, adjusting to a different learning environment and establishing a residence in a non-native community. The reasons why students do not complete their program of study appear to be a combination of academic difficulties and personal problems.

The counselling services available to native Indian students are insufficient: DIAND counsellors only have time to administer funding; Band educational counsellors are often poorly trained for post-secondary and career counselling; and there are too few on-campus native counsellors. A support

system for students is a key factor in preventing dropouts and in encouraging students to achieve a higher than passing grade level. Counselling is a key component in achieving comparable completion rates for native Indian students and therefore achieving the goal of equal access to education.

Improved Employment Opportunities

Employment opportunities for native Indian people are significantly enhanced by post-secondary education. Without post-secondary education, native Indians have a much lower labour force participation rate than other Canadians; those in the labour force have higher unemployment; and those who are employed earn less money. With post-secondary education, the native Indian participation rate, employment rate, and income levels approach those of other Canadians, particularly in the 20-24 year age group. A post-secondary education greatly reduces the economic disparity between Indians and other Canadians. There is no doubt that PSEAP has made a significant contribution toward improving employment opportunities for Indian people.

Self-Development and Assistance to the Local Control Process

A lesser objective of PSEAP has been to encourage self-development and to provide qualified human resources to meet the needs of the native communities. Post-secondary education is helping to create community leaders and gifted members of the native community. Most native Indians with post-secondary education are working directly or indirectly with Indian people. About 50% of the surveyed graduates and dropouts are working for Indian bands or Indian organizations and many of the remainder are working in Indian administered school boards or government programs for Indian people. Contribution to Indian people is a major reason for enrolling in a post-secondary institution and at least two-thirds of the current students intend to work with Indian people when they have completed their studies.

Program Delivery

In general, program delivery problems have not been serious enough to significantly affect program effectivenes or the achievement of program objectives. The main problems in the delivery of PSEAP are:

- establishing program demands and budgets;
- interpreting the E12 guidelines;
- late payments;
- the availability of counselling;
- lack of accountability and support mechanisms, including a management information system for program administrators; and
- lack of coordination with related programs.

Many of these problems are amenable to partial resolution through the development of an administrative manual and improved management information and other administrative systems.

The evaluation results on program delivery strongly support the DIAND policy of transferring PSEAP delivery to Bands and Tribal Councils. Available evidence suggests that the bands and councils operate the program at least as well as DIAND staff and the problems identified were relevant to both modes of delivery.

RECOMMENDATIONS

Financial Assistance

1. It is recommended that DIAND make the following changes in the student allowances:
   - increase allowances for students with dependents to make them comparable to those for single students. In addition, allowances for students with more than four dependents should increase incrementally for each dependent;

- annually review the allowance rate to reflect changes
  in the cost of living; and
- implement a system for adjusting student allowances
  in accordance with the cost of living at the
  institution attended.

2. It is recommended that DIAND consider removing the
   student weeks limitations from the guidelines, thereby
   allowing PSEAP administrators to make decisions on an
   individual student basis.

3. It is recommended that DIAND investigate the regional
   differences in students' perceptions of funding
   problems. Specifically, these included late payments in
   BC, Alberta, and Saskatchewan; no child care payments in
   Manitoba; and complaints by Quebec students regarding
   insufficient funding for books.

Support Services

4. It is recommended that counselling services for native
   students at post-secondary institutions be upgraded.
   This can be accomplished by:
   - more funding for counsellors to work with native
     Indian students enrolled in regular and special
     programs at all institutions with substantial Indian
     student enrollment; and
   - training workshops throughout each region for Band
     education counsellors to obtain more information and
     training on the post-secondary education system and
     career counselling.

5. It is recommended that tutorial assistance be made
   available for PSEAP students who meet the institutional
   entrance requirements but who need assistance in order
   to successfully complete their program of studies. This
   is particularly important for students enrolled in
   fields of study not traditionally entered by native

people such as medicine, engineering, and computer sciences. These fields require a high level of math and science skills which some Indian high school graduates may not have.

6. It is recommended that a native center be funded at each institution which enrolls significant numbers of Indian students. The centre is a place where students can meet other Indian students, obtain counselling and tutorial assistance, and maintain their ties with Indian culture and the Indian community. This is particularly important for Indian students from rural areas who may have few contacts in the city and also for students enrolled in programs where there are few, if any, other Indian students.

7. It is recommended that DIAND meet with Indian education administrators to develop and implement mechanisms for reducing the number of dropouts from post-secondary education.

Promotion

8. It is recommended that promotion of post-secondary education and the PSEAP be increased by:
   - providing high school counsellors and Band education counsellors with information on PSEAP and on special native post-secondary programs across Canada;
   - funding post-secondary institution staff involved with native students to attend high school career days throughout their region;
   - distributing profiles of native Indian people employed in non-traditional occupations to Bands and high schools.

Special Native Programs

9. It is recommended that the practice of funding special

native programs should be continued because it appears
to improve the completion rate for native Indian
students and also facilitates the delivery of
post-secondary education in an environment conducive to
maintaining and strengthening Indian cultural identity.

It is recommended that the whole question of special
native programs should be assessed in terms of type of
program to be funded, program support services, regional
differences, and needs of the Indian community.

Part of this assessment should focus on cost-efficiency
including a complete description of funding mechanisms,
costs, completion rates, and employment of graduates and
dropouts.

Program Delivery

10. It is recommended that the trend toward Indian
administration of PSEAP should be continued and
encouraged. This process should be facilitated by:
    . reestablishing training dollars to provide Bands with
    information and training on PSEAP administrative
    procedures;
    . distribution of the E12 guidelines to all Bands in
    Canada;
    . preparation of an administrative guide for
    interpretation of the E12 guidelines;
    . an Indian contact person in each region with whom
    Band administrators can discuss concerns regarding
    PSEAP.

11. It is recommended that the DIAND internal review of
program guidelines should be a bilateral process between
DIAND and the Indian people. If Indian organizations
are to administer PSEAP, they should have much more
control over the program guidelines.

12. It is recommended that the eligibility requirements and funding allowances of the three separate post-secondary programs OST, PSEAP and UCEP should be revised so that students have equal access to post-secondary education and funding, regardless of which program they choose to enter.

13. It is recommended that the CEIS system be set up to monitor all students in the program. This may include changes to simplify the CEIS forms, production of a CEIS administration manual, or provision of useable printouts from the system. It is imperative that the system be modified to meet the needs of its users because an ongoing accounting and evaluation of the program cannot be maintained without a complete record of the program's participants.

1.0 INTRODUCTION

The Post-Secondary Education Assistance Program (PSEAP) provides financial assistance and counselling to Registered Canadian Indians and Inuit who qualify for entrance into and/or have been accepted into accredited university, college, CEGEP, or technology institution programs that normally require completion of secondary school for entrance. The program in its present form began in 1975.

Treasury Board policy requires that government programs undergo an objective evaluation on a periodic basis to determine "their effectiveness in achieving their objectives and the efficiency with which they are being administered." In accordance with Treasury Board and Indian and Northern Affairs Canada (DIAND) evaluation policies, the DIAND's Evaluation Branch carried out an evaluation assessment of PSEAP which was completed in December 1982.[1] The assessment report recommended an evaluation study option which formed the basis for the Terms of Reference for this evaluation study. (The Terms of Reference are contained in Appendix A.)

In July 1983, The DPA Group was commissioned by the Evaluation Branch, DIAND, to carry out the evaluation. The evaluation process is under the direction of an Advisory Committee, chaired by the Evaluation Branch. This document constitutes the consultant's final report.

1.1 Objectives and Scope of the Evaluation

The focus of the evaluation, as described in the Terms of Reference, is on "the degree to which PSEAP objectives have been achieved (the intended effects) and an assessment of any other effects and impacts of the program, whether beneficial or untoward."

The Terms of Reference list questions to be addressed in the

evaluation which relate to achievement of program objectives and other effects and impacts. The emphasis in this evaluation is on program effectiveness -- "what has the program accomplished?" Program efficiency -- "how could this program be delivered in a more cost effective way?" -- is not addressed in this evaluation.

The evaluation objectives are:
- to assess the achievement of the five program objectives (financial access, participation rate, employment, community needs, self-development);
- to assess other program effects (e.g., special programs, vocational enrollment); and
- to review the program delivery process (e.g., accountability, Indian control, interpretation of guidelines).

The Terms of Reference specify the following tasks to be included in the evaluation:

- Analyze program data stored in the computerized Continuing Education Information System (CEIS) both for the current year and, to the extent possible, historically.

- Interview Department staff at headquarters, in regional offices of the seven southern regions, and, on a limited basis, at the district level.

- Select 15 to 20 educational institutions frequented by Indians, covering all seven regions. From these institutions, interview current students, dropouts, and graduates, as well as instructors and program administrators.

- Gather actual cost of living data for Indian university students at the selected institutions and compare with PSEAP allowances.

. Carry out at least six case studies of individual reserves; preferably include Bands that operate their own post-school programs.

Data gathered during these tasks were to be used to address each question posed in the Terms of Reference. Conclusions on each question were to be formulated and, where appropriate, recommendations made.

1.2 Summary of Work Program

The evaluation study was carried out during July 1983 to August 1984. The work program was divided into three phases. Phase I consisted of compiling information on the program and finalizing the evaluation design. In the Interim Phase the questionnaires were pre-tested and the student sampling procedure finalized. Phase II constituted the major data collection effort and culminated in the production of a final report.

PHASE I

Study Design
Review Program Documentation
Sample Selection
Questionnaire Design
Progress Report

INTERIM PHASE

Visit Institutions
Finalize Student Sampling Procedure
Brief Report

PHASE II

Student Survey
DIAND, Institution Interviews
Band Interviews
CEIS, Statistics Canada Data Analysis
Final Report

Meetings were held with the study Steering Committee in September 1983 to review the Phase I report, in July 1984 to present the preliminary study findings, and in October 1984 to review the draft final report.

The remainder of this report is organized as follows:

- Chapter 2 presents a description of the program, including its history, mandate and objectives; program services; and program expenditures and enrollment.

- Chapter 3 presents a detailed description of the evaluation approach.

- Chapters 4 through 7 assess the achievement of each of the five program objectives.

- Chapter 8 assesses the program delivery process.

- Chapter 9 provides conclusions and recommendations for the program future.

FOOTNOTE

1. Evaluation Assessment: Post School Education by Mary K. Rombout, Evaluation Branch, DIAND, December 1982, pgs. 6-19.

, began in 1975 with the
Board approval of an interim set of
,ram. Following the approval of the
ND carried out a consultation process
to develop a final set of guidelines.
.ies (known as Circular E12) received
.pproval in October 1977.

es provide for education assistance and
J services to Registered Indians and Inuit enrolled
.or, Master, and Doctoral programs, as well as
certificate and diploma programs. Since 1977, weekly
ing allowance rates have been revised in accordance with
-istics Canada consumer price index. The most recent
.crease was effective August 1, 1982.

In 1980/81, DIAND invited the National Indian Brotherhood to
comment on a revised draft of the E12 guidelines. The
Brotherhood responded with a statement that support for
continuing education should not be administratively separated
into occupational skills training, post-secondary, and adult
education. The Brotherhood also stated that the revised
guidelines prepared by DIAND did not incorporate major
suggestions made by the Brotherhood.

In March 1982, DIAND prepared a submission to the Treasury
Board for revised terms and conditions of the post-secondary
ducation assistance program. One of the major revisions was
oand the eligibility criteria to include mature students
required to complete secondary school courses for
ntrance.

e Treasury Board approved a new program,

University and College Entrance Preparation Program (UCEP), to provide financial assistance to registered Indian and Inuit students enrolled in university and college entrance preparation programs offered by Canadian post-secondary institutions. The original (1977) E12 guidelines remained unchanged.

Prior to 1975, education assistance was available to registered Indians and Inuit under a more general authority which covered, as well, vocational and other types of training (TB Authority #683751). The stated reason for the decision to separate university and professional education assistance was the need to encourage Indian people to acquire the qualifications necessary to manage their own affairs in the context of a policy of Indian control. Department staff believed that a separate, definitive policy and set of administrative procedures would minimize implementation inconsistencies across the country and augment interest in making use of the assistance. This approach was not supported by representatives from the native Indian community.

Since 1968, annual enrollment of native Indians under PSEAP in university and professional courses has increased from about 250 to 6,500. Departmental expenditures for PSEAP were $34.8 million in 1982/83. Some 500 Indians are graduating each year, whereas over the ten-year period 1960-1970 there were 233 Indian graduates in all. Over 50% of the program's budget is controlled by Bands through the vehicle of contribution agreements.

Although the British North America Act assigns responsibiity for education in Canada to the provinces, the same Act gives to the Parliament of Canada the exclusive authority for legislation concerning native Indians. Through the Indian Act, the Minister of Indian and Northern Affairs is empowered to provide education services to registered Indians. In fact, the Minister is legally obligated to provide certain

education services, primarily elementary/secondary schooling, to registered Indians living on reserve. A wide range of other education and education support services are provided, in addition to those that are legal obligations, under various Treasury Board authorities.

The provision of assistance for post-secondary education for registered Indians is not a legal obligation of the Minister under the Indian Act, and thus is termed a non-statutory program. The basis for the provision of post-secondary education assistance is the focus of a major difference in policy positions between the Government and native Indian leaders.

"The federal government considers the PSEAP as having the following status:
- the program is a high priority, discretionary (non-statutory) program without legislative support;
- the financial assistance to students provided by the program has terms and conditions and specific limits on eligibility and entitlement."[2]

The native Indian position, as articulated by the Assembly of First Nations, is that post-secondary education assistance is a treaty right. This significant difference in policy positions has resulted in considerable difficulty in Department/Indian consultations concerning the program's guidelines.[3]

2.2 Program Objectives

The program's mandate is to provide financial assistance and counselling to Registered Indian and Inuit residents of Canada in the acquisition of university and professional qualifications. The primary authority for this mandate is Treasury Board Minute #752408 (October 24, 1977) which gave approval to the Policy and Administrative Guidelines - Post-Secondary Education Assistance Program. Other Treasury

Board authorities applicable to the program include those
authorizing contributions to Bands allowing them to assume
responsibility for the management of education programs, and
those pertaining to the provision of education services to
specified groups of non-Indians living on reserve.

The overall goal of the PSEAP is:
> "To provide post-secondary education financial
> assistance for eligible Indian and Inuit students for
> them to obtain qualifications and employment at
> technical, professional, and managerial levels."[4]

This goal should be viewed in the context of the following
statement of Department policy concerning post-secondary
education, taken from a recent overview of PSEAP:
> "The policy of the Department of Indian and Northern
> Affairs is to encourage registered Canadian Indians and
> Inuit to acquire university, technical, and professional
> qualifications so that they become economically
> self-sufficient and that they may realize their
> individual potential for contributions to the community
> and Canadian society."[5]

Within the context of the above goal and policy statements,
the five objectives of the PSEAP are:

(1) To make post-secondary education more accessible to
    Indian and Inuit people by providing adequate financial
    resources.

(2) To achieve a participation rate of Indian and Inuit
    people in post-secondary education at least equal to
    that of the non-native Canadian population.

(3) To improve the employment opportunities of Indian and
    Inuit people, especially the 18-30 age group and to
    increase their participation in the economic growth of
    their communities and the economy in general.

(4) To provide qualified Indian and Inuit human resources to help meet the technical, managerial, and professional needs of Indian and Inuit communities to serve the local control process.

(5) To help increase the capability of Indian and Inuit people for self-development and self-realization.

Note that the word "encourage" is used in the policy statement above, although it is not used in the statement of PSEAP's general goal, where the word "provide" appears. The five objective statements are, in fact, a more precise description of the goal of the program, and are consistent with the policy statement with regard to the notion of encouraging Indian[6] people to acquire post-secondary skills and qualifications. Objective 1 uses the words "to make...more accessible...by providing adequate financial resources", while the other four objectives clearly imply the underlying policy of encouragement.

The word "adequate" in Objective 1 does not refer to a specific dollar standard or comparison with what is deemed adequate for Canadian university students in general. Rather the word "adequate" is used to connote the intent that the financial assistance available should take into account the particular economic situation of native Indian post-secondary students, many of whom have dependents and cannot count on financial assistance from their families. The intent is that lack of finances for basic living needs and emergencies should not be the main reason for native Indians to forego attaining the post-secondary qualifications he or she desires.

The goal and objectives of PSEAP, together with the policy statement, are consistent with the objectives of DIAND's Education Activity as a whole and with DIAND's Goal 3 for 1982/83 to 1986/87. The relationship among these goals and objectives is illustrated in Figure 2.1.

DIAND PROGRAM GOAL #3

"To fulfill Federal Educational obligations and increase the capacity of individual Indians through the provision of ... post-secondary educational services..."

EDUCATION ACTIVITY OBJECTIVES

| ... Access to educational programs/ services responsive to their needs/ aspirations & consistent with Indian control of their education. | Develop or have access to meaningful occupational opportunities consistent with community and Indian needs and aspirations. | Preserve, develop, & express cultural identity with emphasis on native languages. |

PSEAP OBJECTIVES

| 1
To make post-secondary education more accessible to Indian people by providing adequate financial resources. | 3
Improve employment opportunities of Indian people, especially the 18-30 age group & to increase their participation in the economic growth of their communities and the economy in general. | 5
Help increase the capability of Indian people for self-development and self-realization |
| 2
To achieve an Indian participation rate in post-secondary education at least equal to that of the non-native Canadian population. | 4
Provide qualified Indian human resources to help meet the technical, managerial, & professional needs of their communities, to serve the local control process. | |

10

2.3 Program Services

This section describes all the services offered under PSEAP and lists the respective eligibility requirements.[7]

Description	Eligibility Criteria
Tuition Allowance	
Funds are provided to cover the complete tuition & registration fees for an eligible student's enroll- ment in an approved post- secondary institution.	- Registered Canadian Indian or Inuit - Resident of Canada at time of application - Acceptance by institution - Continuing ability & willingness to meet academic & financial management responsibilities - Previous utilization of fewer than 96 students months.
Special Tutorial Assistance	
Funds are provided to cover the cost of tutorial assis- tance to overcome special areas of academic weak- nesses.	- Approved for enrollment in post-secondary education.
Books and Supplies Allowance	
Funds are provided to pur- chase books & supplies which are not included in the basic tuition fee.	- Approved for enrollment in post-secondary education.
Training Allowance	
Funds are provided to cover normal daily living expendi- tures such as food, lodging, local travel, recreation, etc. (Also known as "Living Allowance".)	- Approved for enrollment in post-secondary education. - In fulltime attendance in post-secondary program, not fully employed.
Regular Clothing Allowance	
Funds are provided for regular clothing in cases of obvious & exceptional need.	- Approved for enrollment in post-secondary education. - Obvious & reasonable need must be demonstrated. - Discretion of Sending Counsellor.

Description	Eligibility Criteria

Special Clothing & Equipment Allowance

Funds are provided to purchase or rent special clothing or equipment which the particular institution lists as necessary for the student's program (e.g., drafting equipment) and which are not included in the basic tuition fee.

- Approved enrollment in post-secondary program for which special clothing or equipment is specified by the institution as required for the program.

Special Contingency Allowance

In order to allow students to attend required classes funds are provided to cover the costs of babysitting or childcare, and any other uncontrollable situations.

- Approved for enrollment in post-secondary education program.
- Need as specified in Program Guidelines, 6.9, must be demonstrated.

Special Shelter Allowance

Funds are provided to cover unavoidable & extra accommodation costs of students residing in the locale of the approved institution.

- Approved for enrollment in post-secondary education program.
- Necessary and unavoidable costs of student accommodation exceed the level specified in Program Guidelines, 6.2.

Daily Transportation Allowance

Funds are provided to cover extraordinary daily travel costs between the approved accommodation and the approved institution. Note that provision for regular travel costs is a part of the Training Allowance (Post-Secondary).

- Approved for enrollment in post-secondary education.
- Daily travel costs are extraordinary.

Weekly Transportation Allowance

Funds are provided, in certain circumstances, to cover weekly transportation between the attended institution and the home community. This transportaion is by public carrier.

- Approved for enrollment in post-secondary education program.

Description	Eligibility Criteria

Seasonal Transportation Allowance

Funds are provided to cover the cost of a return trip, for students & dependents, from the home community to the locale of the approved institution. The student & dependents are entitled to:
- an allowance for a return trip for each "school year" of enrollment time;
- an allowance for one other return trip at any time during the "school year." Manitoba: Only 1 round trip is funded to students residing with dependents.

- Attending a post-secondary institution from a location away from the student's usual place of residence.

Emergency Transportation Allowance

In the case of death or serious illness of a close family member or other emergency, funds are provided to cover the cost of a student's (and dependents') emergency travel.

- Attending a post-secondary institution.
- Need for travel exists, resulting from an emergency situation.

Scholarships

Provides an annual scholarship to a student who has been admitted and registered in a university or technical institute. Applicant must have completed first year of training successfully. Saskatchewan is the only region that provides scholarships.

Post Graduate Incentive Allowance

Funds are provided to cover the increased incidental costs of post-graduate study and to encourage educational progress.

- Approved for enrollment in graduate-level program.

Native Student Organizations

Provides funding for native student organization at recognized universities & professional training institutions to provide orientation & counselling for students and to initiate cultural activities. Alberta is the only region that has this category of funding.

| Description | Eligibility Criteria |

Special Programs

Funds are provided to an approved institution to cover tuition fees or instructional costs directly related to the establishment and operation of a special training course for Indian students at the Institution, or through off-campus locations.

Advice and Assistance

| Advice & assistance are pro-vided to improve the quality & the operation of post-secondary school programs (e.g., assisting a community college in its preparation of a particular program for Indians). | - Education institutions that offer programs to students eligibl for post-secondary educational assistance; and require advice and assistance for the improvement of those programs. |

Counselling II

| Funds and/or departmental staff are provided to give guidance & counselling re-lating particularly to the post-secondary program, but also relating to the occupa-tional skills program. The counselling concerns career selection and social, academic, & personal problems. Also, counsellors assist students and trainees with administra-tive matters such as finding accommodation. | - Registered Indian or Inuit post-secondary students or occupational trainees. |

Continuing Education Information System (CEIS)

Provides information on post-secondary education & occupational training provided to Band members, and statistics on education and training costs. Monthly reports are made available for the use of Bands.

Native Employment Recruitment Information System (NERIS)

| Information about Indian post-secondary & occupational skills students & graduates is provided to prospective employers. The information is extracted from the CEIS & details such things as the student's field of study, date of expected graduation, graduate qualifications, and locale of study. | - Indian post-secondary students and graduates. |

2.4 Program Expenditures and Enrollment

As shown in Table 2.1, program expenditures have increased from $.4 million in 1969/70 to $34.1 million in 1982/83. Enrollment has increased from about 800 students to a current level of about 6,500. A breakdown of program expenditures by region is given in Appendix D.

TABLE 2.1: PSEAP EXPENDITURES AND ENROLLMENT, BY YEAR

Year	Expenditures $M's	Annual Increase %	Enrollment*	Annual Increase %
1969-70	.4		800	
1970-71	.6	46	1,100	37
1971-72	1.1	72	1,400	27
1972-73	1.7	56	1,500	7
1973-74	2.1	24	1,700	13
1974-75	3.3	58	2,100	23
1975-76	4.2	25	2,500	19
1976-77	8.0	91	3,300	32
1977-78	9.1	14	3,700	12
1978-79	10.3	14	4,200	14
1979-80	12.5	21	4,500	7
1980-81	18.9	51	5,700	27
1981-82	25.7	36		
1982-83	34.8	35	6,500	

* These figures are estimates, not actual counts. The reported number of students differs in the various reports.

Figure 2.2 shows expenditures by region for 1982/83. The regional expenditures are roughly proportional to the number of units or student weeks, except in Quebec where expenditures are proportionally less due to the cheaper cost of attending CEGEPs. For example, in 1982/83 Ontario used 43,000 student weeks followed by Saskatchewan with 32,000 and BC with 29,000.

Figure 2.3 shows the weekly regional unit costs or cost per student week for 1982/83 and the allocation per capita by

FIGURE 2.2:   1982/83 PROGRAM EXPENDITURES BY COMPONENT BY REGION

$ MILLIONS

8.0

6.4

4.8

3.2

1.6

0.0

Yukon   Atlantic   Quebec   Man.   Alberta   BC   Sask.   Ontario

REGIONAL EXPENDITURES

Allowances

Tuition
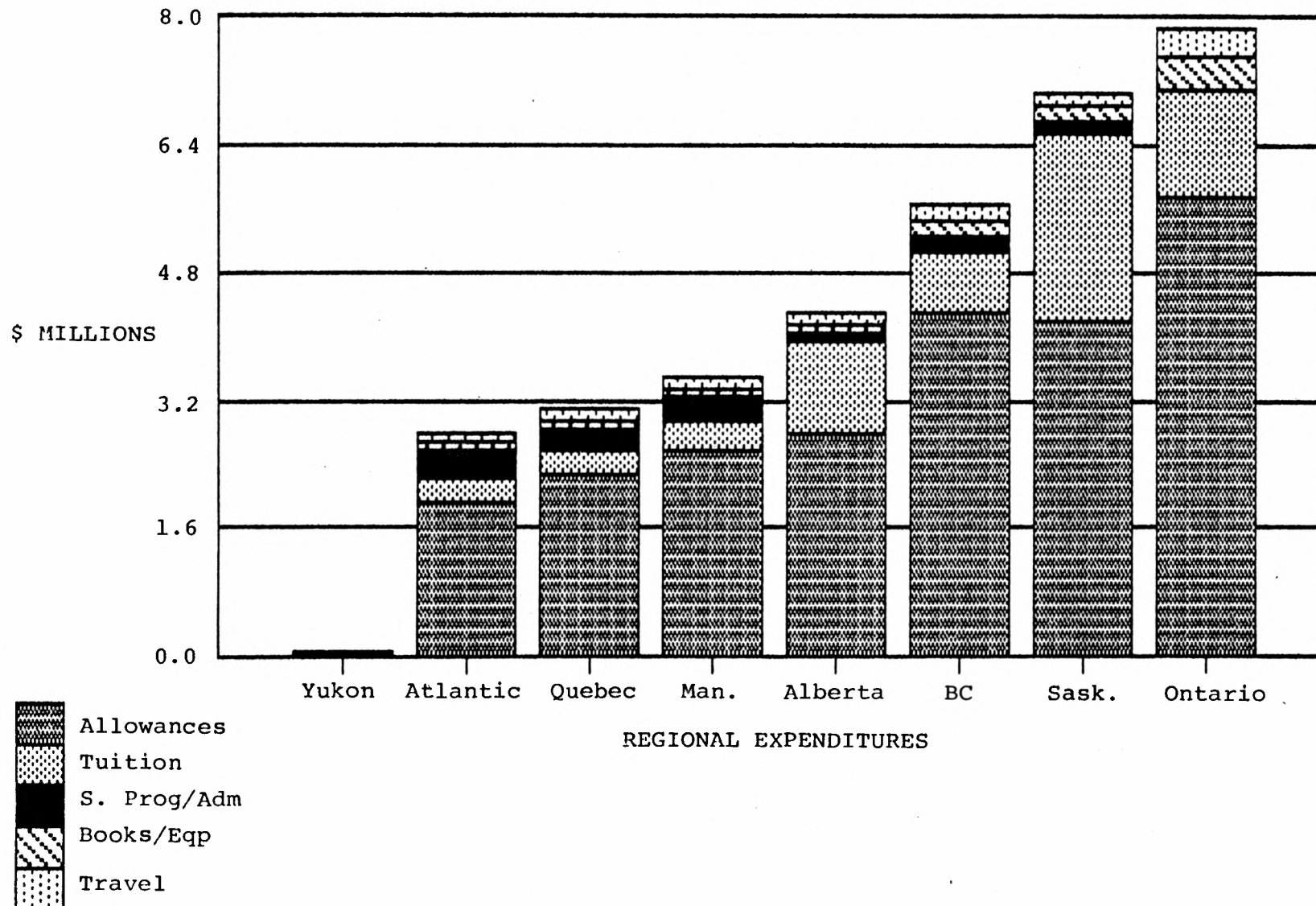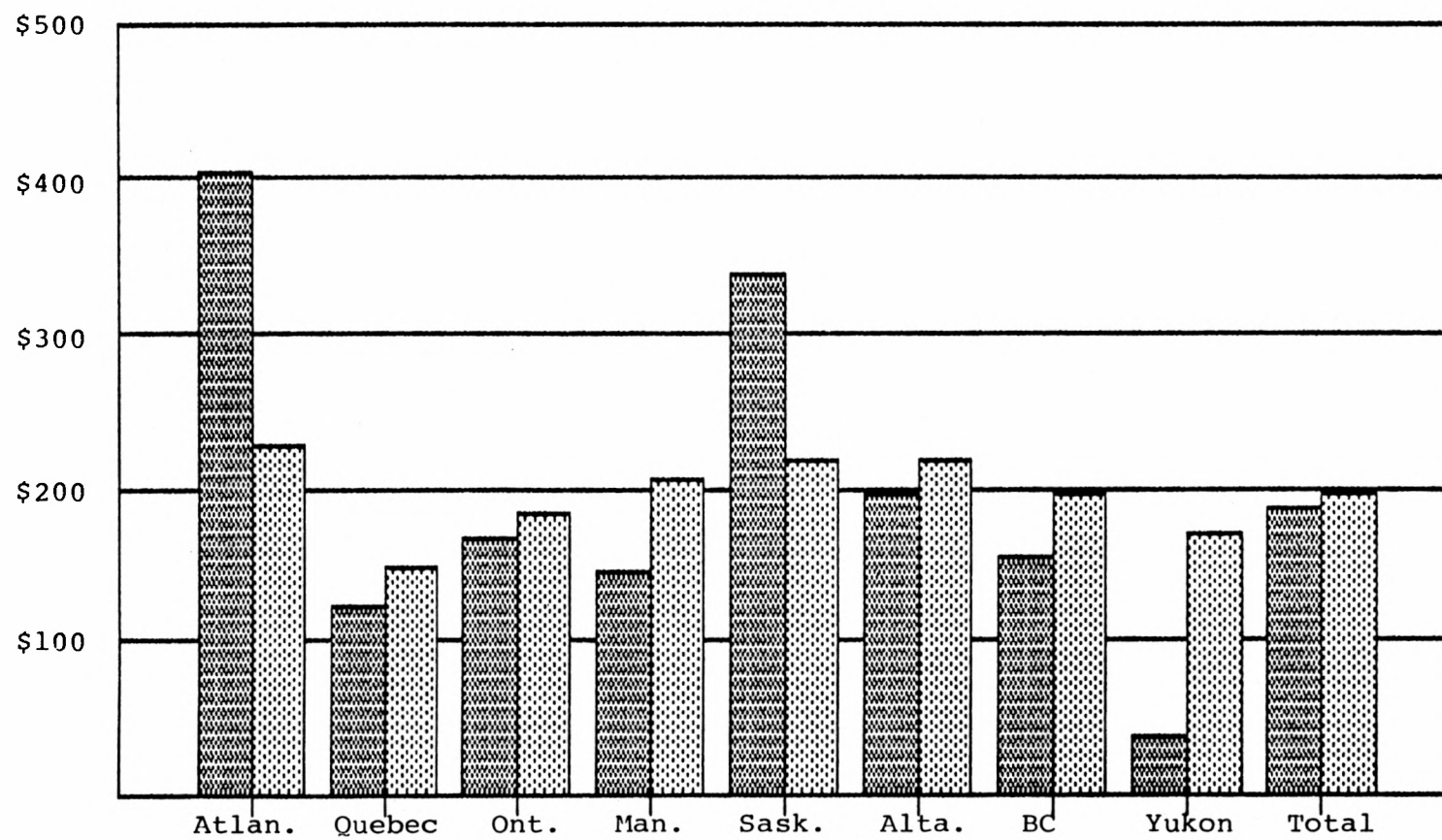
S. Prog/Adm

Books/Eqp

Travel

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FIGURE 2.3: 1982/83 REGIONAL UNIT COSTS & ANNUAL PER CAPITA EXPENDITURES

Regional Unit Costs

Per Capita Expenditures

TABLE 2.2:   1983 PSEAP STUDENT ATTENDANCE BY REGION FOR TYPE OF STUDY

	Other	Community College	University Bachelors	University Masters	University Ph.D	Total
Atlantic	169	40	457	6	1	673
Quebec	71	276	480	9	–	836
Ontario	340	1500	721	40	7	2608
Manitoba*	5	1	66	2	–	74
Saskatchewan	52	23	517	7	–	599
Alberta	137	357	523	22	2	1041
British Columbia*	68	290	134	6	–	498
Yukon & NWT	–	4	–	–	–	4
TOTAL	**842**	**2491**	**2900**	**92**	**10**	**6333**

* Enrollment figures from CEIS are very inaccurate.

Source: 1983 CEIS

TABLE 2.3:   1983 PSEAP STUDENTS AND NUMBER OF THEIR DEPENDENTS SHOWING TOTAL NUMBER OF INDIANS DIRECTLY/INDIRECTLY AFFECTED BY THE PROGRAM

	No. of Dependents											Total Students + Dependents
	0	1	2	3	4	5	6	7	8	9	10	
Atlantic	376	119	86	44	13	13	8	10	4	–	–	1363
Quebec	572	100	76	49	24	8	2	3	1	–	1	1522
Ontario	1770	305	248	133	108	30	10	6	1	2	–	4524
Manitoba*	27	14	17	9	7	–	–	–	–	–	–	177
Saskatchewan	293	104	87	47	42	15	8	2	1	–	–	1331
Alberta	455	167	172	119	77	23	17	4	6	1	–	2519
British Columbia*	300	71	56	44	11	14	2	–	–	–	–	939
Yukon & NWT	2	2	–	–	–	–	–	–	–	–	–	6
TOTAL STUDENTS	**3795**	**882**	**742**	**445**	**282**	**103**	**47**	**25**	**13**	**3**	**1**	**6338 / 12381**

* Enrollment figures from CEIS are very inaccurate.

Source: 1983 CEIS

region. The main reason for the higher unit cost in the
Atlantic is their higher unit cost for special programs. The
higher unit costs in Saskatchewan can be attributed to higher
costs in most expenditure categories. The allocation per
capita shows the amount of PSEAP funding per native person
aged 15 years and over for each region. The Atlantic region
spends about $400 per year for every adult native Indian,
Saskatchewan spends over $300, and the Yukon spends only $40.
This indicates strong regional differences in the proportion
of native Indians who are receiving funding for
post-secondary education.

During 1983, PSEAP students were mainly enrolled at community
colleges and in undergraduate university programs. A
relatively low proportion, less than 2%, were doing graduate
work (see Table 2.2).

Although the overall goal of PSEAP is to provide funding for
post-secondary education, the program supports both students
and their dependents. As shown in Table 2.3, the program is
a source of income for about twice as many people as
students. Not only does PSEAP provide for post-secondary
education, it is also an income support program for many
Indian families.

FOOTNOTES

1. A major source for this chapter was Evaluation
   Assessment: Post School Education by Mary K. Rombout,
   Evaluation Branch, DIAND, December, 1982, pgs. 6-19.

2. Post-Secondary Education Assistance Program Overview,
   Education Branch (HQ), 1982, p. 3.

3. Letter from the National Indian Brotherhood to The
   Honorable John Munro, Minister, Indian and Northern
   Affairs, October, 1981.

4. Operational Plan Call - 1982/83 to 1986/87, Appendix C,
   Program and Functional Goals, p. 6.

5. Evaluation Assessment: Post School Education by Mary K.
   Rombout, Evaluation Branch, DIAND, December, 1982.

6. The word "Indian", rather than Indian and Inuit, is used here and throughout this report because the majority of this program's clientele are Indian.

7. Services Offered under PSEAP, MIP Service Directory, DIAND, March, 1982.

3.0 EVALUATION APPROACH

3.1 Evaluation Plan

The Evaluation Plan lists the evaluation questions relevant
to each of the five program objectives, as well as the
performance indicators, data sources, and proposed data
analysis. The terms of reference called for an evaluation of
the program based on the program objectives, not the Treasury
Board objectives. The Plan also lists several other
evaluation issues that were identified in the Evaluation
Assessment[1] and in our initial consultations with DIAND
staff. Each issue is accompanied by a suggested approach for
its evaluation.

At this time, DIAND does not have expected levels of
performance for the PSEAP objectives. The overall
performance objective is for native Indians to achieve parity
with non-Indians in post-secondary education participation
and completion. The employment rate of recent native
graduates should be comparable to that of non-native
graduates who have similar training. Over the long term, all
Band positions are expected to be filled by qualified native
Indians, although there are no time frames for when this
should occur. Improvement is anticipated in native
self-development and self-realization as a result of
achieving the other objectives, but this is of secondary
importance to achieving parity with non-natives.

The Evaluation Plan was the "blueprint" for the evaluation in
that all evaluation activities were directed at gathering the
data to address the evaluation questions and issues.

EVALUATION PLAN

PROGRAM OBJECTIVE 1: TO MAKE POST-SECONDARY EDUCATION MORE ACCESSIBLE TO INDIAN AND INUIT PEOPLE BY PROVIDING ADEQUATE FINANCIAL RESOURCES

Evaluation Questions	Indicators	Data Sources	Data Analysis
1. To what extent do Indian people see post-secondary education as financially feasible?	• Frequency & rank order of finances as a stated obstacle to post-secondary enrollment. • Examples of Indians who haven't enrolled for financial reasons. • Post-graduation aspirations of high school students.	• Interviews with current students, high school students, counsellors, bands, Tribal Councils, Councillors.	• % of respondents citing finances as an obstacle by type of respondents and by region. • Qualitative assessment of interviewees' comments.
2. Are the PSEAP allowances adequate? 2a. Perceived as adequate? 2b. What influence do financial concerns have on students dropping out?	• Qualitative statements re adequacy. • Reports of financial problems. • Examples of students who have dropped out for financial reasons. • Frequency & rank order of finances as a reason for dropping out.	• Interviews with students, dropouts, bands, counsellors, program administrators. • Comparisons with Stats Can survey and other (e.g., university) analyses.	• % of dropouts & students who report financial problems by no. of dependents. • Qualitative assessment of interviewees' comments.
3. Does the allowance structure cover the actual costs? What additional funds do students draw on?	• Comparison of student allowances for living, child care, travel, with student costs of living in that location & allowances for non-Indian students. • Amount of money contributed by the student from scholarships, loans, earnings, family, etc. • Amount of money contributed by the band, Tribal Council, DIAND from other program $.	• Stats Can #81-219, cost of living for major metro areas. • PSEAP administrators. • Student interviewees. • DIAND Social Assistance rates. • University administrators. • Bands.	• Prepare cost of living estimates for each education institute samples & compare estimate with allowance. • Proportion of students who use additional funds and extent of use. • Qualitative statements of funding inadequacies.

EVALUATION PLAN

PROGRAM OBJECTIVE 1: TO MAKE POST-SECONDARY EDUCATION MORE ACCESSIBLE TO INDIAN AND INUIT PEOPLE BY PROVIDING ADEQUATE
FINANCIAL RESOURCES continued

Evaluation Questions	Indicators	Data Sources	Data Analysis
4. What are the differences in responses to #1-3 for students with and without dependents?	• Correlation of students responses with number of dependents. • Interviewees' statements of problems for students with dependents.	• Identify no. of dependents in each student interview. • Bands, program administrators.	• Crosstabulation of all data for Objective 1 by number of dependents.

EVALUATION PLAN

PROGRAM OBJECTIVE 2:   TO ACHIEVE A PARTICIPATION RATE OF INDIAN AND INUIT PEOPLE IN POST-SECONDARY EDUCATION AT LEAST
EQUAL TO THAT OF THE NON-NATIVE CANADIAN POPULATION

Evaluation Questions	Indicators	Data Sources	Data Analysis
1. What is the participation rate of Indians compared to the rest of the population? By what increments has the rate been increasing? If there are systematic differences within the Indian population, what are the reasons?	. Participation rates over time by age, location (province, urban, or rural), sex, program, year for Indians & non-Indians & non-Indians in a comparable SE group.	. Stats Can participation rates for Canadian pop. by sex by province. . Indian pop. by age by province from DIAND. . Indian enrollment by province from DIAND.	. Calculate Indian part. rate from DIAND data. . Compare with total part. rate from Stats Can. . Impute non-Indian part. rate by combining Stats Can & DIAND data. . Qualitative analysis of interviewees' statements.
2. What proportion of Indian students complete each year of a program?	. % of program completed. . Av. no. of allowance wks. used per school year. . Graduation rate. . Above compared to non-Indian students.	. CEIS. . PSEAP counsellor, social counsellors. . District offices. . Education institutes.	. Completion rates for all students who have up-to-date CEIS records. . Completion rates for students in 16 education institutes.
3. Are student week maximum allotments adequate?	. No. of students who use maximum. . Comments on adequacy made by education administrators.	. CEIS. . District offices. . Education institutes.	. Comparison of student week allotments with program requirements.
4. Why do students drop out? When do they drop out? Do they return?	. Reasons for dropping out or considering it. . Counselling received.	. Interviews with dropouts, counsellors, education institutes, students, & graduates.	. Frequency of each reason stated. . Time of year and place in program when drop out/and return occurs.
5. Why do Indians enroll in post-secondary education? Why do they prefer certain programs/institutes?	. Reasons for enrollment & program selection as stated by sample of students.	. Secretary of State and Stats Can surveys on why people enroll in post-sec. . Student interviews. . Education institute statistics	. Frequency that each reason is cited. . Qualitative analysis of students' comments. . Distribution by programs & institutions. . Comparison with population as a whole.

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EVALUATION PLAN

PROGRAM OBJECTIVE 2:   TO ACHIEVE A PARTICIPATION RATE OF INDIAN AND INUIT PEOPLE IN POST-SECONDARY EDUCATION AT LEAST
EQUAL TO THAT OF THE NON-NATIVE CANADIAN POPULATION continued

Evaluation Questions	Indicators	Data Sources	Data Analysis
6. Is there a process for monitoring student progress? How effective is it?	• Completeness & accuracy of information on each student's progress by region. • Interviewees' comments on effectiveness.	• Counsellors. • Education institutes. • CEIS • DIAND RHQ & District.	• For each region describe the monitoring process and the current state of the data on each student's progress.
7. What activities are undertaken at the high school level to promote participation? Are they effective?	• Comments from high school students as to their future education plans & contributing reasons. • Effectiveness of high school activities as perceived by PSEAP students, bands, education institutes, counsellors, DIAND staff. • Activities undertaken.	• Phone interviews with high school principals. • Interviews with students, bands, counsellors, education institutes.	• Qualitative analysis of interviews.
8. Is sufficient upgrading available to meet the demand?	• No. of applications for upgrading compared to spaces available.	• 16 education institutes. • DIAND	• Requests for upgrading $ compared to funds granted.
9. Is counselling adequate? Are counsellors qualified? What proportion are Indians? Is there sufficient followup of students once they are enrolled?	• Student perceptions of counsellor assistance. • Qualifications, location, & counsellor/student ratio. • Counsellor comments on their ability to do the job.	• DIAND RHQ, Districts • Students. • Counsellors.	• Qualitative analysis of interviews.
10. What institutional characteristics facilitate graduation?	• Comparison of completion rates across programs and institutions. • Institutions' analyses of relevant factors.	• Education institutes. • Data from question #2.	• Analysis of completion rates by entrance requirements, support services, type of program for 20 institutes.

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EVALUATION PLAN

PROGRAM OBJECTIVE 3: TO IMPROVE THE EMPLOYMENT OPPORTUNITIES OF INDIAN AND INUIT PEOPLE, ESPECIALLY THE 18-30 AGE GROUP, AND TO INCREASE THEIR PARTICIPATION IN THE ECONOMIC GROWTH OF THEIR COMMUNITIES AND IN THE ECONOMY IN GENERAL

Evaluation Questions	Indicators	Data Sources	Data Analysis
1. Does post-secondary education for Indians improve employment opportunities on reserve? Off reserve? Is employment related to training? What are the reasons for failure to find employment?	• Current employment status & occupation of PSEAP participants compared to Indian pop. as a whole. • Employment status of Indians vs non-Indians by education, age, type of training, location. • Education status of on-reserve employees. • Reasons for unemployment as stated by graduates, drop-outs, CEIC Native program counsellors.	• Stats Can '81 Census. • DIAND RHQ and Districts. • Bands. • CEIC Native employment counsellors. • Graduates & dropouts.	• Special Crosstabs on census questions 39-45, 46. • Compile DIAND data.
2. What employment assistance is available? What else should DIAND do?	• Descriptions of employment programs at the education institutes. • Student, counsellor, and band perceptions of employment assistance required.	• Education institutes. • CEIC. • Interviews.	• Qualitative analysis of interviews.
3. Do "special" Indian programs provide access to jobs in the larger society? Are qualifications from these programs seen by the larger society as legitimate? Are these graduates adequately prepared?	• Employment status of graduates from special programs compared to Indian graduates from regular programs. • Comments from students, education institutes. • Possibly comments from employers.	• Followups done by education institutes, DIAND, Bands. • Interviews of students, graduates.	• Compare graduates from "special" with "non-special" on place of employment.

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EVALUATION PLAN

PROGRAM OBJECTIVE 3: TO IMPROVE THE EMPLOYMENT OPPORTUNITIES OF INDIAN AND INUIT PEOPLE, ESPECIALLY THE 18-30 AGE GROUP, AND TO INCREASE THEIR PARTICIPATION IN THE ECONOMIC GROWTH OF THEIR COMMUNITIES AND IN THE ECONOMY IN GENERAL continued

Evaluation Questions	Indicators	Data Sources	Data Analysis
4. How do Indian graduates of regular programs adapt to working on reserve? Are they adequately prepared? Culturally adaptable?	. Proportion of Indian graduates from regular vs. special programs who work on reserve. . Band employees' perceptions of their training. . Bands' views on the usefulness of a degree and of different programs.	. Band case studies.	. Qualitative and quantitative analysis of interviews.

EVALUATION PLAN

PROGRAM OBJECTIVE 4: TO PROVIDE QUALIFIED INDIAN AND INUIT HUMAN RESOURCES TO HELP MEET TECHNICAL, MANAGERIAL, AND PROFESSIONAL NEEDS OF INUIT AND INDIAN COMMUNITIES TO SERVE THE LOCAL CONTROL PROCESS

Evaluation Questions	Indicators	Data Sources	Data Analysis
1. Is the post-secondary training appropriate to Indian communities' needs? What post-sec. qualifications are needed that Bands don't already have?	• % of Band/DIAND tech., manage., & prof. staff who are Indian & who have post-sec. education. • Types of Band/DIAND occupations filled by non-Indians. • Band identification of types of trained staff they require. • % of employed students working for Indian people.	• Band case studies. • DIAND RHQ and Districts.	• Qualitative analysis of interviews.
2. What efforts are made to encourage Indian students to acquire skills required by the Bands? What should be the role of DIAND?	• Description of efforts made. • Interviewees' assessments of whether, how, and by whom students should be directed.	• Band case studies. • Student interviews. • Counsellors.	• Qualitative analysis of interviews.

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PROGRAM OBJECTIVE 5:   TO HELP INCREASE THE CAPABILITY OF INDIAN AND INUIT PEOPLE FOR SELF-DEVELOPMENT AND
SELF-REALIZATION

Evaluation Questions	Indicators	Data Sources	Data Analysis
1. To what extent do graduates act as role models and increase the value the community places on education?	• Indian leaders' & elders' statements on the value of education. • High school students' perceptions of qualifications of Band leaders. • Graduates' perceptions of self as role models.	• Band case studies. • DIAND staff. • Graduates.	• Qualitative analysis of interviews.
2. To what extent does Indian post-sec. education increase pride in & identification with Indian culture & create an increased desire to develop the reserve economy and to become self-determining?	• Graduates elected to Council; hold responsible positions. • Graduates play a lead role in community development projects. • No. of students returning to reserve & length of stay. • Students' perceptions that education results in better appreciation of culture.	• Band case studies. • DIAND staff. • Students, graduates.	• Qualitative analysis of interviews.
3. In the case of dropouts does partial completion of an education program provide important benefits, or does it cause disillusionment with the education process?	• Dropouts' perceptions of value of education. • Indian leaders' & elders' statements on the value of education.	• Band case studies. • DIAND staff. • Graduates, students, dropouts.	• Qualitative analysis of interviews (e.g., comparing perceptions and experiences of graduates & dropouts, and of different Bands).

EVALUATION PLAN

EVALUATION ISSUES: THESE ARE ISSUES/QUESTIONS RELEVANT TO THE ENTIRE PSEA PROGRAM, NOT JUST ONE OF THE PROGRAM OBJECTIVES.

Issue	Indicators	Data Sources	Data Analysis
1. Impacts & Effects			
Has the existence of PSEAP promoted universities to develop specialized costly (to the govt) programs wherein educational results are not commensurate with the additional fees charged over and above the fees charged normally in regular programs? Conversely, do the additional costs of such programs translate into a high level of achievement of PSEA program objectives?	• Additional DIAND costs & additional services provided. • Completion rates of Indians in special programs compared to regular programs.	• Education institutes. • Previous evaluations of special programs.	• Qualitative reports by students & educators of special program benefits.
Does the existence of the program act as an incentive to institutions to relax entrance criteria for Indians to the point where a high failure rate is inevitable? Do institutions provide adequate support services to the student to compensate for relaxed entrance criteria?	• Entrance requirements and support services for special programs.	• Education institutions. • Student, counsellor, educator interviews.	• Qualitative reports by counsellors, educators, and students.
Are Indians being educated in fields where employment opportunities are poor or non-existent?	• Employment rates in occupations where Indians are most frequently trained, employment rates in other occupations. • Relates to Objective 3.	• Statistics Canada.	• Comparison of employment rates by occupation for all Canadians.

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EVALUATION PLAN

EVALUATION ISSUES: THESE ARE ISSUES/QUESTIONS RELEVANT TO THE ENTIRE PSEA PROGRAM, NOT JUST ONE OF THE PROGRAM
OBJECTIVES.

Issues	Indicators	Data Sources	Data Analysis
Is the program resulting in a "creaming-off" effect wherein the potential leaders or more motivated and gifted community members choose not to return to their reserves upon completion of their studies?	• Location of Indian grads.	• Graduates, DIAND, Bands.	• Anecdotal statements.
Do Indians who have obtained a post-secondary education become alienated from their culture and community way of life? Are they viewed as "less-Indian" by their families and communities?	• Perceptions of student, bands. • Relates to Objective 3.	• Bands, students.	• See Objective 3, #4.
Are there regional differences in the effectiveness of the program? What are the reasons for these differences, e.g., socioeconomic circumstances, means of delivery, differences in community leadership & perceptions about education?	• Differences in achievement of objectives which vary significantly among regions (limited analysis because of small sample size).	• Bands, DIAND, graduates, students.	• Cross-tab of proportion of Indians enrolled by region, controlling for age.

2. Indian Control

What accountability relationships and measures are required to permit the implementation of the policy of Indian control with regard to PSEAP while at the same time meeting	• Accountability msrs. in 6 band case studies & the Indian controlled institutions. • Comments from Bands, institutions, DIAND.	• Bands, institutions, DIAND.	• Qualitative assessment of what control are required.

EVALUATION PLAN

EVALUATION ISSUES: THESE ARE ISSUES/QUESTIONS RELEVANT TO THE ENTIRE PSEA PROGRAM, NOT JUST ONE OF THE PROGRAM OBJECTIVES.

Issue	Indicators	Data Sources	Data Analysis
the Government's requirement to account for expenditures to Central Agencies and Parliament?			

3. Program Administration

Issue	Indicators	Data Sources	Data Analysis
How do Bands administering their own post-secondary programs depart from PSEAP policy & guidelines? Why? Have they evolved program design changes or eligibility rules which result in greater cost-effectiveness and efficiency in program delivery?	. Internal band guidelines program administration. . Reasons for changes.	. Bands, DIAND, regional & district.	. Description of guidelines used; qualitative assessment of their effectiveness
Do Bands administering their own programs perceive that the advice and support they may require from DIAND have been adequate?	. Advice & support provided. . Bands' comments on adequacy.	. Bands, DIAND.	. Description of Bands' statements.
What kinds of problems are created by regional differences in interpretation of the guidelines? How might these be rectified?	. Identification of regional differences and problems.	. DIAND, students.	. Description of problems identified.

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EVALUATION PLAN

EVALUATION ISSUES: THESE ARE ISSUES/QUESTIONS RELEVANT TO THE ENTIRE PSEA PROGRAM, NOT JUST ONE OF THE PROGRAM OBJECTIVES.

Issue	Indicators	Data Sources	Data Analysis
4. Interactions between PSEAP and Other Programs			
Are students enrolling under PSEAP only because funds are not available for occupational training under the OST program?	• Preferred occupation of high school students. • Other options considered by students. • Indian enrollment in OST over time, by region. • OST funds requested compared to funds received, by region.	• High school students, students, DIAND regional, counsellors, bands.	• Qualitative conclusion from pattern of the indicators.
Are students enrolling in university programs or taking a second degree because the only other alternatives perceived are less attractive financially, such as unemployment or social assistance?	• Level of support from UI & SA.	• DIAND, CEIC.	• Comparison of PSEAP stipends with UI and SA.
Do the activities of the PSEAP duplicate other programs? Are there requirements for Indian post-secondary education that are not met by any program (i.e., gaps in the program)? Are other programs complementary to PSEAP and necessary to its success, e.g., counselling, welfare financial assistance?	• Comments from Bands, DIAND, counsellors.	• Band Case Studies, counsellor interviews.	• Qualitative description of support provided & assessment of its importance.

EVALUATION PLAN

EVALUATION ISSUES: THESE ARE ISSUES/QUESTIONS RELEVANT TO THE ENTIRE PSEA PROGRAM, NOT JUST ONE OF THE PROGRAM OBJECTIVES.

Issue	Indicators	Data Sources	Data Analysis
Are the incidental or planned linkages between PSEAP & the economic/community development programs designed to assist status Indians?	• Graduates who later received assistance, e.g., establish a business.	• Bands, DIAND, graduates.	• Qualitative conclusions from comments.

5. Consistency Among Objectives?

Issue	Indicators	Data Sources	Data Analysis
Are the five objectives mutually exclusive or are some reinforcing or inconsistent? Does the realization of one act as an impediment to others?	• Same indicators for different objectives. • Comments from respondents which suggest inconsistencies.	• Bands, DIAND, graduates, students.	• Qualitative conclusions drawn from analysis of all objectives.

3.2 Existing Databases

The Evaluation Plan shows the information that was required to assess the extent to which the program is meeting its objectives and to address major evaluation issues. In addition, information was needed to describe the program -- administration, funding levels, number of students, etc. The purpose of this section is to describe the type of information that was available from existing databases and to comment on the implications of data gaps for the quality of the evaluation.

DIAND Continuing Education Information System (CEIS)

The CEIS was instituted in 1979/80 to provide a national computerized management information system for all native post-secondary students receiving PSEAP and Occupational Skills Training (OST) funding. Two forms, Application for Educational Assistance (1222) and Continuing Education Individual Progress Report (1223), were designed to collect information on students' demographics, previous education, location and type of institution attended, funding allocation, present educational goal and type of program, anticipated graduation date, student weeks used, and current status and/or reason for program completion/withdrawal.

The Regional Collective Information Report (1228) was intended to provide regional information on dollars contributed, number of students served, and number of training units used. The collated information from these three forms was to be accessible to each region.

During the first two years of operation there were no user manuals for the system, and regional people were not trained in its use. The system was plagued by programming difficulties which resulted in inaccurate reports. There were also complaints that the forms were cumbersome to complete and completed forms often contained inaccuracies.

It is not surprising that some regional staff have
reservations about the capability of the system to meet their
needs. The CEIS database for the start up years is
incomplete and somewhat inaccurate; therefore data for 1979
through 1982 were not useful for this evaluation.

In April 1982 user manuals for the system were published and
training sessions for regional staff were held in June and
September. Consequently, the CEIS database for 1982/83 is
relatively complete for most regions. British Columbia and
Manitoba are the exceptions: for 1982/83 British Columbia
lists 498 students in the database, but had an actual
enrollment of 976; Manitoba lists 74 students in the system,
but had an enrollment of 497. The Quebec region has most of
its students listed, but the data are incomplete and Quebec
does not use the 1228 form. Saskatchewan, Ontario, Alberta,
and the Atlantic regions report that their data are
reasonably complete and accurate, but only for 1983.

The problem in British Columbia and Manitoba seems to be a
lack of confidence in the system and doubt as to whether the
data will ever be used in a meaningful way. Reservations are
held by both DIAND staff and bands who refuse to fill out the
forms. Since most of the funds in these provinces are
administered by bands, the status of the CEIS is not likely
to change.

Even when data are complete, there are problems with
accuracy. The application form and the progress report form
are fairly complex and time consuming. Some DIAND officials
and band administrators prefer not to use these forms, using
instead the Collective Information Report. Other officials
do not complete the forms accurately. Consequently,
information on number of students, their basic demographics,
units used, and funding are available for the total PSEAP
program, but progress report information monitoring student
progress, graduation, and withdrawal rates is missing for
about one-third of the students in the program.

The lack of historical information in the CEIS, the regional gaps in information, and the questionable accuracy of the data in the system mean that there is no complete computer database on all PSEAP students.

For this study, output on educational and demographic characteristics from the CEIS was used. With the exception of aggregated funding and unit week information, all CEIS data should be viewed as a non-random sample of PSEAP users with unknown inaccuracies, particularly for the British Columbia and Manitoba Regions.

The CEIS was not useful for generating the names of dropouts and graduates to be contacted, nor could it be used to determine the sampling frame or total number of PSEAP graduates and dropouts.

1981 Census Data

Statistics Canada 1981 Census data were identified in the evaluation plan of the Phase I Report as a key data source for evaluating PSEAP. Because there are several problems with the 1981 Census for Registered Indians, data on registered Indians used in this evaluation were obtained from DIAND customized data based on the 1981 Census of Canada. Most of the information was derived in the following cross tabulations.

1. Population 15 years of age and over showing attendance, full time, part time:
   - by registered Indians, all other ethnic groups, and all ethnic groups;
   - by age groups;
   - by sex;
   - by educational attainment (grades 11-13, secondary school graduation certificate, some university but no degree, with bachelors or first professional degree, with university certificate above bachelors level, with

masters degree, with earned doctorate, and all others);
. providing counts for Canada, provinces and territories.

2. Population 15 years of age and over not attending school
   full time:
   . by registered Indians, all other ethnic groups, and all
     ethnic groups;
   . by labour force status (not in labour force, unemployed,
     income less than or equal to $15,000, income over
     $15,000);
   . by age groups;
   . by sex;
   . by educational attainment (including 1 or more years of
     university or more than 1 year of non-university
     post-secondary education);
   . providing counts for Canada, provinces and territories.

There were some minor limitations to these data. The first
crosstabulation did not address post-secondary attainment for
non-university programs. The second crosstabulation
identified educational attainment for highest grade completed
up to and including year 1 of university attendance.
Educational attainment above this level was aggregated into
one category and did not identify the type of school attended
(vocational, university, college, or other). There was no
differentiation between post-secondary graduates and partial
completions.

In addition, both crosstabulations were limited by Statistics
Canada confidentiality requirements which rounds the number
of cases to the nearest five. Although it was not a problem
in most regions, the aggregation of rounded cases resulted in
some inaccuracy in the Atlantic Region which is composed of
four provinces with limited native Indian populations.

Information on Inuit education attainment was available from
another special run provided by DIAND, subject to the same
confidentiality limitations as other Statistics Canada

material. These data were more limited than those for registered Indians. They included highest grade or certificate completed, non-university post-secondary and university attendance by region, age and sex.

DIAND

Several information sources were obtained from DIAND:

. Reports, studies, and other documentation to describe program history, guidelines, objectives, activities, and policy issues.

. PSEAP database for 1980/81, 1981/82 and 1982/83 includes unit cost, units and costs by service type by region. Except for expenditure information contained in annual reports, all expenditure data prior to 1980/81 have been lost.

Statistics Canada

In addition to 1981 census information, the following information was obtained from Statistics Canada:

. Two surveys (1968/69,1974/75) on why people enroll in post-secondary programs were used as a basis for interview questions.

. Costs of living index for major metropolitan areas broken out by expenditure class. This information is limited as it cannot be cross-referenced between cities.

. Annual publication of tuition and living accomodation costs at Canadian universities; latest available was for the 1982/83 school year.

. Annual publications on enrollment in post-secondary education by region, faculty, and major for the Canadian population; latest year available was 1980.

Other Sources

- Numerous catalogues, statistical information, and
  newsletters from educational institutions were reviewed.
  They provided limited information on annual student year
  completion and graduation rates.

- A current survey (April, 1984) of Canadian housing
  prices and rents for major cities provided information
  for some of the cities where education institutions in
  the study sample are located.

- A current survey (May, 1984) of the cost of a
  "nutritious food basket" for individuals by age and sex
  for 13 Canadian cities; information on all education
  institution locations was not available.

3.3 Interviews and Student Surveys

The Terms of Reference call for the selection of 15 to 20 ...

> "... educational institutions most frequented by
> Indians, covering all seven regions. Within this
> framework, a representative group of current students
> can be interviewed, dropouts identified for follow-up
> interviews, instructors and officials interviewed, and
> special study program characteristics identified. An
> analysis will be undertaken of available information in
> the files of the selected educational institutions on
> what has happened to former Indian students, usually
> graduates, in a period of up to three years
> post-university."

In addition, at least six case studies were to be undertaken
at individual reserves.

This section presents a list of education institutions and
bands selected for visits and describes the approach used to
select them. In addition, the method and rationale for
identifying and contacting current students, dropouts, and
graduates is described.

Sample of Education Institutions

A preliminary list of education institutions to be visited
was developed based on suggestions from DIAND staff at the
national and regional offices and published information on
the programs offered by each institution. This list was
reviewed by the Advisory Committee who participated in the
selection of 16 institutions to be included in the sample.
The preliminary list and selected institutions are shown in
Table 3.1. The institution sample was not finalized until
all the institutions and the native Indian students attending
them had agreed to participate in the study.

In selecting the institutions, the committee took into
consideration the following criteria:
  . urban/rural location
  . university/community college
  . special Indian programs/regular programs with special
    assistance for Indians/regular programs
  . Indian controlled/non-Indian controlled
  . travel costs.

The number of institutions to be visited in each region was
based on the proportionate size of the native population, the
number of PSEA program dollars, and the number of PSEAP
students, as well as the Study Team's judgement as to how
many institutions were required to adequately represent a
region.

In 1982/83, the total number of PSEAP units or student weeks
was 173,416. Based on a 34-week year, this represents 5,100
full-time students. Since many students attend on a
part-time basis, the actual number of students was higher.
The CEIS database indicated 6,333 part-time and full-time
students and DIAND staff estimate about 7,000 students in
1983. The institutions selected for the study sample had
2,086 students in 1983, or at least 30% of all PSEAP
students.

TABLE 3.1:   SAMPLE OF EDUCATION INSTITUTIONS

	PSEAP 1982-83 $ (M)	PSEAP Students 1982-83 Estimate (CEIS)	1982 Indian Popl'n 15+ yrs.	Possible Education Institutions	Estimated PSEAP Enrollment (CEIS)
Atlantic	2.8	170 (673)	6,895	√St. Thomas U, Fredericton √UNB, Fredericton Dalhousie U., Halifax	70 (241) 40 (140) 25
Quebec	3.1	600 (836)	24,525	√U of Quebec, Chicoutimi √John Abbot College, Montreal Concordia U., Montreal	)45-50 reg ft*)300 spec.prg* (269) 16 38
Ontario	7.8	2,041 (2,608)	47,245	√Lakehead U, Thunderbay √Western U, London √Trent, Peterborough √Confederat'n Com Coll, T'Bay Laurentian U., Sudbury Cambrian Community College Fanshaw Community College	56 (160) 27 (58) 40 (60) 133 (174) 28 70 107
Manitoba	3.5	497 (74)	23,865	√U of Manitoba, Winnipeg √Brandon U, Brandon	100 (51) 200 (59)
Saskatch'n	7.0	500 (599)	20,920	√U of Saskatch'n, Saskatoon √U of Regina, Regina (Indian Federated College)	275 (179) 275 (298)
Alberta	4.3	700 (1041)	21,705	√U of Calgary, Calgary √Blue Quills, St. Paul U of Alberta, Edmonton U. of Lethbridge, Lethbridge	120 (161) 205 (155)
BC	5.6	976 (498)	36,305	√UBC, Vancouver √Fraser Valley Community College Northwest Community College University of Victoria	)60 reg ft*)90 in field (53) 180 (12)
Yukon	.7	12 (4)	1,708		
Totals	**$34.8**	**5,496** (6,333)	183,168		

*reg ft = regular fulltime;   spec.prg = special program

√ = Institutions selected for the sample.

Band Case Studies

The Terms of Reference specify that at least six case studies should be undertaken at individual reserves, some of which should operate their own post-school programs. Band leaders and band members holding senior positions in the band were to be interviewed as well as former post-secondary students (graduates and dropouts) and some high school students. Each band selected was to be in the vicinity of an institution in the sample so that band members attend that institution.

Limiting the number of bands to six meant that one region would not be represented which led the Advisory Committee to recommend that the number of case studies be increased to seven.

The main criterion in selecting bands was that the band had made extensive use of the PSEAP so they could discuss their experience with the program and provide ideas on how the program might be improved. In some cases, Tribal Councils were selected instead of bands because they administer the PSEAP for several bands. The Bands/Tribal Councils visited and the reasons for selecting them were:

Atlantic Region

Eskasoni Band. This is the largest Band in the Atlantic Region and has the most students who have enrolled at a college or university. It assumed control of its own PSEAP in September, 1983 and operates an on-reserve school. Its location is rural.

Quebec Region

Pte. Bleu Band. This french-speaking Band controls its own PSEAP and has several students in attendance at the University of Quebec (Chicoutimi). Its location is rural. Although the Band initially agreed to participate in the

study, they refused to meet with the consultant when he
arrived, stating they required prior confirmation from DIAND
Regional.

Ontario Region

Six Nations. This is the largest reserve in Canada and has
several graduate professionals in all fields. Since the Band
has administered its own program for a relatively long time,
it was expected to provide information on program delivery
and future directions.

The Northern Mishnawbe Education Council was considered but
rejected because of the travel costs. Furthermore, both
bands selected in the Atlantic and Quebec regions are rural.

Curve Lake. Unfortunately our visit to Six Nations coincided
with one of the worst snowstorms in history, thereby limiting
the number of people who could be interviewed. To supplement
this information, a visit was made to the Curve Lake Band
which administers its own PSEAP and has several students
attending Trent University.

Manitoba

Dakota Ojibway Tribal Council (DOTC). The DOTC has offices in
Brandon and several students attend Brandon University, part
of the education institution sample.

Saskatchewan

Peepeekiskis. This Band has had many students enrolled at
SIFC, and controls its own post-secondary program. It is
located in a rural area, but is easily accessible by car from
Regina.

Alberta

Blackfoot. This Band is located near Calgary. Band members attend the University of Calgary.

British Columbia

Chilliwack Area Indian Council. The Council represents 21 member bands and has many students who have attended post-secondary institutions. Although these bands are located in a rural area, they are very close to a large urban district.

Seabird Island Band. A brief visit was made to the Seabird Band because it administers PSEAP for many students and has its own reserve school.

A total of 12 high school students were interviewed during visits to the Bands/Tribal Councils.

Student Survey

A survey was conducted of current, graduate, and dropout PSEAP students from the 16 selected post-secondary institutions. The purpose of the survey was to determine user opinions of the program and to identify support needs for native Indians to enroll in and succeed at colleges, universities and technical institutions.

Sampling Approach. The student survey was drawn from three student populations:
  - all students currently enrolled (part-time and full-time) in one of the 16 institutions in the education institution sample (estimated number is 2,086);
  - all former students who have graduated from one of the 16 education institutions during the years 1980/81, 1981/82 or 1982/83 (total number not known); and

. all former students in the 16 institutions who have left
a program of studies before completion during the years
1981/82, 1982/83 or 1983/84 (total number not known).

To select a random sample, there must be a list of
all students in the population being sampled. For current
students, population lists were available at eight
institutions. The Study Team, with assistance from students,
bands, and campus administrators, was able to construct lists
for three additional institutions. Population lists could
not be developed for the remaining five institutions.

The situation was more difficult for graduates. Only one
institution maintains a complete list of graduates which
could be released to the Study Team. With considerable
effort by the institutions and the Study Team, complete lists
were developed for three additional institutions. No lists
of graduates could be developed at twelve of the institutions
in the sample.

There were no complete records of Indian students who had
left a program of study in any of the institutions. Partial
lists of dropouts were developed by DIAND staff, counsellors,
and the Study Team. In addition to lists not being
available, many native students resent "being studied" and
strongly object to DIAND or the education institution
releasing their names to an outside consultant. Their
position was respected.

The limited availability of student population lists
restricted the sampling approach that could be used in this
study to two options:

(1)   Quota sampling wherein a predetermined number of current
      students, dropouts, and graduates are selected from each
      region on a non-random basis. This means that those
      students who are available and who are willing to
      participate are interviewed, an "opportunity sample".

Conclusions drawn from the study sample cannot be generalized to the entire population of PSEAP students.

(2) Quota sampling for dropouts, graduates, and current students where there are no available population lists. Random sampling for those institutions that have a list of current student or graduates names and contact numbers. This approach was used.

At each institution every attempt was made to obtain a random sample of current students and graduates. For institutions with a complete student list and fewer than 60 current students and/or 40 graduates, a census was attempted. For institutions with larger numbers, a random sample of 60 students and/or 40 graduates was selected. If complete listings were not available for students and graduates at an institution, quota sampling was used. This was the case for all dropout respondents. Table 3.2 summarizes the sample selection process used at each institution for current student, graduate, and dropout respondents.

Questionnaire Design: Separate questionnaires with several common questions were developed for current students, graduates, and dropouts. Questions were based on data requirements specified in the Evaluation Plan. Because the method for contacting and interviewing students varied at each institution, the questionnaires were designed to be administered in person, by telephone, or by students themselves. The questionnaires are attached as Appendix B.

Survey Pre-Test: The questionnaire was administered to students at Concordia University. Because revisions to the questionnaire were substantial, these data were not included in the analysis. The survey was then conducted at the University of British Columbia and Trent University to assess the sampling approach and to finalize the questionnaire. These data are included in the analysis with two questions deleted.

TABLE 3.2: SAMPLE SELECTION PROCESS

	Current			Graduate			Dropout	
	Random	Census	Non Random	Random	Census	Non Random	Random	No Ra
Atlantic		X				X		
UNB		X				X		
St. Thomas								
Quebec								
John Abbot		X				X		
Chicoutimi	X				X			
Ontario								
Confederation	X					X		
Lakehead		X				X		
Western		X				X		
Trent		X		X				
Manitoba								
Brandon	X			X				
U Manitoba			X			X		
Saskatchewan								
SIFC-Saskatoon			X			X		
U of Sask			X			X		
Alberta								
U of Calgary*		X			X			
Blue Quills	X					X		
BC								
UBC			X			X		
Fraser Valley College			X			X		
TOTAL	4	7	5	2	2	12		16

* includes U of Calgary extension courses at Old Sun College

Survey Approach: A Study Team member visited each institution and described the evaluation to groups of students and staff. Lists of current students, graduates, and dropouts were obtained or developed and student interviewers were selected and trained to assist the consultant in administering the survey.

Thirty-three percent of completed questionnaires were done by personal interview, 15% were completed over the telephone (particularly graduate and dropout respondents). The remaining 52% were self-administered and then reviewed by interviewers.

The survey period was long, mid-February to mid-April, due to the difficulty in locating graduate and dropout respondents and the inconvenience of winter travel in Canada.

Survey Response: The target return rate was completed interviews with 25 current students, 10 graduates, and 10 dropouts from each selected institution. This return rate would have resulted in 720 student interviews: 400 current students and 160 each of graduates and dropouts, to achieve 90 respondents in each DIAND region except Ontario, which, because of its higher student numbers, was targetted for 180 completed questionnaires.

The actual survey response, shown in Table 3.3, closely approached this goal for current students with 346 completed questionnaires. Most regions were proportionally represented with the exception of Quebec which was under-represented and Alberta which was slightly over-represented. Return rates for graduates and dropouts were lower than anticipated, but still sufficient for useful analysis. Questionnaires were completed with 99 graduates and 98 dropouts. The lower return rates for these two groups are due to the lack of current address listings and the distribution of these people throughout Canada.

TABLE 3.3:   NUMBER OF SURVEY RESPONSES FOR INSTITUTIONS AND REGIONS BY
             STUDENT CATEGORY

Region Institution	Current	Graduate	Dropout	Total
Atlantic				
University of New Brunswick	20	7	8*	35
St. Thomas	23	6	11	40
Total	**43**	**13**	**19**	**75**
Quebec				
John Abbot	8	3	0	11
Chicoutimi	16	4	4	24
Total	**24**	**7**	**4**	**35**
Ontario				
Confederation	25	3	2	30
Lakehead	19	9	10	38
Western	18	5	9	32
Trent	25	9	11	45
Total	**87**	**26**	**32**	**145**
Manitoba				
Brandon	21	9	5	35
U. Manitoba	14	3	2	19
Total	**35**	**12**	**7**	**54**
Saskatchewan				
SIFC	37	3	10	50
U. of Saskatchewan	16	13	7	36
Total	**53**	**16**	**17**	**86**
Alberta				
U. of Calgary**	34	5	0	39
Blue Quills	28	12	9	49
Total	**62**	**17**	**9**	**88**
British Columbia				
U.B.C.	21	5	5	31
Fraser Valley College	21	3	5	29
Total	**42**	**8**	**10**	**60**
TOTAL	**346**	**99**	**98**	**543**

*   includes two dropout respondents who attended Dalhousie Univeristy

** includes U. of Calgary extension courses at Old Sun College.

Regional representation of graduate and dropout students was generally proportionate. Quebec and British Columbia were under-represented by graduate respondents. Similarly, Quebec and Manitoba, were under-represented by dropout respondents. The Atlantic region was slightly over-represented by dropout respondents.

Characteristics of Survey Sample: Survey respondents appear to be representative of full-time PSEAP students based on age, sex, number of dependents, and high school grade completion data. Younger students and part-time students are under-represented in the survey.

Table 3.4 compares the age of the survey sample to all students listed in the 1983 CEIS. The age distribution for current students in the survey is very similar to the CEIS, except the survey included fewer students aged 15 to 19 years. As could be expected, surveyed graduates are older than the CEIS current student population, with dropouts aged between current students and graduates.

Over 62% of survey respondents were female, compared to 64% in a sample from the 1982/83 CEIS database.[3]

TABLE 3.4: COMPARISON OF SURVEY SAMPLE AGE TO 1983 CEIS DATABASE, IN PERCENTAGES

	CEIS Data	Current Student Survey	Graduate Student Survey	Dropout Student Survey
15-19	13.4	1.0	0.0	0.0
20-24	34.5	40.3	8.6	25.3
25-29	21.6	26.5	37.6	47.1
30-34	14.8	17.5	18.3	12.6
35-39	8.2	8.0	20.4	9.2
40+	7.5	6.7	15.1	5.7

As shown in Table 3.5, more of the respondents in the current

student survey have dependents than in the CEIS database.
This is consistent with the smaller proportion of young
students who were included in the survey.

TABLE 3.5: COMPARISON OF SURVEY SAMPLE WITH DEPENDENTS TO
            1983 CEIS DATABASE, IN PERCENTAGES

| | Number of Dependents | | | | |
	0	1	2	3	4+
Survey Respondents	45.9	17.3	17.8	10.8	8.2
CEIS Data Base	59.4	13.9	11.7	7.0	7.5

High school grade completion for surveyed students and the
CEIS database is similar, with a slightly higher proportion
of grade 12 and 13 graduates in the survey (see Table 3.6).
This occurred because the surveyed students were all
attending colleges or university whereas the CEIS database
includes students attending non-university institutions such
as vocational schools and private institutions.

TABLE 3.6: COMPARISON OF GRADE COMPLETION OF SURVEYED
            STUDENTS; TO 1983 CEIS DATA, IN PERCENTAGES

| | Highest Grade Completed | | | | | |
	<7	8-9	10	11	12	13
Survey Respondents	0.6	7.5	11.0	13.5	58.9	8.5
CEIS Data Base	1.9	9.4	12.7	19.6	52.1	4.3

Ninety six percent of the surveyed students attended school
full-time, in contrast to the CEIS data which indicate
approximately one-third of PSEAP students attend part-time.
Thus, the survey response largely reflects the perceptions of
full-time PSEAP students.

Interviews

In addition to the student survey, 69 interviews of
approximately one to two hours duration were conducted with
DIAND administrators and counsellors, band representatives,
high school students, and post-secondary institution
administrators and counsellors. An Interview Guide was
prepared for each group based on the information needs in the
Evaluation Plan. The interview guides are attached in
Appendix C.

In general, one or more administrators and counsellors
involved with native programs and/or students were
interviewed at each institution. Often there was not a clear
distinction between counsellor and administrator with many
having dual responsibilities. At least one DIAND
administrator or a counsellor involved with the PSEAP was
interviewed in each region except Atlantic.
Here the Nova Scotia Division produced a detailed draft
discussion paper directly addressing the evaluation
objectives and issues so an interview was not required.

Table 3.7 shows the number of interviews completed by type
of respondent and DIAND region.

TABLE 3.7: PSEAP INTERVIEWS BY REGION AND TYPE

Type/ Region	Education Institution Administrators	On Campus Counslrs	DIAND Officls	Band/ Tribal Council Reps	High School Students	Total
BC	2	2	2	1	–	7
Alberta	5	2	2	1	2	12
Sask	5	3	3	1	2	14
Manitoba	2	2	1	1	1	7
Ontario	5	1	5	2	–	13
Quebec	–	2	2	–	5	9
Atlantic	1	2	1*	1	2	7
TOTAL	**20**	**14**	**16**	**7**	**12**	**69**

* Detailed draft discussion paper was prepared by DIAND staff on PSEAP
objectives and issues.

In addition to the 69 formal interviews, approximately 40 additional informal interviews were conducted with DIAND and institution officials while finalizing the study design. Pertinent comments from these communications were noted and included in the evaluation.

3.4 Study Limitations

Several data limitations restrict the findings from this evaluation. First, the special crosstabulations from Census 1981 data are three years old and lack information on non-university programs/completions and employment of graduates and dropouts.

Second, the CEIS data are not reliable for confident analyses. Except for unit weeks, it is not possible to determine the annual number of students in the PSEAP. In addition, progress reports containing detailed information on items such as reason for withdrawal are missing in about 50% of the cases.

Many institutions in the sample do not compute annual completion rates and graduation rates for Indian students. Several of the special programs have only been in existence a few years and a true graduation rate is not available. Regular programs usually do not identify the ethnic origin of their students; if they do, the information is confidential.

Due to the sampling approach and the time at which the survey was conducted, almost all the PSEAP students in the survey are full-time students enrolled at institutions with a significant native Indian population. The CEIS data, however, indicate that approximately 30% of students are part-time; many students attend universities, colleges, and private institutions with only a few other Indian students; and many PSEAP students on the CEIS list are enrolled in "vocational" programs such as dressmaking, keypunching, and pilot training.

The limitations noted above, which pertain to individual data collection methods, are overcome to a significant extent by the overall study design. That is, no major conclusion or recommendation in the report is based on a single line of evidence. It is the convergence of several lines of inquiry, none of which by itself would be compelling, that adds confidence to the results.

FOOTNOTES

1. Evaluation Assessment: Post School Education, Mary K. Rombout, Evaluation Branch, DIAND, December, 1982.

2. Rombout, M.K. op cit.

3. A Customized 1981 Census Status Indian Data Set, DIAND, 1984.

4. Characteristics of 4,561 students on the 1982-83 CEIS Data Base. Circular, Continuing Education Division, DIAND.

4.0   FINANCIAL ACCESSIBILITY TO POST-SECONDARY EDUCATION

This chapter assesses the PSEAP objective:

"To make post-secondary education more accessible to
Indian and Inuit people by providing adequate financial
resources."

According to the findings of this study, PSEAP funding has
been a significant factor in the dramatic increase in
registered Indian enrollment in post-secondary education.
Results from the survey (see Table 4.1) indicate that only
17% of the students would have attended without PSEAP, 31%
would have delayed enrolling, and 34% would not have attended
a post-secondary institution.   The importance of PSEAP
funding is even more noticeable among students with
dependents, 40% of whom report they would not have attended
without PSEAP.   (See Table D.2 Appendix D for a breakdown of
responses into students with dependents.)

TABLE 4.1:   ATTENDANCE AT POST-SECONDARY INSTITUTIONS WITHOUT
PSEAP

	Number of Responses	% of Total
Would have attended without PSEAP	87	17%
Would not have attended without PSEAP	175	34%
Attendance would have been delayed	156	31%
Uncertain	93	18%
Total Responses	511	100%

4.1   Adequacy of PSEAP Allowance

Although PSEAP has been a major factor in facilitating
enrollment, several problems with the allowance structure
were reported. Most DIAND officials involved with the
administration of the PSEAP considered the program allowance

rates adequate and attributed financial problems to student mismanagement, personal problems, prior debt, and a general lack of urban skills. In contrast, many institution administrators, counsellors, band administrators, and students identified financial inadequacies in the program. The problems were generally not considered serious enough to significantly affect enrollment or dropout rates, but they did produce unnecessary hardships and inequalities in the program.

Table 4.2 presents survey results concerning students' perceptions of the adequacy of various expenditure categories. Although the figures must be interpreted with caution (many people, when asked if they get enough money, will always answer "no") some categories, particularly food and housing, were consistently viewed as inadequate.

TABLE 4.2: SURVEYED STUDENTS PERCEPTIONS OF FINANCIAL ADEQUACY OF PSEAP

	Not Enough $ No. %		Enough $ No. %		No Comment/ Don't Get Funding No. %		Total No. Responses
Food and Housing	340	66%	154	30%	22	4%	516
Transportation	228	45	146	29	137	27	511
Books and Supplies	205	40	302	59	9	2	516
Clothes	201	39	61	12	248	49	510
Childcare	108	24	70	16	267	60	445
Other	37	23	22	14	99	63	158
Tuition	56	11	446	87	9	2	511

The twelve components of the student allowance structure were aggregated into six categories for this evaluation:
- living expenses, including training allowances, special shelter and clothing allowances;
- tuition, including tutorial assistance;
- books and supplies, including special clothing and equipment;
- childcare and special contingency allowance;

. transportation, including seasonal and local; and

. incentives.

Each category is examined using interview comments, student survey results, and other quantitive data sources.

Living Expenses

Opinions about the adequacy of living allowances were mixed. Some institution administrators, most counsellors and band officials, and a few DIAND officials considered living allowances inadequate, particularly for students living away from home in urban areas. Most DIAND officials considered the PSEAP living allowances adequate for students, as did a significant number of institution administrators. The following inadequecies were consistently identified in most regions:

. a lack of funds to meet start up expenses when moving to a new community;

. insufficient funds for shelter costs;

. insufficient funds to meet miscellaneous living expenses, especially for students with dependents;

. no incremental increase in living expenses for students with more than four dependents; and

. a lack of annual inflationary indexing -- the last allowance rate increase was in 1982.

It was not possible to evaluate the adequacy of the PSEAP allowance rates at all 16 institutions because cost of living information for food and shelter is not available for small Canadian cities and towns. Adequacy was evaluated for one urban university in each region. Concordia University in the Quebec region, where the survey pre-test took place, had to be substituted for the two Quebec campuses due to information inadequacies. Interviewed officials indicated that most problems with allowance rates were experienced in urban areas, and it can be assumed living costs for students in non-urban areas are lower.

Note that this analysis was limited to the costs of food and
housing; other expenses such as transportation and clothing
were not assessed for each education institution.

Table 4.3 compares the maximum PSEAP living allowance rates
by number of dependents to the actual costs of food and
shelter at a post-secondary institution in each of the seven
DIAND regions. The balance remaining after deducting minimum
food and shelter costs is shown, as well as an adjusted
balance if a maximum Special Shelter Allowance is applied.

Living allowance rates were based on the revised September,
1982 post-secondary weekly training allowance rates
multiplied by 34 student weeks. Students must find another
source of income during the months they are not attending
school. The cost of shelter for each institution was derived
from two sources. If student accommodation was available on
campus it was assumed that students would reside there.
Costs were obtained from Statistics Canada for the 1982/83
student year.[1] Accommodation figures for 1983/84 are likely
higher.

Accommodation varies at institutions: some have no on-campus
accommodation, some have room and board for single students
only, and several have married accommodation. It was assumed
that single students would occupy the least expensive
dormitory accommodation, students with one dependent would
occupy the least expensive married accommodation, and
students with two or three dependents would occupy the most
expensive on-campus married accommodation. Students with
four or more dependents were assumed to require larger off-
campus housing.

Shelter costs for off-campus accommodation were derived from the
Royal Trust Survey of Canadian Housing Prices, April 1, 1984.[2]
Shelter figures for students with four dependents were based
on average monthly rental rates for a 900 sq ft two-bedroom
apartment in the least expensive neighbourhood in each

TABLE 4.3:   ADEQUACY OF LIVING ALLOWANCE RATES FOR BASIC SHELTER AND FOOD

UBC, Vancouver

Number of Dependents	Living Allowance Rate $	Cost of Shelter $	%	Cost of Food $	%	Balance Remaining $	%	Adjusted Balance if Special Shelter Allowance Applied $	%
0	4080	1568	38	923	23	1589	39	2137	53
1	5134	1968	38	1432	28	1734	34	2419	47
2	5542	2480	45	1954	35	1108	20	2205	40
3	5882	2480	42	2644	45	758	13	1767	30
4	6256	3400	54	3402	54	-546	-8	1290	21

Univeristy of Calgary, Calgary

Number of Dependents	Living Allowance Rate $	Cost of Shelter $	%	Cost of Food $	%	Balance Remaining $	%	Adjusted Balance if Special Shelter Allowance Applied $	%
0	4080	1876	46	926	23	1278	31	2134	52
1	5134	2784	54	1408	27	942	19	2443	48
2	5542	3152	57	1922	35	468	8	2234	40
3	5882	3152	54	2598	44	132	2	1814	31
4	6256	3600	58	3339	53	-683	11	1353	22

University of Saskatchewan, Saskatoon

Number of Dependents	Living Allowance Rate $	Cost of Shelter $	%	Cost of Food $	%	Balance Remaining $	%	Adjusted Balance if Special Shelter Allowance Applied $	%
0	4080	1904	47	714	18	1462	35	2346	58
1	5134	2056	40	1391	27	1687	33	2480	48
2	5542	2624	47	1900	34	1018	19	2256	41
3	5882	2624	45	2569	44	689	11	1843	31
4	6256	4000	64	3304	53	-1048	-17	1388	22

University of Manitoba, Winnipeg

Number of Dependents	Living Allowance Rate $	Cost of Shelter $	%	Cost of Food $	%	Balance Remaining $	%	Adjusted Balance if Special Shelter Allowance Applied $	%
0	4080	1067	26	1173	29	1840	45	1887	46
1	5134	2656	52	1247	24	1231	24	2603	51
2	5542	2656	48	1701	31	1185	21	2455	44
3	5882	2988	51	2299	39	595	10	2112	36
4	6256	3320	53	2954	47	-18	0	1738	28

TABLE 4.3: ADEQUACY OF LIVING ALLOWANCE RATES continued

Western University, London

Number of Dependents	Living Allowance Rate $	Cost of Shelter $	%	Cost of Food $	%	Balance Remaining $	%	Adjusted Balance if Special Shelter Allowance Applied $	%
0	4080	1451	36	1258	31	1371	33	1802	44
1	5134	2400	47	1392	27	1342	26	2459	48
2	5542	2400	43	1900	34	1242	23	2256	41
3	5882	2400	41	2569	44	917	15	1843	31
4	6256	5200	83	3304	53	-2248	-36	1388	22

Concordia University, Montreal

Number of Dependents	Living Allowance Rate $	Cost of Shelter $	%	Cost of Food $	%	Balance Remaining $	%	Adjusted Balance if Special Shelter Allowance Applied $	%
0	4080	1600	39	942	23	1538	38	2118	52
1	5134	3200	62	1382	27	552	11	2469	48
2	5542	3200	58	1883	34	459	8	2273	41
3	5882	3400	58	2547	43	-65	-1	1865	32
4	6256	4000	64	3275	52	-1019	-16	1417	23

University of New Brunswick, Fredericton

Number of Dependents	Living Allowance Rate $	Cost of Shelter $	%	Cost of Food $	%	Balance Remaining $	%	Adjusted Balance if Special Shelter Allowance Applied $	%
0	4080	1340	33	1260	31	1480	36	1800	44
1	5134	3200	62	1392	27	542	11	2459	48
2	5542	3200	58	1900	34	442	8	2256	41
3	5882	4000	68	2569	44	-687	-12	1843	31
4	6256	4400	70	3304	53	-1448	-23	1388	22

institution's city. These figures are likely lower than actual costs to house a family of five or more. Rental figures for Saskatoon (U of S) and Fredericton (UNB) apartments were not available, but were derived from general real estate market values in the Royal Trust publication for these two cities.

When on-campus accommodation was not available for singles and/or families, shelter costs were derived by assuming singles would share a two-bedroom apartment, each paying half the rent, families with one or two dependents could find accommodation at a rate of 20% below the Royal Trust rental average; and families with 3 dependents at a rate 10% below the Royal Trust average. All shelter cost figures were conservatively low to represent a "best case" scenario. In actuality, subsidized on-campus accommodation and inexpensive off-campus housing are limited. Furthermore, access to this type of accommodation requires considerable urban skills, such as booking several months in advance of the school year. Most PSEAP students cannot make early deposits for accommodation because they do not get their funding until after they have enrolled in an institution. Many PSEAP students probably have to occupy more expensive accommodation off-campus even when on-campus accommodation exists.

Food costs for single students attending institutions with room and board were based on actual costs of room and board less room costs. Food costs for single students without access to room and board and students with dependents were derived from the Agriculture Canada Retail Food Price Report (May 22, 1984) which details the weekly cost of a "nutritious food basket" for individuals by age and sex for thirteen Canadian cities.[3] Actual local food costs were not available for Saskatoon (U of S), London (Western), and Frederiction (UNB). In these three cases a 13-city weighted average was used.

A single student was assumed to be male, 19-24 years of age.

A student with one dependent was assumed to be female, 19-24 years of age with a child between the ages of 4 and 6 years. A student with two dependents was similar to a student with one, except that the second dependent child was assumed to be 2 to 3 years old. A student with three dependents was assumed to be female, 25-49 years of age, with children aged 2-3 years and 4-6 years, and a 7-9 year old boy. A student with four or more dependents was assumed to have an additional 10-12 year old girl. Food costs were based on a 34 week school year. A student with older dependents or a dependent spouse would incur higher basic food costs than those used in Table 4.3.

The adjusted balance incorporating the use of a Special Shelter Allowance assumes a maximum of 25% of the living allowance rate applied to shelter costs.

The living allowance rate appears adequate for single students at all seven institutions across Canada. In all cases costs of shelter exceeds 25 percent of income, making single students eligible for Special Shelter Allowances: an allowance that does not appear to be used in some regions. The balance remaining or discretionary proportion of the allowance varies between $1,278 and $1,840 without the Special Shelter Allowance, allowing a disposable income of $37 to $54 a week for normal daily living expenditures including local travel and recreation.

Single students living as dependents are entitled to a weekly training allowance of $72. This amount is comparable to that received by an independent student less shelter costs, and allows a weekly disposable income of approximately $44. As such, the allowance available for dependent students is adequate.

Although about 40% of PSEAP students have dependents (14% have three or more dependents), the living allowance rate for students with dependents is progressively less adequate as

FIGURE 4.1: WEEKLY PER PERSON ALLOWANCE, AFTER MINIMUM FOOD AND SHELTER EXPENSES (INCLUDES SPECIAL SHELTER ALLOWANCE)
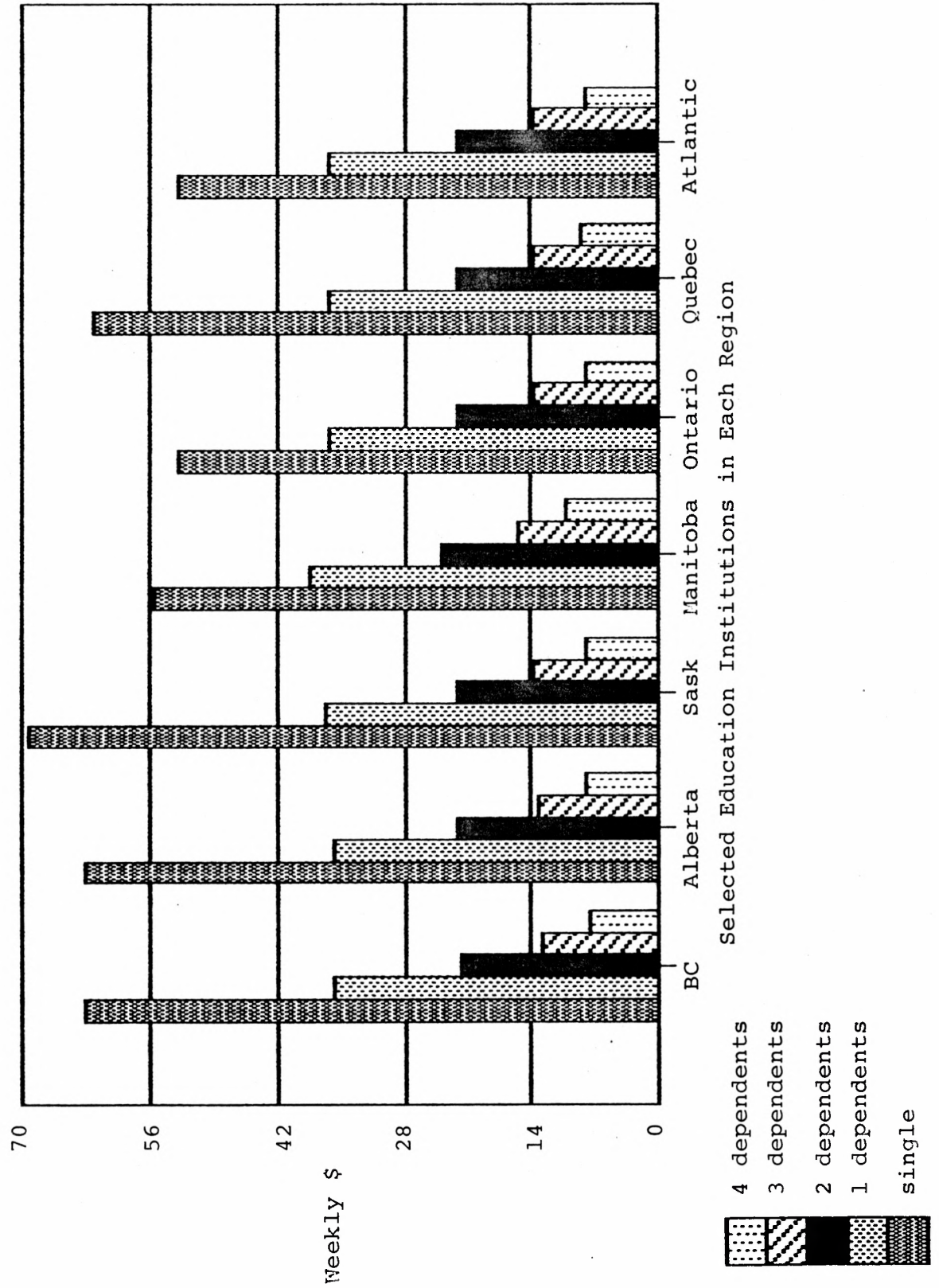
the number of dependents increases. Without a Special
Shelter Allowance, students with three dependents in some
regions and four dependents in all regions do not receive
sufficient funds to meet basic shelter and food needs during
the school year (see Figure 4.1). Even with a full Special
Shelter Allowance, students with four dependents have a
weekly disposable income comparable to single student. This
has to provide local travel, recreation, and school supplies
for at least five people.

The inadequacy of the allowance for students with dependents
is due to the small increases for dependents, generally less
than the incremental cost for basic food and shelter per
dependent. For example, the weekly food costs for a student
with four young children using the Agriculture Canada 13-city
weighted average is $97 and a single young male student's
food cost is $28 -- a $69 difference. Yet the total increase
in allowance rate for four dependents is $64.

Costs of food and shelter vary on a regional and city basis.
Food prices vary from a high of $3,402 for a family of five
in Vancouver (UBC) to a low of $2,954 in Winnipeg (U of M), a
$448 school year difference. Shelter costs vary from a high
of $5,200 for a family of five in London (Western) to a low
of $3,320 in Winnipeg (U of M), a $1,880 school year
variation. Married accommodation on campus is relatively
inexpensive at the University of British Columbia, at $1,968
for the least expensive accommodation per school year; the
least expensive on-campus accommodation at the University of
Calgary is $2,784, a $729 difference. Although variations of
regional shelter costs can be partially controlled by the
Special Shelter Allowance, variations in food expenses are
not presently accounted for.

Table 4.3 indicates that a majority of independent students
attending urban post-secondary institutions should be
eligible for Special Shelter Assistance under the E12
guidelines. An analysis of program expenditures in the

1982/83 federal fiscal year shows that, with the exception of the Atlantic and Manitoba regions, this is not the case. Although 100% of students in the Manitoba region and 80% in the Atlantic region receive the allowance, less than 10% of students in Quebec, 12% in Ontario, 20% in Saskatchewan, 27% in Alberta, and 36% in British Columbia receive it. Clearly, there are regional differences in the adequacy of funding for basic housing needs.

Less than 30% of the students surveyed considered financial assistance adequate for food and housing. Although 37% of single students considered financial assistance for living expenses adequate, only 13% of students with three dependents agreed. The two regions with the highest percentage of students reporting adequate living expenses, British Columbia (43%) and Ontario (39%) also had the largest regional proportion of single students in the sample. Saskatchewan, with the lowest reported level of adequacy at 17%, had the second lowest proportional number of single students in the survey sample and the highest proportion of students with four or more dependents.

Student perceptions of adequacy for food and shelter expenses match the analysis of actual living expenses, especially for students with dependents. It is not surprising that 52 of the surveyed students made the comment that additional funding is necessary for miscellaneous and exceptional expenses, and 151 stated the need for regular cost of living adjustments in their allowance rates.

For most students, clothing costs are included in their living allowance, after paying for food and shelter. Although the E12 guidelines have a clothing component, it appears to be applicable only to students, not dependents. As has been shown, it is the students with dependents who have the least disposable income and are probably the most in need of clothing. During the 1982/83 fiscal year only 19 allocations for clothing were made totalling $3,000 and four regions did not dispense any funds in this category.

Tuition

Depending on the regional administration of the PSEAP,
tuition for general courses of study is either paid directly
to the institution on behalf of the student, or given to the
student for self-payment. Once a student is admitted to a
program of study, the PSEAP guidelines stipulate the full
payment of tuition fees.

The tuition component of the allowance structure appears
adequate. No concerns were voiced during the interviews and
87% of the surveyed students reported that PSEAP tuition
payments were adequate. Quebec was the only region where a
significant number of students (45%) reported they had not
received sufficient tuition payments. We do not know the
reason for this response.

Although tutorial assistance is available under the E12
guidelines, only the Manitoba and Alberta regions had
significant disbursements for this component in the 1982/83
fiscal year. Although specialized native programs, partly
financed by DIAND, often provide tutorial help, many students
are in regular courses of study. Forty six-percent of
students surveyed stated that more individual help would
encourage program completion. It appears that most regions
are not tapping this source of funding.

Books and Supplies

The E12 guidelines state that the cost of officially listed
books and supplies will be paid for by the PSEAP. Several
regions apply a standard dollar amount of $250 or $300 a year
which is adequate for most students. Regional variation in
the average allocation for books and supplies ranged from
$130 to $224 in 1982/83. The majority of surveyed students
were satisfied with books and supplies funding, with the
exception of students in Quebec where 87% stated that funding
was insufficient. The use of a standard dollar amount was

reported to cause problems for students who have unusually high books and supplies costs.

Supplies and school expenses that are not definable as "official" course requirements or as special equipment are difficult to justify within the E12 guidelines. Examples include typewriter rentals, calculator purchases, and other expenses such as student computer time.

Funding is available for special clothing and equipment when needed for a program of study, for example, nurses uniforms. In 1982/83 there were only 311 instances of use of this special allowance. No problems were noted in this category.

Childcare and Special Contingency Allowances

Childcare and babysitting are student expenses authorized by the E12 guidelines for single parents and when both parents are full-time students. A special contingency allowance is available for unexpected situations.

All regions, except Manitoba, had substantial disbursements in this category during 1982/83. In the Atlantic region, counsellors and band officials described the allowances as inadequate.

Approximately 23% of students with dependents stated that childcare funding was enough, 47% stated it was not enough, and 30% reported receiving no childcare allowance. The latter group are likely living in Manitoba and/or have a working spouse.

A number of educators and DIAND officials indicated a lack of awareness by students of the availability of the childcare allowance. Possibly this accounts for their perception of inadequate funding. In most regions funding for childcare seems available without restriction; only Ontario has a limit on weekly babysitting expenses of $100.

Student perceptions of inadequate daycare allowances may also be attributed to a lack of availability of convenient daycare facilities. Responding to an open-ended question in the student survey, 24 students indicated that on-campus daycare facilities would increase native student completion of programs.

During the interviews no comments were made by officials and educators regarding special contingency allowances other than daycare or babysitting. Although use of this component is possible for unexpected situations, it appears rarely used.

Transportation

The E12 Guidelines provide students and their dependents with round-trip transportation between home and a non-local post-secondary institution at the start and end of the school year and at Christmas. This funding appears to be adequate.

The guidelines also allow a daily local travel allowance when extraordinary travel costs are required to attend classes. Interpretation of this clause varies on a regional basis. Most regions provide no local transportation allowance. The British Columbia region provides an allowance for public transportation; if public transportation is not available, a car mileage allowance can be paid.

In regions where a local transportation allowance is not provided, many interviewees said this was a financial deficiency. In the Saskatchewan region, local transporation costs used to be available. Students viewed the discontinuation of this allowance component as a mistake.

Only 29% of responding students considered combined local and seasonal transportation allowances sufficient. Twenty-seven percent received no assistance in this category. The percentage of single students satisfied with their

transportation allowance was higher than students with
dependents. Forty-seven percent of single students receiving
a transportation allowance considered it sufficient, compared
to only 33% of students with dependents. As one DIAND
interviewee noted, dependent travel to and from daycare
facilities can produce hardships.

Our conclusion is that local transportation allowances for
students living off campus are deficient. This inadequacy is
likely greater for students with dependents.

Incentives

Incentives are given to graduate students to cover increased
incidental costs and to encourage graduate studies. The
annual incentive is $750 for masters degree students and
$1,500 for doctoral students. If a student has worked for
more than 12 months prior to reattending university, the
standard PSEAP allowance and incentive is replaced with an
income equal to 50% of the person's salary, provided this is
higher than the standard allowance. No interviewee comments
were made about the incentive allowance, and it appeared to
apply to less than 60 students during the 1982/83 fiscal
year. Less than 1% of PSEAP students are enrolled in
graduate studies, compared to over 12% of the general student
population in Canada. Although the incentive allowance may
be useful for meeting students' expenses, it does not seem to
be much of an inducement for Indian students to enroll in
graduate studies.

4.2 Costs for Special Native Indian Programs

Information on the costs of special native programs was
limited. In the few institutions from which we have data,
the per student cost for special programs is not much higher
than for regular programs. No conclusions about the cost of
special programs can be drawn, however, without analyzing the
cost of all the special programs in comparison to regular
programs in Canada.

4.3 Adequacy of Student Weeks

The E12 program guidelines stipulate the maximum number of student weeks of assistance for each of the five major post-secondary levels to be:

Community College, CEGEP, etc.   - 172 student weeks;
Bachelors Degree or Equivalent   - 172 student weeks;
Honours Bachelor Degree   - 206 student weeks;
Master's Degree or Equivalent   - 103 student weeks;
Doctorate   - 103 student weeks.

Total assistance cannot exceed 413 student weeks. In exceptional circumstances, students may be provided with student weeks above those allocated for specific post-secondary program levels.

Most education and DIAND officials interviewed considered student weeks adequate for most PSEAP students, particularly with the use of additional discretionary allocations. However, a number of problems were identified including:
- student weeks are inadequate for five year bachelor programs and excessive for three year programs;
- student weeks are inadequate for doctoral students;
- there is no provision for a graduate qualifying year, nor for completion of a post-bachelor level certificate such as a teachers certificate, or licentiate in accounting prior to graduate work;
- student weeks are inadequate for undergraduates who want to change programs. This was particularly frustrating for one counsellor when students wanted to change from general arts studies into more employable professional studies; and
- student weeks are inadequate for sincere students who have to repeat a difficult year or cannot take a full course load.

Interpretation of the E12 guidelines varies across regions.
Wording of the guidelines implies students are permitted 172
weeks of college and 172 weeks of bachelor studies. Although
some regions interpret E12 this way, other regions consider a
172 student week maximum for combined study leading to a
bachelors degree. Student perceptions of adequacy reflect
the variations in regional interpretation. Table 4.4
indicates that 43% of the students consider the time
adequate, 33% consider it inadequate, and 24% do not know.
In regions with a strict interpretation of the guidelines,
such as British Columbia and the Atlantic, approximately 50%
of the students are dissatisfied with the number of student
weeks. In regions with less strict interpretations and three
year bachelor programs, such as Quebec, student
dissatisfaction drops to less than 10%.

TABLE 4.4: STUDENTS' PERCEPTION OF STUDENT WEEKS ADEQUACY BY REGION

	BC	Alta	Sask	Man	Ont	Que	Atl	All Canada
			% of Total Responses in Region					
Adequate	26%	34%	42%	61%	50%	72%	29%	43%
Inadequate	46%	36%	20%	22%	30%	9%	58%	33%
Don't Know	28%	30%	38%	17%	20%	19%	13%	24%
Total Number of Responses	54	84	86	54	138	32	72	520

Table 4.5 disaggregates student responses for current,
graduate, and drop-out students. Less than one-third of each
group is dissatisfied with student week maximums. Several
interviewed officials noted the need for "a flexible policy
based on individual circumstances." The E12 guidelines have a
provision for discretionary policies, but perhaps program
administrators are not aware of how to apply this discretion.

TABLE 4.5: STUDENTS' PERCEPTION OF STUDENT WEEKS ADEQUACY BY
STUDENT TYPE

	Current Students		Graduates		Dropouts		Total No.
	No.	%	No.	%	No.	%	Responses
Adequate	133	40	51	53	41	46	225
Inadequate	110	33	32	33	28	32	170
Don't Know	91	27	14	14	20	23	125
TOTAL	334	100	97	100	89	100	520

4.4 PSEAP and Other Sources of Financial Assistance

Most individuals interviewed for the evaluation were not
aware of sources of funds for status Indian and Inuit
students other than the PSEAP. The student survey indicated
that the PSEAP was the only source of funding for 26% of the
students during the school year. Thirty percent of the
students reported they received some financial assistance
from their family, but this assistance was limited unless
students had a working spouse. Thirty percent of the
students reported they supplement their student allowances
from savings from pre-enrollment jobs and summer employment.
A few students worked part-time during the school year. DIAND
and educational officials did not perceive students' savings
to be substantial in most cases. Several officials indicated
that few students work part-time during the school year, and
many of those who do have scholastic difficulties. Only 5.5%
of responding students received bursaries or scholarships.
About 13% had student or personal loans, often borrowing from
family members to supplement their student incomes.

Canada Student Loans and Grants are difficult for status
Indian students in several provinces to obtain because
Indians are not considered a provincial responsibility.
Quebec is an exception to this. DIAND officials in Quebec
thought it possible that some students were "double funded"

with PSEAP allowances and Quebec Student Loans and Grants.
Administrators are unable to audit this possibility due to
confidentiality restrictions in both programs.

About 15% of surveyed students received some form of
financial assistance from other sources. Often this
assistance was family allowance cheques. DIAND and band
officials stated that a few students in the Alberta Region
received additional funding via band royalty payments and
band subsidies above the basic PSEAP allowance. One band
matches 80% of the PSEAP allowance.

4.5   Effect of Finances on the Drop-Out Rate

Few DIAND, educational institution or band officials thought
students were forced to drop-out of school because of
inadequate PSEAP allowances. In many instances, financial
difficulty was a contributing factor to students
dropping-out. There are usually many factors contributing to
the decision and some are difficult or embarassing for the
students to admit. As one university counsellor stated, "if
a student comes to me and says he has to leave school simply
because he is not getting enough money from Indian Affairs, I
know he is lying."

The student survey supports the findings from the interviews.
Only 26% of the student dropouts said that financial concerns
were a factor in leaving school. When asked what would have
prevented dropping-out, 25% replied more funding, and 56%
said more counselling and personal support. Fifty-four
percent of all survey students said they knew of fellow
students dropping-out of school for financial reasons,
although, in over half the cases, students stated there were
other contributing factors.

There did not appear to be a relationship between students
with dependents and a higher dropout rate for financial
reasons. A number of interviewees stated that native single

mothers were often highly motivated and were most likely to complete the program even though they had more obstacles to overcome. Although PSEAP allowances are limited for students with dependents, the financial consequences of dropping-out of the program may be worse. Without employment, dropouts often have to return to the reserve with some loss of face and go on social assistance.

PSEAP allowances are often an inducement not to drop-out. Conversely, some students reportedly dropped-out of school to accept job offers paying high wages. In the latter instances, financial contraints of the PSEAP allowances may have contributed to students accepting jobs before graduation, but student allowances cannot be expected to compete with employment wages.

When students did report dropping-out of school for financial reasons, it was usually attributable to a lack of budgetary skills combined with prior debts or accumulated small debts while attending school. Students would often run out of money a week or two before their allowance cheque would arrive, and borrow from friends or emergency university loans. Gradually these debts would "snow-ball." As one university counsellor stated, "a few students would get themselves in debt and be forced to return to their reserves where no one could come and look for them."

Many DIAND and education institution interviewees noted a need to teach money management skills to non-urban students. Lack of budgetary skills is likely the most significant financial aspect contributing to dropping-out of school.

4.6 Conclusions

PSEAP funding has removed a major barrier for native Indian student access to post-secondary education. Indian people see post-secondary education as financially feasible. Only 17% of surveyed students said they would have enrolled at

this time without the program. The majority of students with dependents indicated it was unlikely they could have attended university without the PSEAP. For most native students, PSEAP is the main funding source. Although there are some deficiencies in the funding structure, finances were not given as the main reason for dropping out. Finances contributed to dropping out in about 25% of the survey sample.

The following conclusions regarding financial accessibility arise from the evaluation:

. Allowances for single students are adequate. Allowances for students with dependents are less adequate; they have less disposable income per person than single students. There are regional and urban/rural differences in adequacy due to variations in local costs of living.

. Tuition payments meet the actual cost of tuition. Dollars for tutorial assistance, however, are needed -- especially for students in regular programs.

. Although funding for school supplies, special clothing, and equipment is adequate, PSEAP administrators must be flexible in their interpretation of the guidelines in order to meet special needs for each student. Funds should be available for this purpose.

. According to the E12 guidelines, childcare allowances should be adequate. However, it seems that many students do not have access to childcare payments or are not receiving sufficient funds to meet their costs.

. Local travel allowances are often inadequate for students living off campus, particularly for those with dependents who must be transported to daycare and school.

. The E12 guidelines for student weeks are adequate as

long as administrators can be flexible in assessing the
needs of each student. There are regional differences in
the interpretation of the guidelines, resulting in
disparities in the number of weeks students are
allocated.

4.7 Recommendations

1. It is recommended that DIAND make the following changes
    in the student allowances.
    - Increase allowances for students with dependents to
      make them comparable to those for single students. In
      addition, allowances for students with more than four
      dependents should increase incrementally for each
      dependent.
    - Annually review the allowance rate to reflect changes
      in the cost of living.
    - Implement a system for adjusting student allowances in
      accordance with the cost of living at the institution
      attended.

2. It is recommended that DIAND consider removing the
    student weeks limitations from the guidelines, thereby
    allowing PSEAP administrators to make decisions on an
    individual student basis.

3. It is recommended that DIAND evaluate the cost-efficiency
    of the special programs for native Indians. The
    evaluation should include a complete description of
    funding mechanisms, and comparison with regular programs
    on costs, completion rates, and employment of graduates.

4. It is recommended that DIAND investigate the regional
    differences in students perceptions of funding problems.
    Specifically, these included late payments in BC,
    Alberta, and Saskatchewan; no childcare payments in
    Manitoba; and complaints by Quebec students regarding
    insufficient funding for books.

FOOTNOTE

1. Statistics Canada, 1982. <u>Tuition and Living Accommodation</u> <u>Costs at Canadian Universities</u>.

2. Royal Trust, 1984. <u>Royal Trust Survey of Canadian Housing</u> <u>Prices</u>. April 1, 1984.

3. Agriculture Canada, 1984. <u>Agriculture Canada Retail Food</u> <u>Price Report</u>. May 22, 1984.

5.0   PARTICIPATION IN POST-SECONDARY EDUCATION

This section evaluates the effectiveness of PSEAP in achieving the objective,

> "To achieve a participation rate of Indian and Inuit people in post-secondary education at least equal to that of the non-native Canadian population".

Since 1968, annual enrollment under PSEAP in university and professional courses has increased from about 250 to over 6,500. More native Indians are now graduating each year than in the ten-year period 1960-1970. The 1981 Census indicated over 2,600 registered Indians had obtained at least one university degree and over 8,350 additional Indians had attended university. Data from DIAND indicate an annual growth rate of over 16% in the number of registered Indians using the PSEA Program. The data also indicate that the rate of Indian (not Inuit) participation in post-secondary education is approaching that of other Canadians.

We have attempted to assess participation in post-secondary education from two perspectives: rates of enrollment and rates of completion. Often, enrollment rates are used to define participation rates. However, we disagree with this definition because enrollment without successful completion does not afford access to the employment, financial, and social benefits of a university or college degree. In our view, equal access to education is only achieved if native people can successfully compete with their non-native counterparts. The initial thrust of PSEAP, to achieve parity of enrollment rates, has in general been achieved. However, based on the very limited data in this study, the completion rate for Indians remains lower than for the rest of the population.

5.1 Enrollment Rates

Table 5.1 compares post-secondary enrollment rates for
registered Indians with other Canadians. When rates are
calculated as a percentage of the adult population,
registered Indians have a lower post-secondary enrollment
rate than other Canadians. The lower rate can partly be
explained by the younger age structure of the registered
Indian population (see Figure D.1 in Appendix D) -- which
means that proportionately fewer native Indians have reached
an age where they would have enrolled in post-secondary
education. In addition, post-secondary education has only
been financially accessible to most native Indians during the
past seven years. The native population also has a higher
secondary school dropout rate, which limits access to
post-secondary education.

TABLE 5.1: POST-SECONDARY[1] ENROLLMENT RATES FOR REGISTERED
INDIANS AND OTHER CANADIANS

	Registered Indians			All Other Canadians		
	% of Adults	% of Adults With Gr 11+	% of Adults 18-29 With Gr 11+	% of Adults	% of Adults With Gr 11+	% of Adults 18-29 With Gr 11+
Full-Time Enrollment Rate						
Male	3.6	16.5	22.9	4.5	11.0	24.3
Female	3.6	15.5	21.4	3.7	8.8	19.3
Total	3.6	15.9	22.1	4.1	9.9	21.7
Part-Time Enrollment Rate						
Male	1.2	5.5	5.5	3.3	8.0	8.8
Female	1.7	7.1	5.9	3.8	9.0	9.2
Total	1.5	6.5	5.7	3.5	8.5	9.0
Aggregate Enrollment Rate						
Male	4.8	22.0	28.4	7.8	19.0	33.0
Female	5.3	22.6	27.4	7.5	17.8	28.5
Total	5.1	22.4	27.8	7.7	18.4	30.7

[1] Post-secondary enrollment includes university and non-university

Source: DIAND customized data based on 1981 Census of Canada.

When enrollment rates are calculated as a percentage of the
adults with at least a grade 11 education, Indians have a
higher full-time enrollment rate than other Canadians, a
slightly lower part-time enrollment rate, and a slightly
higher overall enrollment rate. The overall figure may be
spuriously high because of the small number of Indians who
have achieved a grade 11 education. Nevertheless, once
native Indians achieve grade 11 they are at least as likely
as other Canadians to enroll in post-secondary education.

To control for differences in the age distribution of
registered Indians and other Canadians, post-secondary
enrollment rates were calculated as a percentage of the
population who have completed grade 11 and who are between 18
and 29 years old. The full-time enrollment rates for the two
populations are similar but the Indian part-time enrollment
rate is lower than the rate for other Canadians, resulting in
a slightly lower aggregate rate for Indians.

According to the 1981 census data discussed above, Indian
post-secondary enrollment rates are comparable to rates for
other Canadians, particularly for younger native Indians who
have completed grade 11.

There are almost no sex differences in enrollment rates for
native Indians: percentages of males and females enrolling
in post-secondary education are approximately equal. In
contrast, among other Canadians the full-time enrollment rate
for men is higher than for women.

Assuming that on-reserve life is comparable to rural life and
off-reserve is comparable to urban, the trend in Indian
enrollment rates is similar to rates for other Canadians.
Enrollment rates for off-reserve (urban) Indians (8.5%) are
higher than for on-reserve (rural) Indians (4.4%). In the
general population, urban enrollment is higher than rural
enrollment. (The percentages above include non-university
post-secondary participation.)

Table 5.2 shows enrollment rates for PSEAP students by region, calculated from the CEIS database, DIAND annual database, and 1981 Census for registered Indians aged 15 years and older. Rates in Table 5.2 are based on full-time equivalent enrollment figures (calculated from DIAND annual expenditures using 34 units/weeks as one full-time equivalent). Enrollment rate, in this case, is defined as the percentage of adult Indians enrolled at a college, university, or technical institute.

The table shows that in the two years between the 1980/81 and 1982/83 school years, the enrollment rate for registered Indians 15 years and older increased from 2.0% to 2.7%, an average annual increase of 16.7%. The Atlantic region shows the highest enrollment rate in both years, and the lowest average annual increase. Regions with low enrollment rates in 1980/81, e.g., Manitoba and British Columbia, show average annual increases over 20%, indicating that regional disparities in Indian post-secondary enrollment are decreasing.

TABLE 5.2: PSEAP STUDENT ENROLLMENT RATES

	1980/81 Enrollment Rate (%)	1982/83 Enrollment Rate (%)	Average Annual Change (%)
Atlantic	4.4	5.2	8.9%
Quebec	1.9	2.5	13.4
Ontario	2.1	2.7	14.9
Manitoba	1.5	2.1	21.7
Saskatchewan	3.1	4.5	22.8
Alberta	2.1	2.7	12.9
British Columbia	1.6	2.3	20.9
Yukon & NWT*	0.3	0.2	-19.3
TOTAL	**2.0**	**2.7**	**16.7**

* Only a few NWT students are shown in the CEIS data base.

Note: Enrollment rates are based on CEIS database and 1981 Census for registered Indians aged 15 years and older. Rates are in terms of full-time equivalents, calculated from DIAND annual expenditure data using 34 units/weeks as one full-time equivalent.

Table 5.3 shows enrollment figures for PSEAP students in
Ontario by type of study. The table shows that from
1979-1983, PSEAP student enrollment has increased
substantially for college and undergraduate studies.
Enrollment in graduate studies (i.e., MA and PhD programs)
has also increased, but less markedly. Although increases
may reflect actual increases in enrollment, they also reflect
more complete record keeping techniques in latter years.
Actual numbers shown in the table may not be entirely
reliable, but the growth patterns are representative. These
data are not available for the other regions.

TABLE 5.3: 1979-1983 ENROLLMENT BY TYPE OF STUDY FOR PSEAP STUDENTS IN THE ONTARIO REGION

Number of Students:

Year	Community College	University BA	MA	PhD	Other	Total
1979	658	318	31	6	182	1,195
1980	621	298	25	6	153	1,103
1981	793	400	33	4	256	1,486
1982	1,177	570	42	4	345	2,138
1983	1,500	721	40	7	340	2,608
% Increase 1979-1983	128%	127%	29%	17%	87%	118%

Source: CEIS database

5.2 Completion Rates

Information on completion and graduation rates was
unavailable at most of the sampled institutions. Many
colleges and universities compile data on input measures
(e.g., annual enrollment), but few maintain detailed
statistics on output measures (e.g., graduations and
withdrawals). Statistics that are collected are rarely
compiled by ethnic group. In addition, some special native
study programs have been operating less than five years.

Completion statistics maintained in these programs are too
few to give an accurate picture of graduation rates,
especially since many of these students study for a few
years, work, then return to graduate. An accurate graduation
rate could only be generated by compiling data from all
institutions in Canada which was beyond the scope of this
study.

Due to these data limitations, this section relies mainly on
information obtained during the evaluation interviews and
data from the 1981 Census. Institutional and CEIS data are
referred to, but are not representative of all PSEAP
students.

Interviewed counsellors and administrators reported that the
annual withdrawal rate of Indian students in native programs
ranges from 5% to 30%. The consensus was that PSEAP annual
completion rates are slightly lower than rates for non-native
students, with the largest loss in the first year of study.
As one Atlantic region interviewee noted, approximately 75%
of Indian students return for their second year of study.

Available data from institutions support these statements.
The first intake of the University of New Brunswick's special
native education program had a 50% graduation rate between
1977 and 1981. At that time, several students were still in
the program and a number of dropouts from the 1977 intake
re-enrolled in 1980. Withdrawal rates in the program between
1980 and 1983 averaged 15.5%, only 1% higher than rates for
non-native students enrolled in the regular education
program. The University of Calgary reported an average
annual withdrawal rate of 19.5% between 1972 and 1977 for
registered Indians. Many of these withdrawals transferred to
other institutions. The Saskatchewan Indian Federated
College produced 180 graduates in its first six years with an
approximate annual enrollment of 450 students.

The 1983 CEIS database shows a withdrawal/failure rate of
about 36%, based on only one-third of PSEAP students.

Few interviewed officials knew the graduation rate for registered Indians in regular programs. Estimates ranged from 25% to 55%. Officials suggested that native students often take longer to graduate from regular programs, but their graduation rate is not substantially lower than non-natives.

CEIS data (see Table D-3 in Appendix D), although unreliable, indicate that about 11% of students with completed CEIS forms graduated in 1983. Considering the duration of college or university programs (from one to four school years or longer) and the growth of Indian post-secondary enrollment in the four years preceding 1983, the graduation rate is probably in the 40% to 60% range.

The best available information on how many native Indians completed at least one year of post-secondary education is in the 1981 Census. Table 5.4 compares the percentage of adult registered Indians who have completed at least one year of post-secondary education and who are not attending school with other Canadians with the same level of education.

TABLE 5.4: 1981 PERCENT OF ADULT REGISTERED INDIANS WITH POST-SECONDARY EDUCATION COMPARED WITH OTHER CANADIANS WITH SIMILAR EDUCATION*

	Indian	Other
Atlantic Region	9.0%	15.9%
Quebec Region	11.2	21.5
Ontario Region	7.2	21.3
Manitoba Region	2.9	16.6
Saskatchewan Region	3.7	15.9
Alberta Region	6.1	27.9
British Columbia Region	5.3	22.3
Yukon Region	3.9	26.3
All of Canada	**6.3%**	**20.8%**

* Post-secondary education includes at least one year university or more than one year other post-secondary education. Does not include people attending school full-time.

Source: DIAND customized data based on 1981 Census of Canada.

The table shows that about 6% of the total Indian population in Canada has some post-secondary education, compared to about 21% of other Canadians. Proportions vary considerably between regions. Differences between the two populations are most marked in the Yukon Region, where about 4% of the Indian population have some post-secondary education compared to 26% of other Yukon residents. These figures are for adults of all ages. We expect that the rate of post-secondary attainment would be higher for younger Indians, but do not have the data to assess this.

Table 5.5 compares the proportion of adult registered Indians with various levels of university education to similarly educated other Canadians.

TABLE 5.5:   1981 % OF ADULT REGISTERED INDIANS WITH UNIVERSITY EDUCATION COMPARED WITH SIMILARLY EDUCATED OTHER CANADIANS

	Some University No Degree		BA or First Professional Degree		Above a BA		Total	
	Indian	Other	Indian	Other	Indian	Other	Indian	Other
BC	4.2%	10.5%	0.7%	5.8%	0.1%	2.5%	5.0%	18.8%
Alta	4.5	8.8	1.0	7.2	0.0	2.4	5.5	18.4
Sask	5.6	9.3	0.7	4.9	0.1	1.4	6.4	15.6
Man	4.4	8.7	0.9	5.3	0.2	2.3	5.5	16.3
Ont	4.4	7.9	1.2	6.2	0.4	2.8	6.0	16.9
Que	3.8	6.4	1.8	4.8	0.6	2.3	6.2	13.5
Atl	7.4	7.7	1.0	4.5	0.0	1.8	8.4	14.0
Total	4.4	8.0	1.0	5.6	0.4	2.4	5.8	16.0

Source: Statistics Canada, 1981 Census and DIAND customized data based on 1981 Census of Canada.

The proportion of the Indian population with some university but no degree is 4.4% compared to 8% for other Canadians. The difference between the two populations increases with the level of university education. The Atlantic Region has the highest proportion of university-educated Indians (8.4%). The Quebec Region, however, has the highest proportion of

university graduates, 1.8% versus 1% for the Atlantic Region.
The British Columbia Region has the lowest proportion of
university-educated native Indians.

More Indian women have university education (6.1%) than men
(5.5%). Because of the larger number of adult women in the
registered Indian population, the actual number of women with
some university is even higher than percentages represent.
Indian men, however, are more likely to have graduate level
degrees than women. Indians living off the reserves are
twice as likely as Indians on reserves to have completed some
university. (See Table D.4 in Appendix D.)

5.3 Factors Affecting Enrollment

Reasons for Enrollment

Interviewees mentioned the following reasons for Indian
enrollment in post-secondary education:
  . higher employment demand for post-secondary graduates;
  . a lack of jobs and the early 1980s recession;
  . the incentive of PSEAP funding, particularly for mature
    students who see it as an attractive alternative to
    social assistance;
  . increased awareness of the value of education;
  . increased awareness of funding sources for continuing
    education;
  . more liberal university admission policies and increased
    availability of upgrading and special native programs;
  . more graduate role models;
  . desire to change lifestyles.

Table 5.6 presents student responses to a survey question
about the importance of selected reasons for enrolling in a
post-secondary program. "Learn more", followed by
"self-improvement" and "contribute to Indian people" are the
reasons most often ranked as "very important."

TABLE 5.6: STUDENT RESPONSES ON THE IMPORTANCE OF SELECTED REASONS FOR ENROLLING IN POST-SECONDARY EDUCATION (%)

	Very Important		Somewhat Important		Unimportant		Total No. Responses
	No.	%	No.	%	No.	%	
Learn More	438	86%	66	13%	8	2%	512
Self Improvement	418	82%	74	14%	21	4%	513
Contribute to Indian People	387	75%	107	21%	22	4%	516
Get a Job	362	71%	110	22%	36	4%	508
No Jobs Available	109	24%	130	28%	219	48%	458

High school students who were interviewed said they wanted a post-secondary education in order to get a good job. A few school students cited a desire to help the band as a secondary reason.

Obstacles to Enrollment

DIAND, band, and education officials identified the following obstacles to post-secondary enrollment:
- lack of academic skills and qualifications from high school;
- rural to urban cultural relocation problems;
- home and family problems;
- debt and financial problems, particularly start up costs;
- lack of study skills;
- lack of self-motivation;
- band/family/peer group pressure;
- poor career and academic counselling;
- student housing problems;
- perceptions of lack of social support systems and friendship networks;
- apprehension;
- lack of relevent courses to Indian interests;
- fear of discrimination;
- lack of transportation (local transportation to the institution);

- language problems; (limited fluency in English or French);
- desired programs at capacity;
- lack of role models; and
- easy access to local employment.

These obstacles applied to all regions. Housing and financial problems were mentioned frequently only in Alberta, Saskatchewan, and Manitoba.

The consensus among interviewed officials was that many obstacles to students enrolling in post-secondary education relate to the lack of promotion of post-secondary education in high schools. Historically, registered Indians have a low secondary school graduation rate which is improving, but has not reached the level of other Canadians. With more Bands managing local schooling and more people becoming aware of the importance of post-secondary education, the practice of "streaming" native students into non-academic programs is reportedly changing.

Interviewed officials and students identified a number of problems at the high school level which limit Indian access to post-secondary education:
- poor career development counselling;
- lack of knowledge and/or promotion of the PEASP;
- non-academic streaming of native students, particularly at non-native urban high schools;
- lack of supervision to ensure students complete prerequisites required for post-secondary education;
- lack of emphasis on communication and life skills to compensate for Indian cultural differences;
- poor teaching of reading, writing and science skills required for post-secondary education.

About 24% of the students surveyed stated that inadequate high school training and counselling was a deterrent to post-secondary enrollment. Over one-third of the respondents

reported that a high school guidance counsellor had not been available to them; only 41% of those who had a counsellor indicated the counsellor had been helpful. Over 53% of the students said that high school teachers or counsellors had no influence on their decision to enroll in a post-secondary program.

A number of suggestions were made by interviewees for improving promotion of continued education at the high school level:

. upgrade training of counsellors in career development;

. promote special events concerned with post-secondary education, e.g., field trips to post-secondary institutions and career days attended by Indian graduates;

. improve the promotion of PSEAP by DIAND and band counsellors in the schools; and

. develop a program to increase awareness of the value of post-secondary education in the intermediate grades.

Students identified obstacles to enrollment similar to those identified by officials. Their suggestion for ways to overcome some of the obstacles are summarized in Table 5.7. (Responses are broken down by region in Table D.5 in Appendix D.)

The most frequently mentioned mechanisms for increasing post-secondary enrollment were more promotion of the PSEA Program, an increase in non-monetary support, particularly for students away from home, and improved high school training. Other suggestions included more funding, special native programs, and more access to post-secondary education near home.

TABLE 5.7:   FREQUENCY DISTRIBUTION FOR SUGGESTIONS MADE BY
STUDENTS TO INCREASE POST-SECONDARY ENROLLMENT
(497 respondents)

	No. of Responses	% of Respondents
Increase promotion of PSEAP	148	28%
Increase non-monetary support	116	23%
Improve secondary school education	111	22%
Increase funding	47	9%
Increase number of native programs	36	7%
Increase amount of post-secondary education available close to home	36	7%
Improve native self-confidence for post-secondary success	34	7%
Nothing	7	1%
Other (incl. fund all native Indians)	146	29%

Note: Total number of responses is more than 497 (number of
respondents) because some students made more than one
suggestion.

Sources of Encouragement for Post-Secondary Enrollment

Survey responses regarding encouragement to attend university
or college are shown in Table 5.8.

TABLE 5.8:   RESPONSES FROM STUDENTS ON ENCOURAGEMENT/ DISCOURAGEMENT TO
ATTEND POST-SECONDARY INSTITUTION

	Encouraged No.	%	Discouraged No.	%	Had No Influence No.	%	Total No. Responses
Parents	346	68%	13	3%	152	30%	511
Friends	303	58%	18	3%	202	39%	523
High School Teachers/ Counsellors	214	43%	18	4%	264	53%	496
Band Leaders	141	28%	18	4%	349	69%	508
Band Education Counsellors	135	27%	12	2%	348	70%	495
DIAND Counsellors	109	23%	24	5%	348	72%	481

More than half the respondents identified parents and friends as having encouraged post-secondary education and slightly fewer had been encouraged by counsellors. Very few students reported that they had been discouraged but over half indicated that teachers, band leaders, and counsellors had no influence on their decision.

Choice of Post-Secondary Institution

Interviewed officials believe that Indian students prefer institutions that have made a special effort to meet the needs of Indian students. They suggested that the following factors affect choice of institution:

- proximity to home;
- the opportunity to take special Indian programs and courses geared to native needs;
- the presence of native staff and/or awareness of Indian values;
- the size of the institution and whether it has a formal or informal atmosphere;
- the presence of other Indian students;
- the provision of native student centres and meeting places;
- the provision of special support programs for natives;
- easy enrollment requirements/mature student entry; and
- interesting, varied programs of study.

The student viewpoint was slightly different in that they viewed the type of courses offered as the most important factor affecting choice of an institution, followed by special programs for Indians and comfortable atmosphere. It is quite possible that the courses desired by students are those that have been specially tailored to meet their needs.

TABLE 5.9:   FACTORS AFFECTING CHOICE OF INSTITUTION

	Very Important		Somewhat Important		Unimportant		Total No. Responses
	No.	%	No.	%	No.	%	
Offered desired courses	348	68%	99	19%	63	12%	510
Offered special programs for Indians	235	46%	131	25%	149	29%	515
Comfortable atmosphere	178	35%	201	40%	125	25%	504
Close to home	168	33%	120	24%	220	43%	508
Friends attend	80	16%	150	30%	273	54%	503
Other	59	63%	7	7%	28	30%	94

5.4   Factors Affecting Completion

Academic Upgrading and Entrance Preparation

Officials interviewed in all regions consider academic upgrading important for both recent high school graduates and the majority of mature entrance students.

Although availability of upgrading courses has been a problem, the introduction of the University College Entrance Program (UCEP) should help. The full implementation of UCEP is expected to provide adequate placements for all eligible native students, thus freeing up space in other upgrading programs that accept younger students and those with less than grade 11 education.

Educators see some problems with UCEP:

. the two term limit is too short for mature students;
. students under 20 years of age and those with less than a grade 11 education are not covered; and

. from the DIAND perspective, the program can be easily
abused.

Seventy-three percent of the students surveyed said they had
not taken upgrading or entrance preparation courses before
enrolling. A breakdown of responses by region (see Table D.6
in Appendix D) shows that Manitoba and Quebec have the most
students who did not take upgrading or entrance preparation
courses (85%) and (81%). According to officials in Quebec,
native students were required to relocate to Ontario to take
upgrading and a special Indian upgrading program has just
started.

CEIS data indicate that a substantial number of PSEAP
students (24%) have less than a Grade 11 education. Table
5.10 shows that the proportion of these students completing
their post-secondary education is similar to the proportion
of Grade 12 graduates who complete. Several officials
reported that mature students who receive adequate upgrading
often make the most successful post-secondary students.

Reasons for Dropping-Out

Interviewed officials and CEIS records indicate that the
major reasons for dropping-out are personal problems and
academic difficulties. However, the students who dropped out
reported personal and financial reasons with very little
importance placed on academics.

The following reasons for dropping-out were given by
institution and DIAND officials interviewed:
   . inadequate education, pre-enrollment preparation and
     upgrading;
   . family problems;
   . urban adjustment problems;
   . personal problems, such as drugs and alcoholism;
   . lack of career objectives;
   . lack of band/family support;

TABLE 5.10: 1983 PSEAP STUDENT PERFORMANCE

| | Gr 7 or Less | | Grs 8/9 | | Gr 10 | | Gr 11 | | Gr 12 | | Gr 13 | | Total No. |
	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	Students
Graduated	2	6%	19	9%	26	9%	37	12%	111	10%	25	20%	220
Completed	17	50	79	37	114	39	96	31	432	39	67	54	805
Partial Completion: Readmitted Next Year[1]	3	12	32	15	38	13	43	14	133	12	12	10	261
Partial Completion: Supplementals Required[2]	-	-	4	2	12	4	6	2	33	3	-	-	55
Unsuccessful	2	6	9	5	12	4	9	3	55	5	4	3	91
Withdrawal	11	36	71	33	87	30	117	38	343	31	16	13	645
TOTAL	35	100%	214	100	289	100	308	100	1107	100	124	100	2077

1 Failed some courses, but re-admitted for the next year.
2 Failed some courses and have to pass supplementals before being re-admitted.

Source: CEIS, 1983.

. lack of understanding of required work load;

. financial problems due to debt;

. boredom and irrelevant courses;

. lack of maturity;

. poor counselling;

. child care problems; and

. hired away from school by high paying jobs.

As shown in Table 5.11 fifty-seven percent of the dropouts identified "personal reasons" for leaving school. "Financial reasons" were given by 26% of the respondents, but very few of these were from British Columbia, Ontario, or the Atlantic regions. Only 3% gave "academic difficulty" as a reason. This contrasts sharply with responses from officials, whose most common response was "academic difficulty."

TABLE 5.11:   REASONS FOR DROPPING OUT FROM SURVEY OF DROPOUTS

	No. of Responses	% of Respondents
Personal Reasons	50	57%
Financial	23	26
Disatisfaction with Program	8	9
Lack of Encouragement	8	9
Lack of Counselling	4	5
Wanted Work Experience	5	6
Academic Difficulty	3	3
Immaturity	2	2

According to CEIS withdrawal records (see Table 5.12), 15% of the students withdrew for "academic reasons", but "personal reasons" was the most common reason given, supporting the survey findings. "Financial reasons" were given the least often.

TABLE 5.12:   1983 PSEAP STUDENTS REASONS FOR WITHDRAWAL

Reason	No. of Students	% of Total
Social/Personal	171	26.1%
Academic	96	14.7%
Change of Goals	55	8.4%
Employment	37	5.7%
Financial	17	2.6%
Other	123	18.8%
Unknown	155	23.7%
Total	654	100.0%

Source: CEIS, 1983.

Students who had dropped out were asked what would have prevented them from dropping out. Their responses are listed in Table 5.13.

TABLE 5.13:   RESPONSES TO "WHAT WOULD HAVE PREVENTED DROPPING OUT" FROM STUDENTS WHO DROPPED OUT

Response	No. of responses	% of Repondents
Counselling	25	31%
More personal support	20	24%
More funds	20	24%
Improved PSEAP admin.	7	9%
Smaller course load	2	2%
Other	12	15%
Nothing	21	26%

Thirty-one percent of the respondents said that counselling would have prevented their dropping-out. More personal support and more funding were each mentioned by 24% of the respondents. Over one-quarter of the respondents said that nothing would have prevented their dropping-out.

Interviewed officials said that students are most likely to drop out in their first year. Examination of CEIS data

confirms this: 66% of all 1983 withdrawals occurred within
the first year.

Nearly 73% (67 of 92) of the dropouts surveyed plan to return
to post-secondary education.   The remainder are not planning
to return because they are satisfied with their current
employment.

Counselling

Department resources devoted to counselling were perceived to
be inadequate by almost all interviewees.   Several
respondents referred to DIAND counsellors as "simply
overworked paymasters who were hard working, caring
individuals." The frustration felt by DIAND counsellors was
evident in the interviews. Because there are not enough
counsellors to complete PSEAP administrative requirements,
promotion, counselling, and monitoring student progress are
often left to others.   Only one interviewed official (in
Ontario) reported that DIAND counselling was adequate.   In
Alberta, Manitoba, and Ontario, interviewees reported DIAND
counsellors lacked training in post-secondary counselling
skills.

Approximately 75% (393 of 529) of all surveyed students
thought counselling needed improvement.   Only 52% of the
students said that DIAND counsellors were available to them
and the British Columbia and Manitoba percentages were even
lower.   Students who were able to reach DIAND counsellors,
did not find them particularly helpful.

Only 43% of the students surveyed (205 of 476) said they had
access to DIAND-funded band counsellors.   Interviewed
officials reported band counsellors as having inadequate
training for post-secondary and career counselling and as
having inadequate support materials (except in Ontario).

With limited access and help from DIAND and band counsellors

survey students rely mainly on their college or university counsellors. Because this is the most important counselling resource, both students and officials noted a need for more native counsellors at educational institutions.

Table 5.14 lists suggestions from students for improving counselling services. Students see a need for more individual care, assistance and support; better training for counsellors, particularly in the Manitoba and Atlantic regions (see regional breakdown in Table D.7 in Appendix D); and more Indian counsellors. Both officials and students said that Indian students need extensive counselling to maximize the likelihood of program completion.

TABLE 5.14:   STUDENT SUGGESTIONS FOR IMPROVING COUNSELLING
              SERVICES

Suggestion	No. of Responses	% of Respondents
More individual assistance/support	144	40%
Improve skills/knowledge of counsellors	125	35%
More Indian counsellors	84	23%
More career & financial counselling	60	17%
Counselling re. urban differences	29	8%
Coordination between band & institution	10	3%
Other	44	12%
Services adequate	6	1%

Institution and Program Characteristics

Interviewees were consistent in their suggestions for improving Indian student program completion rates. The main suggestions were:

Improve academic and personal support by the faculty
- extensive personal and academic support, particularly in the first year of enrollment;

- native faculty or non-native faculty who are aware of Indian values and culture;
- native counsellors or student advisors;
- extra staff for tutoring and personal support.

Develop social networks
- Indian support groups;
- Indian meeting places;
- extra-curriculum Indian social activities;
- native student residences.

Develop relevant programs
- relevant courses geared to Indian needs;
- easily accessible tutoring and workshops;
- orientation course and, possibly, "special" transition year for new students;
- band and DIAND coordination and program input;
- promotion of student responsibility;
- program components located near students home;
- availability of student upgrading prior to program commencement;
- small class size;
- practical experience incorporated into program;
- compulsory attendance.

5.5 Conclusions

Post-secondary education enrollment rates for native Indians are comparable to rates for the rest of the Canadian population. This is particularly true for young (18-29 years) Indians with Grade 11 education. Part-time enrollment rates for native Indians are somewhat lower than for other Canadians. Among native Indians, the aggregate enrollment rate for women is equal to that for men and the enrollment rate for people living off reserve is higher than for those living on reserve.

Although young native Indians are enrolling at rates

comparable to other Canadians, post-secondary attainment
levels for native Indians are below those for other
Canadians. This conclusion is based on 1981 Census data and,
with the high annual increase in Indian enrollment, the gap
between Indian and other Canadians has probably narrowed
since 1981.

The main reasons why native Indians are enrolling in
post-secondary education are to learn more, to improve
themselves, to contribute to Indian people, and to obtain
employment. Parents and friends are the greatest source of
encouragement for them to continue their education beyond a
high school level. Band leaders, education counsellors, and
DIAND counsellors are far less influential.

In selecting an educational institution, students are looking
for a place that offers the courses they need. They are also
attracted to special native programs. Other, less important,
institutional characteristics are a comfortable, informal
atmosphere, proximity to home, and the presence of other
Indian students.

Despite increasing enrollment rates, native people still
perceive important barriers to post-secondary enrollment.
Many barriers relate to academic preparation, motivation, and
awareness of post-secondary opportunities during the
intermediate and high school grades. Furthermore,
prospective students lack a support system to help them deal
with the anxieties of embarking on a new venture, adjusting
to a different learning environment, and establishing a
residence in a non-native community. To overcome these
obstacles, students would like to see increased promotion of
the PSEAP, a better support system for prospective native
students, and improved secondary school education and
counselling.

Now that native students are enrolling at a rate comparable
to other Canadians, the focus of educators has turned to

helping students complete a program of studies. Students report that they drop out mainly for personal reasons and secondly for financial reasons. In contrast, education officials believe the main reason students drop out is because of academic problems. The reality is probably a combination of academic difficulties and personal problems. Interestingly, students with Grade 10 or less complete their years of study at the same rate as those with Grade 11 or more.

The counselling services available to native Indian students are insufficient: DIAND counsellors only have time to administer funding; Band education counsellors are often poorly trained for post-secondary and career counselling; on-campus native counsellors are too scarce. Non-monetary support for students is a key factor in preventing dropouts and, we expect, in encouraging students to achieve a higher than passing grade level. Until Indian students are able to complete programs and achieve academic levels comparable to other Canadians, the goal of equal access to education will not be realized. Counselling appears to be a key component in achieving this goal and one that needs to be addressed.

5.6 Recommendations

1. It is recommended that counselling services for native students at post-secondary institutions be upgraded. This can be accomplished by:

   . more funding for counsellors to work with native Indian students enrolled in regular and special programs at all institutions with substantial Indian student enrollment; and

   . training workshops throughout each region for Band education counsellors to obtain more information and training on the post-secondary education system and career counselling.

2. It is recommended that tutorial assistance be made available for PSEAP students who meet the institutional entrance requirements but who need assistance in order to successfully complete their program of studies. This is particularly important for students enrolled in fields of study not traditionally entered by native people such as medicine, engineering, and computer sciences. These fields require a high level of math and science skills which some Indian high school graduates may not always have.

3. It is recommended that a native center be funded at each institution which enrolls significant numbers of Indian students. The centre is a place where students can meet other Indian students, obtain counselling and tutorial assistance, and maintain their ties with Indian culture and the Indian community. This is particularly important for Indian students from rural areas who may have few contacts in the city and also for students enrolled in programs where there are few, if any, other Indian students.

4. It is recommended that promotion of post-secondary education and the PSEAP be increased by:

    - providing high school counsellors and Band education counsellors with information on PSEAP and on special native post-secondary programs across Canada;

    - funding post-secondary institution staff involved with native students to attend high school career days throughout their region;

    - distributing profiles of native Indian people employed in non-traditional occupations to Bands and high schools.

5. It is recommended that the practice of funding special
   native programs should be continued because it appears to
   improve the completion rate for native Indian students
   and also facilitates the delivery of post-secondary
   education in an environment conducive to maintaining and
   strengthening Indian cultural identity. Further
   recommendations regarding special native programs are
   contained in Section 6.6.

6.0 IMPROVED EMPLOYMENT OPPORTUNITIES

This section assesses achievement of the objective:

> "To improve the employment opportunities of Indian and
> Inuit people, especially the 18-30 age group, and to
> increase their participation in the economic growth of
> their communities and the economy in general."

This objective and the objectives discussed in Section 7.0
(Indian community needs and Indian self-development) are
interrelated: employment conditions affect and are affected
by community conditions and self-development possibilities.

The major finding reported in this chapter is that employment
opportunities for native Indian people are significantly
enhanced by post-secondary education. Although average
incomes for native Indians with a post-secondary education
are not as high as for other Canadians, employment rates for
the groups are similar. Native Indian people without
post-secondary training, however, have significantly lower
rates of employment and participation in the labour force
than other similarly educated Canadians.

Awareness of the value of post-secondary education for
employment was an important factor in the decision to enroll
in post-secondary education for 93% of the surveyed Indian
students. Over half the students said they decided to pursue
a post-secondary education because they could not foresee
finding employment. Student expectations of the value of
continued education are fulfilled: survey results show 81%
of recent graduates employed and those who are unemployed
believe they will get a job in the near future.

6.1 Labour Force Characteristics

All interviewed band leaders, educators and DIAND officials

believe that employment opportunities are enhanced by
post-secondary education. This perception was confirmed by
analysis of 1981 census data comparing the labour force
characteristics of the Canadian registered Indian population
to the rest of Canada's population.

TABLE 6.1: 1980 LABOUR FORCE CHARACTERISTICS OF REGISTERED INDIANS AND OTHER CANADIANS AGED 15 YEARS AND OLDER[a] BY LEVEL OF POST-SECONDARY EDUCATION[b]

	Without Post-Secondary Education		With Post-Secondary Education	
	Indian	Other	Indian	Other
% employed total income from all sources more than $15,000/year	9.4%	23.7%	33.6%	50.1%
% employed total income from all sources $15,000/year or less	29.1%	34.6%	45.3%	30.7%
% unemployed all of 1980	8.5%	4.8%	6.3%	3.2%
% not in the labour force	53.0%	36.9%	14.8%	16.0%
	100.0%	100.0%	100.0%	100.0%

[a] Excludes people attending school full-time.
[b] Post-secondary education is defined as at least one year of university or more than one year of other post-secondary education.

Source: DIAND customized data based on 1981 Census of Canada.

According to Table 6.1, 79% of native Indians with
post-secondary education were employed in 1980, a percentage
nearly identical to other similarly educated Canadians.
Furthermore, the labour force participation rate of these two
groups is comparable.

In contrast, 38% of native Indians with less than one year post-secondary education were employed during 1980 whereas 58% of other Canadians with comparable education were employed in the same year. Eight and one-half percent of Indian people with limited or no post-secondary education were unemployed in 1980, compared with 4.8% of other Canadians, and a smaller proportion of the lesser-educated Indian population participated in the labour force.

Twice as many native Indians with a post-secondary education were employed in 1980 compared to native Indians without post-secondary education. In addition, more natives with post-secondary education participated in the labour force (85% compared to 47%).

One-third of the native Indians with post-secondary education had incomes over $15,000 in 1980 compared to only 9% of Indians with less education. However, substantially fewer post-secondary educated Indians had incomes over $15,000 compared to other similarly educated Canadians. This income disparity does not exist in the 20-24 year age group.

Table 6.2 compares labour force characteristics of registered Indians and other Canadians with post-secondary education by sex. For both population groups, fewer women participated in the labour force. Unemployment for both Indian men and women was higher than for other Canadians. The proportion of unemployed native women was less than the proportion of unemployed native men, although the opposite was true for the rest of the post-secondary educated population.

The percentage of post-secondary educated native women earning incomes over $15,000 was slightly less than the percentage of other Canadian women earning more than $15,000. The difference between the proportion of native males earning more than $15,000 and other Canadian males, however, was substantially larger. A much higher proportion of men from both groups earned over $15,000 in 1980 compared to women from both groups.

TABLE 6.2:   1980 LABOUR FORCE CHARACTERISTICS BY SEX OF
REGISTERED INDIANS AND OTHER CANADIANS
15 YEARS AND OLDER[a] WITH POST-SECONDARY EDUCATION[b]

	Male		Female	
	Indian	Other	Indian	Other
% employed total income all sources more than $15,000/year	46.1%	67.1%	21.4%	27.9%
% employed total income all sources $15,000/year or less	40.0%	22.8%	50.4%	41.0%
% unemployed all of 1980	6.7%	2.9%	5.8%	3.7%
% not in the labour force	7.2%	7.2%	22.4%	27.4%
	100.0%	100.0%	100.0%	100.0%

[a] Excludes people attending school full-time.
[b] Post-secondary education is defined as at least one year of university or more than one year of other post-secondary education.

Source: DIAND customized data based on 1981 Census of Canada.

Income levels for Indians and other Canadians vary between age groups. For people aged 20-24 years old, the proportion of other Canadians without post-secondary education earning more than $15,000 is substantially larger than the proportion of similarly educated native people earning more than $15,000. For people in this age group with post-secondary education, however, the difference between the proportion of natives and other Canadians earning more than $15,000 is very slight. For this age group, education closes the income gap between native Indians and other Canadians.

Although the difference is slightly larger between the proportion of native Indians with post-secondary education earning more than $15,000 and similarly educated Canadians for the 25-29 year age group, the educated native population still shows a higher proportion of incomes over $15,000 than the non-educated native population.

Table 6.3 shows labour force characteristics by region.
Although there are regional differences, no significant
patterns emerge. Comparing the figures for all groups with
and without post-secondary education, it is apparent that
employment opportunities for Indian people in all regions of
the country are enhanced by post-secondary education.

6.2 Employment Opportunities for PSEAP Graduates and Dropouts

Failure to Find Work

Approximately 19% of surveyed PSEAP graduates and 58% of
dropouts were unemployed when interviewed. The interviews
suggest three major reasons for unemployment among PSEAP
graduates and dropouts:
- inappropriate skills and training for labour market
  demand;
- limited employment opportunities on reserves; and
- the current high rate of unemployment, especially for
  young people.

In most regions, employment opportunities are numerous for
graduates of applied programs, such as teacher training, and
more limited for graduates of general arts and social science
programs. Although there are fewer jobs for dropouts, those
who have completed a substantial portion of an applied
program are likely to find meaningful employment.
This is not the case for dropouts of general arts programs.

The sample was too small to estimate unemployment by program
of study. Arts program dropouts (both special and regular
programs), however, appear to have a higher unemployment rate
than any other group.

Some special programs monitor the demand for program
graduates and modify their enrollment accordingly. For
example, the UNB native BEd program is not planning another
intake because when the current intake graduates, there will

TABLE 6.3: LABOUR FORCE CHARACTERISTICS OF REGISTERED INDIANS AND OTHER ETHNIC GROUPS[a] BY REGION

WITHOUT POST-SECONDARY EDUCATION[b]

	Percent Earning Income > $15,000		Percent Earning Income ≤ $15,000		Percent Unemployed in 1980		Percent Not in Labour Force	
	Indian	Other	Indian	Other	Indian	Other	Indian	Other
BC	12%	28%	30%	31%	11%	4%	46%	37%
Alta	9	28	31	39	6	3	55	30
Sask	6	23	27	37	8	3	59	37
Man	5	22	27	39	8	3	60	36
Ont	11	26	33	36	8	4	48	34
Que	13	21	23	32	7	6	57	41
Atl	4	15	29	34	11	8	56	42

WITH POST-SECONDARY EDUCATION[b]

	Percent Earning Income > $15,000		Percent Earning Income ≤ $15,000		Percent Unemployed in 1980		Percent Not in Labour Force	
	Indian	Other	Indian	Other	Indian	Other	Indian	Other
BC	31%	51%	48%	27%	6%	3%	16%	20%
Alta	30	55	50	30	3	2	17	14
Sask	32	49	45	32	6	2	18	17
Man	36	50	42	33	8	2	14	16
Ont	33	52	46	30	8	2	14	16
Que	38	47	42	32	6	5	15	15
Atl	32	45	53	33	9	5	8	18

[a] Aged 15 years and older, excluding people attending school full-time.
[b] Post-secondary education is defined as at least one year of university or more than one year of other post-secondary education.

Source: DIAND customized data based on 1981 Census of Canada.

be enough native teachers in the region.

Dropouts from special Indian education programs and regular business programs show the lowest unemployment among dropouts; dropouts from other regular programs show the highest unemployment.

Limited employment opportunities on reserves contribute significantly to failure to find work. About 28% of the students surveyed said they would be returning to their reserves and 40% said they may return. Interviewed officials in all regions estimated that approximately 50% of students do return to their reserves. Officials observed that many bands do not have a sufficiently diversified economic base to provide employment for graduates and dropouts, especially in their area of study.

With high unemployment among the general population, jobs are difficult to find for all Canadians. The seasonally adjusted unemployment rate for Canadians 20 to 24 years of age in December, 1983 was 17.6%; for the 25 to 54 year age group, it was 9.0%. One-third of surveyed graduates and dropouts are younger than 25. The mean age of graduates is 32 years and of dropouts 29 years. A lack of activity in the Canadian economy as a whole is a major factor contributing to the inability of some PSEAP graduates and many dropouts to find employment.

Types of Occupation

Graduates of professional degree programs such as social work and law were observed to be in high demand by various government departments and agencies; a nearly 100% employment rate. Reported employment rates for graduate teachers were almost as high. Interviewees noted a lack of jobs for graduates of arts, native studies, and other social science degree programs. Employment opportunities for dropouts who had completed a substantial portion of a professional program

were also noted to be quite high, especially for band and government positions located on reserves.

As shown in Table 6.4, the proportion of PSEAP graduates who are employed is considerably higher than the proportion of dropouts, both on and off the reserve. The on-reserve employment rates are about the same as off-reserve.

Table 6.5 shows the occupations of employed PSEAP graduates and dropouts from the sample. Graduate teachers are employed both on and off-reserve, whereas more graduates in social work and management are employed on reserve. Few graduates work in clerical occupations. Dropouts are most frequently employed on reserve in clerical positions. Most of those employed off reserve work as social workers or in "other" occupations.

6.3 Employment and Type of Training

The type of post-secondary training does not always relate to the occupations in which PSEAP graduates and dropouts find employment. DIAND, band, and education officials noted that many bands and government agencies require native workers with any type of training. Concern was voiced that hiring native Indians is sometimes based on nepotism, without consideration for the value of post-secondary education. Government agencies often need to fill positions with native graduates, even if academic qualifications do not match the job description. In these instances, the most important qualifications are an understanding of Indian issues and culture, availability in the needed location, and a general education.

Table 6.6 shows the distribution of employed PSEAP graduates and dropouts by occupation and education background. Over three-quarters of the people employed in teaching had been enrolled in a teachers training program. Only 26% of the social workers have a social work background and the majority

TABLE 6.4:   EMPLOYED PSEAP GRADUATES AND DROPOUTS

| | Graduates | | | | Dropouts | | | |
| | On Reserve | | Off Reserve | | On Reserve | | Off Reserve | |
	No.	%	No.	%	No.	%	No.	%
Employed Full-time	32	71%	35	75%	18	40%	17	39%
Employed Part-time	2	4	4	9	1	2	3	7
Temporarily Unemployed	1	2	–	–	2	4	4	9
Unemployed	10	22	8	17	24	53	20	45
TOTAL	45	100	47	100.0	45	100	44	100

TABLE 6.5:   OCCUPATIONS OF EMPLOYED PSEAP GRADUATES AND DROPOUTS

| | Graduates | | | | Dropouts | | | | | |
| | On Reserve | | Off Reserve | | On Reserve | | Off Reserve | | Total | |
Occupation	No.	%	No.	%	No.	%	No.	%	No.	%
Management/ Admin	5	14%	1	3%	1	5%	3	12%	10	8%
Social Work	12	33	10	26	2	10	8	33	32	27
Teaching	17	47	19	49	2	10	3	12	41	34
Clerical	–	–	1	3	10	50	3	12	14	12
Other	2	6	8	20	5	25	7	29	22	18
Total	36	100	39	100	20	100	24	100	119	100

of managers, administrators, clerical workers, and "others"
have an arts or social science background. These results are
consistent with observations of the interviewed officials.

TABLE 6.6: DISTRIBUTION OF EMPLOYED SAMPLE OF PSEAP GRADUATES AND
DROPOUTS BY OCCUPATION AND EDUCATION BACKGROUND (%)

	Education Background					
Occupation	Education	Social Work	Business	Arts	Other	Total
Teaching	77%	2%	0%	14%	7%	100%
Social Work	18	26	3	35	18	100
Management/ Administration	0	9	9	55	27	100
Clerical	0	8	0	75	17	100
Other	5	10	0	50	35	100

About 89% of employed graduates and 55% of employed dropouts
believe their post-secondary training helped them get a job.
About 88% of the graduates and 67% of the dropouts said they
are satisfied with their jobs.

Special Indian versus Regular Programs

Graduates of both special Indian and regular programs are
viewed as adequately prepared for employment. Problems with
graduates from some special Indian programs in the
Saskatchewan and Atlantic regions were noted.

The percentage of PSEAP graduates and dropouts employed
full-time and part-time is 62%. The percentage of employed
students from special programs is slightly higher (67%) than
from regular programs (59%). As shown in Table 6.7, the
group with the highest employment rate is special program
graduates followed by regular program graduates. Dropouts
from special programs have about the same employment rate as
dropouts from regular programs.

TABLE 6.7:   EMPLOYMENT STATUS OF EMPLOYED PSEAP GRADUATES AND DROPOUTS
BY PROGRAM

	Regular Program				Special Program				Total Sample No.
	Graduate No.	%	Dropout No.	%	Graduate No.	%	Dropout No.	%	
Employed Full-time	29	62%	23	39%	36	86%	14	36%	102
Employed Part-time	6	12	–	–	–	–	4	10	10
Temporarily Unemployed	1	2	2	4	–	–	4	10	7
Unemployed	13	24	26	51	6	14	17	44	62
Total	**49**	**100**	**51**	**100**	**42**	**100**	**39**	**100**	**181**

Table 6.8 shows the distribution of PSEAP graduates from each
program among major employers. Most special program
graduates work for school boards, bands, and Indian
organizations. Graduates of regular programs tend to be more
evenly distributed among all types of employers.

TABLE 6.8:   DISTRIBUTION OF PSEAP GRADUATES BY PROGRAM AND
EMPLOYER (%)

Employer	Special Program N=38	Regular Program N=34	Both Programs N=72
School Board	26%	21%	24%
Private Business	5	12	8
Federal Government	5	18	11
Other Government	16	9	12
Band	26	18	22
Indian Organizations	21	23	22
Total	**100%**	**100%**	**100%**

All interviewed band leaders and DIAND officials reported that reserve communities perceive graduates of regular programs to be capable of performing competently in the Indian cultural environment, i.e., on reserves. Most graduates of special programs are perceived to be adequately prepared to work on and off the reserve.

6.4 Employment Placement Assistance

Employment placement assistance for PSEAP graduates in all regions appears adequate, although there are some minor coordination problems between government departments. As several interviewed officials observed, there are no problems placing graduates as long as there are jobs. It is the lack of openings that produces problems, not the existing employment placement assistance delivery process.

The major government department responsible for employment placement is the Canada Employment and Immigration Commission (CEIC). Each CEIC region has at least one native employment co-ordinator who works closely with DIAND and Indian bands. Numerous CEIC employment placement programs are applicable to Indian graduates and dropouts.

With the exception of the Ontario region, where minor problems with impersonal service and lack of inter-departmental coordination were noted, DIAND, band and education institution officials reported CEIC employment placement assistance to be adequate.

Other federal and provincial government agencies are indirectly involved in employment placement assistance for Indian graduates and dropouts. Examples are the Public Service Commission's Northern Career Access program and the Department of Regional Industrial Expansion's Special ARDA program.

DIAND plays an important role in employment placement by

keeping an inventory of job opportunities and providing employment counselling at both the band and regional level. The level of activity varies by region, depending on funding allocations.

Interviewed officials observed that band and tribal council employment offices are often the most used and efficient means of job placement, particularly for dropouts. DIAND and CEIC often co-ordinate and deliver their programs through these organizations.

Formal employment services in education institutions are not extensively used by Indian students unless the institution is native oriented. Many institutional counsellors provide informal employment placement assistance for Indian students, including instruction in resume writing and job search skills, and maintaining an informal network of potential employers.

Interviewees suggested few changes in existing employment placement assistance for PSEAP graduates and dropouts. A more formal manpower planning process was suggested that would match training with future employment requirements.

6.5 Conclusions

Without post-secondary education, native Indians have a much lower participation rate than other Canadians; those in the labour force have higher unemployment; and those who are employed earn less money. With post-secondary education, the native Indian participation rate, employment rate, and income levels approach those of other Canadians, particularly in the 20-24 year age group. A post-secondary education greatly reduces the economic disparity between Indians and other Canadians.

As in the Canadian population as a whole, educated Indian men earn more than educated Indian women. The earnings of

educated Indian women, however, are similar to other Canadian women and the earnings of educated Indian men are not as high as other Canadian men.

Eighty-one percent of the graduates surveyed and 62% of the dropouts are employed. There are more job opportunities for people from applied professional programs than for people from general arts and social science programs. Employment for graduates from special Indian programs is higher than for regular programs.

There is no doubt that PSEAP has made a significant contribution toward improving employment opportunities for Indian people and increasing their participation in the economic growth of their communities.

6.6   Recommendations

1.   It is recommended that DIAND meet with Indian education administrators to develop and implement mechanisms for reducing the number of dropouts from post-secondary education. Some recommendations for improving completion rates are included in Chapter 5 of this report. Since graduates have a much higher employment rate than dropouts, one way to improve employment rates is to reduce the number of dropouts.

2.   It is recommended that special support services (as described in Chapter 5) be provided for native Indians wishing to enter programs that will lead to employment in Indian economic development activities. Most special native programs have been directed at social development. More effort is now required in administration, business and computer science.

3.   It is recommended that a comprehensive survey of employment rates, occupations, and incomes of special program participants be carried out. The resultant data

base could be used to decide on the future direction for special programs.

7.0 INDIAN SELF-DEVELOPMENT AND ASSISTANCE TO THE LOCAL CONTROL PROCESS

This chapter assesses the effectiveness of PSEAP in achieving the two objectives:

> "To provide qualified Indian and Inuit human resources to help meet the technical, managerial, and professional needs of Indian and Inuit communities to serve the local control process."

> "To help increase the capability of Indian and Inuit people for self-development and self-realization."

These two objectives are interrelated in that the self-development of native individuals will result in more qualified native human resources in communities.

Most native Indians with post-secondary education are working directly or indirectly with Indian people. The surveyed graduates and dropouts are employed as follows:

- 25% are working for Indian bands;
- 23% are working for Indian organizations;
- 20% are working for school boards, often Indian administered; and
- 20% are working for local and federal government agencies.

The consensus from interviewees is that post-secondary education creates community leaders and gifted members of the native community. DIAND and band officials reported that a substantial percentage of band and Indian organization administrators have post-secondary education. Officials in one region report an oversupply of qualified Indian candidates for band administration positions.

Twenty-four percent of surveyed graduates are active on band

councils. Over two-thirds of the current students surveyed
said they may return to their reserves when they complete
their education. Seventy-five percent of all surveyed
students said that contributing to Indian people was a very
important reason for attending a post-secondary institution.

7.1 Appropriateness of Training to Community Needs

Interviews with band and DIAND officials indicated that
post-secondary training has been appropriate for local
community needs.

Interviewees noted that two levels of skill development are
required for the local community control process: general and
specialized skills. Most post-secondary graduates and many
dropouts who have completed one or two years of academic
study possess general writing and verbal skills and an
understanding of the expectations and requirements of the
larger Canadian society. Over the last decade the high
demand for native Indians to manage their own programs has
resulted in many graduates successfully filling
administrative positions not directly related to their field
of training.

Several interviewees noted that employment demand in
administrative positions is diminishing because of a
significant increase in the availability of native graduates
with specific management skills. On-reserve employment
opportunities are decreasing for graduates of general arts
and native studies programs. Some interviewees consider
training in general degree programs inappropriate to meet
future community needs.

Specialized skills such as teaching, social work, accounting,
business management, health sciences, community planning, and
civil engineering are in high demand in almost all regions.
Some interviewees noted that the demand for native teachers
is decreasing in some regions. Interviewees reported that

training in applied programs is appropriate for local community needs, and there is a continuing need for graduates from applied programs.

DIAND, band, and education officials see a need for continued training in applied college programs as well as a need for more diversification in native training to meet specialized community needs. They suggest that more vocational training in areas such as plumbing, carpentry, and electrical contracting is needed. Education in fields such as medicine, law, business management, computer science, engineering, and professional resource management is perceived by many interviewed officials as the next stage of Indian post-secondary education development, leading to complete self-management.

Based on all the interview comments, it seems that to meet all technical, managerial, and professional needs, the national profile of educated native Indians must be similar to that of the Canadian population as a whole.

7.2 DIAND's Role in Meeting Community Post-Secondary Education Needs

Little effort is made by DIAND, bands, or Indian organizations to anticipate community post-secondary education needs. Efforts by all groups are oriented toward encouraging individuals to pursue an education in their area of interest. The possibility of oversupplying graduates in certain skill areas is becoming more likely as more native students graduate. Anticipating community needs requires long-range planning to identify needs, train students, and fill positions. This process can take five to six years.

Encouragement of students to continue their education varies from region to region. Over 72% of all students surveyed said that band leaders had no influence on their decision to attend a post-secondary institution and some reported that band leaders had discouraged them.

DIAND and education officials in British Columbia and Alberta reported that few bands encourage students to enroll in particular programs. In Saskatchewan the only program students were encouraged to attend was teacher training. In Manitoba, at least one tribal council enourages students to enroll in teacher training and courses useful for economic development. In the Ontario, Quebec, and Atlantic regions, some of the more organized bands are beginning to encourage enrollment in specific programs. No interviewees reported instances of students being encouraged to enroll in post-secondary progams for specific long range band development programs, although this often occurs for short term vocational training.

About 50% of surveyed students reported that high school and band education counsellors had been available to them prior to program enrollment, but both surveyed students and education officials noted deficiencies in pre-enrollment career counselling. Most counsellors interviewed strongly argued for the right of students to fulfill individual aspirations, "to get an education appropriate to that person", regardless of community needs or employment opportunities.

DIAND officials pointed out that it is important to direct students to needed skill areas. They are concerned that too many students are enrolling in general arts or social science programs which do not provide adequate preparation for meeting increasingly complex Indian community needs. Most administrators and counsellors said that encouragement to enroll in particular programs should be through communication not coercion -- students, in the end, have to make their own choices.

Band and education officials said that DIAND's involvement with study program development should continue; the lead should be taken by Indian groups and educators, with DIAND acting as advisor. Several administrators noted the

difficulty in procuring startup money for new special native
programs. Program development costs are often provided by
the institution or private foundations. A role for DIAND in
program development might include financial participation for
programs that meet community skill needs.

7.3 Graduates as Role Models

Post-secondary graduates are considered strong role models by
band leaders, students, parents, and DIAND officials.
Graduates in positions of authority "inspire young people and
encourage them to look ahead." One DIAND official noted that
more graduates are needed as role models in occupations other
than teaching and band administration to encourage youth in
other career areas.

Over 60% of the surveyed students believe on-reserve
graduates are an incentive to enrollment. Many interviewees
noted that the value young people and the community put on
education has increased as a result of returning graduates.
One interviewee noted, "the dropout problem in high school is
now almost becoming a dropin problem as more kids stay in
school and those who have left want to come back."

More and more band administrators, school teachers, and
counsellors are native graduates. The significance of
post-secondary education is being promoted by these
professionals in local schools. Several interviewees noted
that inappropriate academic/vocational streaming in high
schools is decreasing, particularly in band schools. In
urban high schools, some instances of Indian youth being
subjected to discriminatory streaming were reported.

Some graduates experience problems of alienation when they
return to their reserves. In the words of a Manitoba high
school student,

> "People on the reserves feel they cannot communicate
> because of a higher thinking level assumed to be ongoing

in the minds of graduates. In fact, graduates have a
need to be accepted by band members who have remained on
the reserve and generally [graduates] have higher
pressure to help people."

Although these problems vary by reserve, small isolated bands
appear to present the most problems for graduates.
Interviewees gave several reasons why graduates have
difficulties returning to their home communities. The main
reasons were:

- Band members perceive they are inferior to the
  graduates, e.g., elders fear appearing ignorant to
  younger grads, dropouts holding band jobs often put down
  graduates, people with degrees are perceived as smarter
  and more competitive.

- Band members see post-secondary education as promoting
  the assimilation of Indian people. They think that
  graduates have become assimilated.

- Graduates have better jobs and salaries than most other
  people on the reserve.

- Graduates are less likely to accept the status quo.
  They are more vocal for change and often more aggresive
  in expressing their opinions.

- Some graduates are arrogant in their behaviour.

- Female graduates have problems being perceived as
  competent.

Because of these problems native graduates often work for a
band or Indian organization other than their home community.
Their skills, therefore, are not lost to the Indian nation as
a whole. The problem of alienation will likely decline as
more native Indians continue to participate in post-secondary
education.

7.4 Self-Development and Self-Realization

Indian people with university education have pride in
themselves and understand their own culture. One band leader
said, "it is an assertion of Indian identity." Although the
majority of interviewees hold this view, one tribal council
official cautioned that post-secondary education can be
destructive to traditional values because some graduates
identify more with their new profession than with Indian
culture.

As noted earlier in this section, a large percentage of
Indian graduates return to work with bands and local Indian
organizations. One Indian educator reported that graduates
do not need to return because they are employable in urban
areas at much larger salaries. Many educators perceive that
the desire to work for Indian people is reinforced by
post-secondary education, particularly if there is a lot of
native content in the program.

Surveyed graduates identified several positive benefits for
bands as a result of post-secondary education:
  . 22% of graduates noted an increase in community role
    models for younger people to get an education;
  . 16% noted improved quality of life;
  . 15% noted increased self-determination; and
  . 4% noted improved teaching in communities.

Two negative effects were perceived as well:
  . 11% noted increased polarization between members of the
    community; and
  . 8% noted some graduates moved out of the community to
    obtain employment or because they no longer fit in.

Twenty-three percent of surveyed graduates thought increased
post-secondary education had no effect on their community.

Comments from officials supported the graduates' views:

"Post-secondary education yields a higher calibre of young Indian leader."

"Post-secondary education raises the collective consciousness of the reserve."

"With increased levels of expertise on reserves there is a faster administrative takeover by bands to become self-determining."

"Bands with more graduates seem to progress more rapidly."

"Graduates in our band have increased band productivity and increased the number of new jobs in the community -- university graduates help reserves grow."

A few officials reported limited problems with polarization and out-migration from the reserve.

Statements made by officials indicate that university and college graduates play an important role in developing the reserve economy and in increasing community self-determination. As one observed, "this is a snowballing situation, the more graduates in the community -- the more quickly self-determination occurs."

7.5 Conclusions

The PSEA Program is providing qualified native Indians to help meet the technical, managerial, and professional needs of Indian communities. Some graduates in general arts and native study programs may lack specialized skills. A substantial proportion of Indian post-secondary education has been in teaching, social work, and band administration. As these positions are filled in communities, diversification into other technical, managerial, and professional training areas is needed.

Future activity by DIAND, bands, and educators should focus
on anticipating skill requirements at the local level and
planning study programs to fulfill the requirements.
At the same time, special native programs whose graduates
have reached employment saturation should be phased out.

7.6 Recommendation

1. It is recommended that the whole question of special
   native programs should be assessed in terms of type of
   program to be funded, program support services, regional
   differences, and needs of the Indian community. In
   particular, special programs should be linked to the
   needs identified by Bands and Indian organizations.

8.0 PROGRAM DELIVERY

The purpose of this chapter is to describe and assess the delivery process for the Post-Secondary Education Assistance Program. The first subsection describes the method of delivery on a step by step basis. The second subsection describes major problems identified by respondents. The third subsection reviews program administration by Bands and Tribal Council. The fourth subsection briefly describes other delivery issues, and the fifth subsection presents our conclusions on program delivery.

As discussed in Study Scope (Section 1.3), issues related to program efficiency are addressed only peripherally in the evaluation. Discussion in this chapter, therefore, focusses on issues that have an impact on program effectiveness.

8.1 Method of Delivery

Table 8.1 outlines the PSEAP delivery process, problems that could arise at each step, and actual problems that were reported during interviews with respondent groups.

The description of the delivery process was developed from a number of sources:
- Phase I and Phase II interviews;
- the evaluation assessment conducted prior to this evaluation;
- Program Circular E-12 and interpretations of the circular by, for example, the Ontario Region; and
- the report, "Post-Secondary Education Demand Forecasting System", prepared by Peat Marwick for DIAND in the late 1970s.

Program operations are highly decentralized and the method of delivery varies between regions. In some areas, the program is administered by DIAND staff. In others, funds allocated

EXHIBIT 8.1: PSEAP DELIVERY PROCESS

Steps	Possible Problems	Reported Problems
1. Forecasting program demand and annual expenditures.	Demand forecasts may be inaccurate, leading to inaccurate budget allocations. Funds may not be available for some students in some regions.	Problems viewed as serious before 1979 when program was discretionary. Still some problems with over-budgeting and under-budgeting (by region, Tribal Council, etc.)
2. Distribution of program information to client group (through high school & college counsellors, DINA, or band staff).	Potential applicants may not receive information. Information may be incomplete or misleading (e.g., when to apply).	Important information sources are high school and band education counsellors. Students reported they are available, but not helpful. Students reported not enough information available on PSEAP (brochures prepared but not widely distributed).
3. Provision of funds, advice, & assistance to establish or improve specialized Indian programs.	Institutions may not be aware of this assistance. Institutions may give too much attention to these courses at the expense of regular programs. Institutions may relax entrance criteria for Indians. Special courses may be "substandard."	Reported costs for Special Native Programs in the survey not significantly higher than for regular programs. Additional data required to compose these costs.
4. Student fills out application form and supplies supporting documents.	Student may have difficulty completing application form. Supporting documents may not be available. Student may fill out the form too late.	The application form is too cumbersome; the whole form most be completed to be accepted by the CEIS. Institution letter not available until after funding is required.
5. Sending counsellor reviews application, determines eligibility & assistance allowance.	Application may be incomplete. Counsellor may have insufficient knowledge of program guidelines and/or urban conditions, resulting in mistakes in determining eligibility or allowance. E-12 may be interpreted differently by different offices, bands, etc. Selection criteria may be seen as inappropriate by the client group.	Some respondents felt guidelines were inflexible; others believed they were too lax. E-12 is interpreted differently in different regions Students did not see selectic criteria a problem. Most believed there should be no selection process. Some saic academic qualifications, motivation, and maturity shou be most important criteria.

EXHIBIT 8.1: PSEAP DELIVERY PROCESS continued

Steps	Possible Problems	Reported Problems
6. Application, other documentation, necessary funds are transferred to the Receiving Counsellor.	Transmission of information may be slow or may not occur.	No major problems reported.
7. Band, DIA, Tribal Council issues payment to students.	Cheques may be incorrect or may not arrive on time.	38% of students reported problems receiving payment on time.
8. Receiving Counsellor provides on-going monitoring and counselling to students.	Other responsibilities could prevent monitoring from occurring. Officials may not have skills needed to identify problems and counsel students. Students requiring special tutorial assistance may not be identified. Students may be cut off for no apparent reason.	Band and DIAND counsellors often available, but students questioned their helpfulness. 74% of respondents believed counselling services should be improved.
9. Receiving Counsellor completes termination form when student leaves the program.	Because of inadequate monitoring, counsellor may not be aware of student's status. Cheques may be sent to students who are no longer in the program.	Inadequate counselling services resulted in problems in some areas, but no major program abuses were identified.

for PSEAP are managed through contribution agreements with
Indian bands, Tribal Councils, and Indian organizations.
Because bands that operate their own post-secondary programs
are expected to adhere to the student eligibility criteria in
the E-12 guidelines, the delivery process described in
Exhibit 8.1 is essentially the same for all parties.

Several aspects of program delivery are noted below:

- Reflecting the program's decentralized operation, many
  officials are involved in program delivery. Students
  typically have to deal with two or more officials.

- For most Band Managers and Tribal Council members PSEAP
  represents only one of many responsibilities.

- The terms "Receiving and Spending Counsellors", although
  used in the E-12 guidelines and other documentation, do
  not actually refer to separate, distinct positions.
  These functions are carried out by different officials,
  depending on the mode of delivery and the region/office.

8.2 Problems in the Delivery Process

The purpose of this subsection is to describe major
problem areas. The main problem areas relate to:
- forecasting program demand and annual expenditures;
- reviewing applications;
- late payments; and
- counselling.

Although some problems in monitoring student progress and
regional differences were identified, they were not viewed by
respondents as significant.

Forecasting Program Demand and Annual Expenditures

In the Peat Marwick study, accurate projection of the demand
for post-secondary education assistance is reported to be a

serious program deficiency. The study notes that estimation procedures and their accuracy vary greatly between regions and most regions are unable to develop accurate projections or maintain proper statistics.

The implications of inaccurate forecasts for program budgets were particularly severe before April, 1979 (when the program was discretionary). In some areas of the country, the post-secondary budget was subject to wide fluctuation as the program won or lost its annual competition with other programs. Fluctuations largely resulted from variations in budget allocations rather than in program demand. Changing the program from discretionary to non-discretionary has decreased, but not totally mitigated, problems forecasting demand and annual expenditures.

Respondents are concerned that the CEIS has not become totally operational and, therefore, has not provided the comprehensive database needed for demand forecasting.

Another concern is that the identification of potential students is dependent on the counselling services, and counselling services vary greatly from area to area.

DIAND officials report problems with overspending or underspending annual budgets and with committing funds to PSEAP in amounts which exceed the values ultimately approved by federal Treasury Board.

Reviewing Applications

In most government programs, selection criteria and the application review process generate considerable controversy. PSEAP is no exception. Some DIAND and institution staff said that the E-12 guidelines are interpreted too rigidly; others reported too much flexibility in interpretation.

The different interpretations of guidelines reflect a number
of factors:

- the program's decentralized decision-making and
  operations;
- the lack of a comprehensive manual to assist
  administrators in interpreting the guidelines; and
- limitations in program accountability and support.

The selection process and selection criteria do not appear to
be major issues for students. Sixty-two percent of the
students interviewed believe there should be no selection
process -- this corresponds closely to the current method of
delivery. The lack of concern on the part of students could
be influenced by the following factors:

- few students know about or understand the E-12
  guidelines;
- comparatively few student applications have been
  rejected;
- all the students interviewed were approved for funding
  (it was not possible to identify and survey rejected
  applicants).

Late Payments

Nearly 40% of the students surveyed reported problems with
late payments. This proportion is not too unfavourable --
the inference is that the majority of payments arrive on
time. One late payment could have generated a positive
response to the question about problems receiving allowances
on time. Because of the economic circumstances of most
Indian students, however, payment delays of any length could
cause serious personal or financial hardship. Students
reported that program administrators do not always keep track
of the dates when cheques should be distributed to students.

Counselling Services

Counselling services are an important aspect of the delivery

process. Counselling is particularly important when program information is distributed to potential applicants, when application forms are completed and reviewed, and on an ongoing basis for students attending a post-secondary institution.

Students were asked questions about four types of counsellors: high school guidance counsellors, Band Education counsellors, college/university counsellors, and DIAND counsellors. Because counsellors can be involved at any step in the delivery process, students were not asked to differentiate between steps.

Students reported that counsellors were available, but the assistance they provided was generally not very helpful: about 34% of the students reported college/university counsellors to be very helpful, but only 20% considered the other three types to be very helpful. Most respondents (more than 92%) believe that counselling services should be improved. Some suggested improvements include:

- more individual counselling, assistance, and support;
- more information on course requirements;
- more use of counsellors of native ancestry; and
- more information on career opportunities.

Students were also asked to describe the kind of assistance that institutions could provide to encourage program completion. Two areas were reported most often: individual assistance with tutoring and financial management, and assistance to improve study habits.

To summarize, the interviews indicate that students are generally aware of available counselling services and have used them. However, the students often believe that counsellors could have been more helpful and could have given more attention to their individual requirements. Variations in responses between regions could partly reflect the

importance placed on counselling by different DIAND offices
and by Bands.

Monitoring of Student Progress

The extent to which student progress is monitored depends on
whether the student is in a special or regular program and
who administers their funding. Indian students in most
special Native programs receive extensive counselling and
monitoring from the institutions or program staff. However,
monitoring for students in regular programs becomes the
responsibility of the person who is providing their funding.

In most regions DIAND monitoring is limited to annual
examination of student transcripts to confirm that the
student will be readmitted to their education institution.
DIAND counsellors in Nova Scotia, Saskatchewan, and Alberta
also monitor student grades and counsellors in other regions
attempt to do this if their work loads permit. However, in
general DIAND counsellors do not have time to identify and
resolve academic problems during the school year or to
identify students who have stopped attending school but are
still receiving PSEAP funding.

Students are more closely monitored when their funding is
administered by a Band or Tribal Council. Bands have the
opportunity for better communication of student difficulties
through social networks and they also have a personal rather
than just an administrative interest in the student academic
success. It was reported that some of the smaller bands
located in rural areas do not have the manpower or the
experience with post-secondary education to adequately
monitor their students.

8.3 Program Administration by Bands/Tribal Councils

Program delivery by bands or Tribal Councils has broad
support and appears to be working well. Administration by

Indian groups brings the program closer to the client group -- the amount and form of assistance can be tailored to meet socio-economic requirements of individual bands and students. Furthermore, bands are in a better position than DIAND staff to assess the motivation and ability of applicants and to guide them in choosing between education alternatives.

Some respondents indicated that this delivery mode results in higher completion rates, particularly because the bands have more flexibility in rejecting unsuitable applicants. DIAND staff must adhere strictly to the E-12 guidelines. They cannot reject applicants who have been accepted by an institution, but who are likely to fail.

The key findings from student interviews on DIAND versus Indian administration were:

(1) Mode of delivery does not affect problems with payments. When DIAND is the source of funds, 39% of student respondents report problems receiving payments on time. When Bands/Tribal Councils are the source of funds, 37% of respondents indicate problems.

(2) With respect to selection criteria, all students described the same factors as important: academic qualifications, motivation, and maturity.

(3) Counselling appears to be equally available to all students, regardless of who administers funding. For example, Band Education counsellors were better known to students who received funds from Bands or Tribal Councils than to students receiving funds from the Department. The latter group were better acquainted with DIAND counsellors than with Band Education counsellors.

(4) The two groups did not differ significantly in their responses about quality of counselling. Both groups

indicated the same areas needed improvement.
Seventy-two percent of respondents receiving funds from
DIAND reported that counselling services needed
improvement. The corresponding percentage for students
under the Band/Tribal Council system was 81%. The
higher percentage could reflect the relative
inexperience of some Band administrators involved in
PSEAP.

In general, the mode of delivery was not a major issue with
student respondents. This conclusion supports Band
administration. Lack of experience with PSEAP could be
expected to create more problems with Band administration of
the program. This, however, was not the case.

Other respondent groups reported the following problems with
Band administration:

. Program knowledge varies a great deal between Bands.

. Some Bands may withhold PSEAP assistance and use the
  funds for other Band projects.

. If bands underestimate the program budget, students who
  decide to start university late in the fiscal year may
  find no funds available.

. Some Bands suggested that administration dollars be
  transferred together with (PSEAP) program dollars.
  Without the former, the Band may not have the staff to
  administer PSEAP and related programs.

Several of these problems are related to accountability,
support mechanisms, and management information systems under
the program. These problem areas are discussed in Section
8.4. In general, the survey results support the DIAND policy
of transferring PSEAP administration to Bands and Tribal
Councils as these groups develop the necessary administrative
experience and expertise.

Regional Differences

The lack of consensus on delivery issues often reflects
differences between regions in program administration and the
interpretation of the E-12 guidelines. In many respects,
this situation can be viewed as a program strength. The
socio-economic circumstances and administrative experiences of
Bands and Tribal Councils, and the experience of DIAND
offices, vary a great deal between areas of the country. The
design and administration of PSEAP take appropriate account
of these differences.

Regional variations in program administration have also
resulted in some problems. Students with similar needs and
financial circumstances can receive very different
allowances, depending on where they live. This was viewed as
inequitable by many respondents. Regional administrative
differences can seriously reduce the opportunities for Indian
students to attend out-of-province universities. Problems
arising from regional differences are also related to the
issues of accountability and support mechanisms.

To assess delivery issues on a regional basis, student
responses were cross-tabulated by region. The
cross-tabulations did not show consistent regional
differences, although some specific differences may be of
consequence:

  . More than 50% of students in British Columbia,
    Saskatchewan, and the Atlantic reported problems
    receiving allowances on time. The national average was
    38%.

  . Band Education counsellors appear to be less available
    to students in Alberta and Saskatchewan than in other
    provinces.

. Only 23% of British Columbia students reported that DIAND counsellors were available to them. The national average was 52%.

. 88% of British Columbia students believed that counselling services should improve, compared to a national average of 74%.

A comprehensive information base on program delivery and DIAND operations by region would have to be established before the significance of regional differences could be determined. Such an information base is beyond the terms of reference for this study. Our judgement is that regional differences in delivery do not significantly influence program effectiveness.

8.4 Other Delivery Issues

This subsection briefly addresses program delivery issues common to two or more steps in the delivery process. These issues include:
- accountability and support mechanisms,
- coordination between programs, and
- the E-12 guidelines.

Accountability and Support Mechanisms

In any decentralized program, accountability and support mechanisms are essential for effective and efficient program delivery in all areas of the country. This is particularly true for a program such as PSEAP which is delivered by many different agencies and groups. Many respondents indicated concern with the lack of program accountability and support under PSEAP. Specific comments included the following:

. Accountability, especially for categories such as transportation, tutoring, and day-care, requires on-reserve counsellors to properly monitor individual students.

- Some Bands do not understand the E-12 guidelines and do not even possess a copy of the guidelines.

- Funding from DIAND does not correspond to the school year. Bands should receive PSEAP funds thirty days before the end of the quarter rather than at the end of each quarter.

- One region reported poor communications between DIAND offices and the Bands responsible for administering PSEAP.

- Many commented that the E-12 guidelines are too vague and that Bands need assistance in interpreting them.

These problems reflect the lack of support mechanisms established by the Department to assist program administrators in DIAND and Band/Council offices to deliver the program. The Peat Marwick report proposed that a comprehensive administration manual be developed to achieve consistent and efficient administration of E-12. The report also proposed that the CEIS for post-secondary students not be implemented until an administrative system had been designed, and it was clear that CEIS would be consistent with that system. Instead, CEIS went ahead before the administrative system was in place. This may be one of the reasons why the CEIS is not fully operational and is not meeting the needs of program administrators.

Coordination with Related Programs

PSEAP is related to a number of programs delivered in the Department and by other agencies. These are:

Occupational Skills Training Program (OST), DIAND. OST provides assistance for "specific job or trades training, academic upgrading for further skills training, life skills training, and basic job readiness training to enable Indian

people to acquire marketable job skills and allow them to participate in the economic life of their communities and Canada." OST services supplement services available through CEIC's manpower training programs. Unlike PSEAP, training courses covered under OST usually require less than secondary school graduation as a prerequisite. In March, 1982 the responsibility for OST was shifted from DIAND's Education Activity to the Economic and Employment Development section at headquarters. This change has also been implemented in the regions.

Although the two programs are distinct in their activities and the clientele they serve, there are areas of interaction. One facet of the OST program mandate is the responsibility for academic upgrading for Indians who wish to undertake further training or education. Until recently, academic upgrading for students preparing to enroll in a college, university, or technical institute was funded through OST or CEIC. Many students had difficulty obtaining funding for upgrading appropriate to an academic rather than occupational program. UCEP is expected to address this problem.

Some of the regional staff interviewed identified a problem in the interaction of the two programs: because PSEAP can fund more students, it is attracting students who would prefer to take vocational training.

Social Assistance Program, DIAND. For some students, particularly those with dependents and no other source of income, PSEAP allowances are insufficient to meet living expenses. In these cases, students obtain funds from DIAND in addition to the PSEAP allowance. This linkage is important because, according to regional staff, some students would otherwise not be able to continue in a post-secondary program.

University and College Entrance Preparation Programs (UCEP), DIAND. These preparatory programs, also called **Qualifying**

Year or Transition Year, permit students to attain the academic level required for entrance to degree and diploma programs. Because the adult Canadian Indian population includes many people who did not complete secondary school, preparatory programs are viewed as important bridges to post-secondary education. Prior to 1983, Indian students enrolled in preparatory programs were financially assisted through PSEAP. Treasury Board has now approved a policy for UCEP funding.

Canada Student Loan/Provincial Grant and Loans Programs. These programs provide university and professional education financial assistance to Canadians, with variations in funding levels and criteria among provinces. They are reportedly not used by status Indians given that: funding is available from DIAND in grant rather than loan form and status Indians turn to the Crown to fulfill what are seen as its responsibilities to the Indian people, including post-secondary education. There is also a prevailing view that Indians are reluctant to borrow funds, particularly for intangible goods such as education, because of their culture. Moreover, a loan system could deter Indians from pursuing post-secondary education, rather than encouraging them.

Economic and Community Development Programs. A link could be developed between PSEAP and Special ARDA and other economic and community development programs designed to assist status Indians. Relationships could be either incidental or planned. An incidental (or indirect) relationship would be indicated if, for example, a university graduate trained under PSEAP went back to his/her home community and started a business that received a Special ARDA grant. A planned linkage would be indicated if, for example, a PSEAP program manager brought to the attention of a Special ARDA manager a PSEAP trained graduate who had business management and entrepreneurial potential.

Respondents noted some problems with coordination between programs:

- One region reported that students were being "double funded" by PSEAP and student loans/grants. No mechanisms have been established to verify this.
- The E-12 guidelines do not include information on vocational training, institutions, or programs. Administrators, therefore, cannot properly counsel students on education options.
- Neither formal nor informal coordination between programs has been established. Related programs are delivered separately.

PSEAP does not appear to be duplicating services provided by other programs. Although the coordination problems reported above are not serious, they could be reduced if formal or informal links between programs were established.

E-12 Guidelines

The Study Team heard a number of criticisms about the E-12 guidelines. The consensus was that the guidelines are two vague and difficult to interpret. We do not necessarily share this view. If the guidelines were more detailed and explicit, program flexibility would suffer and administrators would find it difficult to respond to the needs of students in different areas. We agree, however, that the 1977 guidelines are out of date and need to be revised to reflect program changes of the last seven years. The guidelines also need to be supplemented by an administrative manual to help administrators interpret them. Other support mechanisms, such as workshops, seminars, and an improved management information system should also be considered.

8.5 Conclusions

The main problem areas in the delivery of PSEAP reported in interviews with different groups are:
- establishing program demand and budgets;
- interpreting the E-12 guidelines;
- late payments;
- the quality of the counselling;
- lack of accountability and support mechanisms, including a management information system for program administration; and the
- lack of coordination with related programs.

In general terms, program delivery problems have not been serious enough to significantly affect program effectiveness or the achievement of program objectives. Problems can be categorized as annoyances rather than serious impediments. Many problems are amenable to partial resolution through the development of an administrative manual and improved management information and other administrative systems.

The evaluation results suggest that delivery problems occur with greater frequency in some regions/provinces relative to others. This can reflect a number of factors: the mode of delivery most heavily utilized in a region; the experience and interests of DIAND staff; the administrative experience of Bands and Tribal Councils; and the relationships that have developed between the Department and Indian groups. We have not identified regions where problems arise with greater frequency. A full understanding of a region's specific problems and the reasons for them would require a more comprehensive information base than could be assembled for this assignment.

The evaluation results on program delivery strongly support the DIAND policy of transferring PSEAP delivery to Bands and Tribal Councils. Available evidence suggests that the Bands and Councils operate the program at least as well as DIAND

staff. The problems we identified are relevant to both modes of delivery.

8.6 Recommendations

1. It is recommended that the trend toward Indian administration of PSEAP should be continued and encouraged. This process should be facilitated by:
    - reestablishing training dollars to provide Bands with information and training on PSEAP administrative procedures;
    - distribution of the E12 guidelines to all Bands in Canada;
    - preparation of an administrative guide for interpretation of the E12 guidelines;
    - an Indian contact person in each region with whom Band administrators can discuss concerns regarding PSEAP.

2. It is recommended that the DIAND internal review of program guidelines should be a bilateral process between DIAND and the Indian people. There is presently no mechanism for this to occur and Indian input is upon the request and discretion of DIAND. If Indian organizations are to administer PSEAP, they should have much more control over the program guidelines. In the past, the program guidelines have been determined by DIAND with limited input from Indian organizations.

3. It is recommended that the eligibility requirements and funding allowances of the three separate post-secondary programs OST, PSEAP and UCEP should be revised so that students have equal access to post-secondary education and funding, regardless of which program they choose to enter.

4. It is recommended that the CEIS system be set up to monitor all students in the program. PSEAP administrators in Manitoba and BC have legitimate

concerns about the system which must be addressed so that they will participate. This may include changes to simplify the CEIS forms, production of a CEIS administration manual, or provision of useable printouts from the system. It is imperative that the system be modified to meet the needs of its users because an ongoing accounting and evaluation of the program cannot be maintained without a complete record of the program's participants.

APPENDIX A

TERMS OF REFERENCE:

POST-SECONDARY EDUCATION ASSISTANCE
EVALUATION STUDY

Evaluation Branch
Corporate Policy
Mary K. Rombout
March, 1983

Post-Secondary Education Assistance:
Evaluation Study Terms of Reference

I   INTRODUCTION

Current Treasury Board policy, initially stated in Circular No. 1977-47,
requires that government programs be subjected to objective evaluations on
a periodic basis to determine their "effectiveness in achieving their
objectives and the efficiency with which they are being administered."
The Office of the Comptroller General document entitled Guide on the
Program Evaluation Function (May 1981) provides an elaboration of the policy,
presenting the principles and procedures which are to be observed by
Canadian federal government departments and agencies in the conduct of
program evaluations.

In accordance with TB and DIAND evaluation policies, the Evaluation Branch
makes it a practice to undertake an evaluation assessment as the pre-planning
phase of a full evaluation study. An evaluation assessment of the Post-
Secondary Education Assistance Program* (P.S.E.A.P.) was completed in
December 1982. These Terms of Reference outline the parameters of the
program evaluation study option recommended in the assessment report and
subsequently endorsed by Departmental senior management.

In general terms, an evaluation study includes the following tasks:

a)   the development of a work plan, and a data analysis plan which
relates indicators to specific evaluation questions, and outlines
the data used to build indicators, the required data collection
methods, and sampling designs, where appropriate;

b)   the design and pre-testing of data collection instruments;

c)   the collection, preparation and analysis of data on each of the
questions specified in the Terms of Reference;

d)   the formulation of conclusions and, where appropriate,
recommendations on each of the evaluation questions specified in
the terms of reference;

*Evaluation Assessment of the Post-School Program Evaluation
Component of the Indian & Inuit Affairs Program Education Activity.

e) the preparation of an evaluation study report which outlines the evaluation questions, methodology applied, assumptions and constraints, and which explicitly links the findings, conclusions and recommendations to evaluation questions, and includes the identification of resource implications of recommendations, where applicable.

II   BACKGROUND

The Post-Secondary Education Assistance program provides financial assistance and counselling to Registered Canadian Indians and Inuit who are qualified for entrance and/or have been accepted by accredited universities, colleges, CEGEP's, or institutes of technology into programs or courses which normally require the completion of secondary school as a minimum entrance requirement.

P.S.E.A.P. in its present form came into being in 1975 with the development and approval (by Treasury Board) of an interim set of guidelines for the program (Circular E12). Following the approval in principle of the draft guidelines, an extensive consultation process with Indians resulted in the Department's development of a final version, which received Treasury Board approval in October 1977 (TB Minute #752408). The Department's Education Branch is preparing an updated version of the original guidelines for Treasury Board consideration in the near future.

Prior to 1975, education assistance up to the first university degree level or a level which would offer the opportunity for professional employment was also available to Registered Indians and Inuit from the Department. This assistance was provided under a more general authority which covered, as well, vocational and other types of training (TB Authority #683751).

Although the British North America Act assigns responsibility for education in Canada to the provinces, the same act gives to the Parliament of Canada the exclusive authority to legislate with respect to Indians. Through the Indian Act, the Minister of Indian Affairs and Northern Development is empowered to provide education services to registered Indians. In fact, the Minister is legally obligated to provide certain education services to

registered Indians living on reserve, primarily elementary/secondary
schooling. A wide range of other education and educational support
services are provided, in addition to those which are legal obligations,
under various Treasury Board authorities. The provision of assistance
for post-secondary education for registered Indians is not a legal
obligation of the Minister under the Indian Act, and thus is termed a
non-statutory program. The Departmental budget allocation for the program
has protected status (categorized as mandatory or non-discretionary)
which means, among other things, that funds cannot be moved to other
programs.

Since 1968, annual enrolment of Indians in university and professional courses
has increased from about 250 to over 6,000. Total departmental expenditures
for P.S.E.A.P. were some $25 million in 1981-82. Approximately 500 Indians
are now graduating each year whereas over the ten-year period 1960-1970
there were in all only 233 Indian graduates. Nearly 50% of the program's
budget is controlled by Bands through the vehicle of contribution agreements.

III   THE EVALUATION STUDY

Based on the evaluation option chosen during the evaluation assessment, the
study will focus primarily on the degree to which P.S.E.A. program objectives
have been achieved (the intended effects) and an assessment of any other
effects and impacts of the program, whether beneficial or untoward. Questions
to be addressed in the evaluation which relate to achievement of program
objectives, and other effects and impacts are the following:

A. In relation to objective #1, which is "to make post-secondary education
    more accessible to Indian and Inuit people by providing adequate
    financial resources.

    A.1 To what extent do Indian people see the attainment of post-secondary
         education as financially feasible?

    *A.2 To what degree are the allowances provided to Indian students
          adequate in relation to need?

* Questions identified by an * are seen as priority
  issues at this time by education program management.   ...../4

A.2.1 - What influence do financial concerns have in students dropping out from a program of studies?

A.2.2 - To what extent are Indian students able to draw on personal or family financial resources should circumstances so require?

*A.2.3 - How does the P.S.E.A.P. allowance structure (not tuition/ instruction fees) relate to the actual costs of an Indian student attending a college or institution in a particular urban area? (Both dollar amounts and types of allowance.)

A.2.4 - What proportion of students enrolled under the program could have attained a post-secondary education without financial assistance from government?

A.2.5 - What differences (if any) are present between students without dependents and those who have dependents in the context of the above questions?

B. In relation to objective #2 which is "to achieve a participation rate of Indian and Inuit people in post-secondary education at least equal to that of the non-native Canadian population."

*B.1 What is the participation rate now in comparison with that of the non-native society, and with any appropriate sub-groups of non-native society?

*B.2 By what increments has the participation rate of Indians been increasing in recent years?

*B.3 What proportion complete at least 1 year (2 years) of studies? How does this compare with non-natives?

*B.4 What proportion of Indian students complete a program of studies (i.e., graduate)? How does this compare with non-natives?

*B.5 Are student-week maximum allotments, as provided for in the guidelines for the various program levels, adequate?

B.6 At what point in their program do students drop out? Why?

B.7 What factors, both at the personal and institutional levels, contribute most to student retention to graduation? Among the institutional characteristics to be considered are:

- entrance criteria set by the institution;
- degree of Indian control;
- Indian-sensitive content of study program;
- study program delivery design;
- university-delivered orientation programs prior to enrolment in a degree program.

B.8 What are the motivators/incentives which influence the decision to acquire a post-secondary education?

*B.9 For potential "mature matriculant" entrants, are the types and accessibility of academic upgrading, university entrance programs, and/or means of attainment of any special prerequisites adequate to meet demand? To what extent are they needed?

B.10 What activities are undertaken at the high school level to promote participation in post-secondary education? Are they effective?

B.11 Are Departmental resources (DIAND staff, funding) devoted to counselling of students adequate to facilitate the achievement of the participation objective, including retention in a program? Are counsellors appropriately qualified? What proportion of counsellors are Indians?

B.12 How is student progress, as indicated by grades or marks, monitored? How effective is the monitoring system?

C. In relation to objective #3, which is "to improve the employment opportunities of Indian and Inuit people, especially the 18-30 age group, and to increase their participation in the economic growth of their communities and the economy in general.

C.1 Do Indians who have completed, or partially completed, a post-secondary program have improved employment opportunities, in reserve communities? In the larger society? What proportion have obtained full employment? Is the type of employment related to their training? What are the reasons for failure to find employment?

C.2 To what extent have graduates been assisted in finding post-program employment? By whom? What more might be done by the Department in this regard?

*C.3 Do "special" university programs for Indians permit graduates access to positions in the larger society? Are qualifications from such programs seen by the larger society as legitimate? Are graduates adequately prepared (i.e., program content, program standards) to perform competently and to adapt culturally?

C.4 These issues are, to a degree, the converse of those in #3. How do Indian graduates of "regular" (or essentially regular) college and university programs adapt to performing in positions in a reserve community? Does the community see their qualifications as legitimate? Are they adequately prepared to perform competently in the Indian cultural environment?

D. In relation to program objective #4, which is "to provide qualified Indian and Inuit human resource to help meet technical, managerial and professional needs of Indian and Inuit communities to serve the local control process."

D.1 Are the academic training (content) and qualifications gained by Indian post-secondary students who return to the reserve appropriate to community needs in managing their own programs?

*D.2 What efforts are made to anticipate community needs and to encourage students to acquire qualifications in appropriate disciplines? What should be the Department's role, if any, in facilitating the enrolment of Indians in programs of study which would be more appropriate to community needs? To an individual's aspirations? How and to what degree should D.I.A.N.D. become involved in study program development by educational institutions towards attracting Indian students into the particular disciplines which they do not currently enter?

D.3 What post-secondary qualifications are needed that are not yet available from among community members?

E. In relation to program objective #5, which is "to help increase the capability of Indian and Inuit people for self-development and self-realization."

E.1 To what extent do graduates returning to the reserve community act as role models for other community members to obtain post-secondary qualifications? To what extent do they increase the value placed by the community on education in general and the encouragement given to students in elementary and secondary schools?

E.2 To what extent does the fact that members of the community have attained university/professional qualifications increase pride in and identification with the Indian culture and create an increased desire to develop the reserve economy and to become self-determining?

F. In relation to other effects and impacts:

F.1 Has the existence of P.S.E.A.P. promoted universities to develop specialized costly (to the federal government) programs wherein educational results are not commensurate with the additional fees charged over and above the fees charged normally in regular programs? Conversely, do the additional costs of such programs translate into a high level of achievement of P.S.E.A. program objectives?

F.2 Does the existence of the program act as an incentive to
     institutions to relax entrance criteria for Indians to the point
     where a high failure rate is inevitable? Do institutions provide
     adequate support services to the student to compensate for
     relaxed entrance criteria?

*F.3 Are Indians being educated in fields where employment opportunities
     are poor or non-existent?

F.4 Is the program resulting in a "creaming-off" effect wherein the
     potential leaders or more motivated and gifted community members
     choose not to return to their reserves upon completion of their
     studies?

F.5 Do Indians who have obtained a post-secondary education become
     alienated from their culture and community way of life? Are they
     viewed as "less-Indian" by their families and communities?

In the area of possible interacting influences between P.S.E.A.P. and
other programs, the following evaluation questions were raised:

*F.6 To what extent, if any, do students enroll in post-secondary
     programs under P.S.E.A.P. because other training alternatives
     are not readily available?

F.7 Are students enrolling in university programs, or taking a second
     degree because the only other alternatives perceived are less
     attractive financially, such as unemployment or social assistance?

The above are possible other effects and impacts identified during the course
of the evaluation assessment. It is expected that the evaluation team will
assess any others which are identified during the course of the study.

G. The following evaluation question, while not concerned with effects and
    impacts, was requested to be included in the evaluation study by
    education program management as part of the chosen option arising from
    the assessment:

*G.1 What accountability relationships and measures are required to
     permit the implementation of the policy of Indian control with
     regard to P.S.E.A.P. while at the same time meeting the Government's
     requirement to account for expenditures to Central Agencies and
     Parliament?

The following questions regarding Band-operation of the post-secondary education program will also be addressed to the extent permitted by the Band case studies outlined in the next section of this document:

*G.2 Have Bands administering their own post-secondary programs departed from current P.S.E.A.P. policy and guidelines? Why? Have they evolved program design changes or eligibility rules which result in greater cost-effectiveness and efficiency in program delivery?

G.3 Do Bands administering their own programs perceive that the advice and support they may require from D.I.A.N.D. have been adequate?

IV   EVALUATION APPROACH

The evaluation approaches required would include the following:

a) Extensive analysis of program data on students stored in the computerized Continuing Education Information System (C.E.I.S.), both for the current year and, to the extent possible, historically.

For participation rate analysis, C.E.I.S. data will have to be combined with demographic information on the registered Indian population. Corresponding data will be required from Statistics Canada to permit comparison with the non-native population or sub-groups thereof.

It should be noted that C.E.I.S. data are incomplete in that not all students have been recorded in the system. Missing data are available, to a considerable extent, in hard copy form from regional offices. As well, special runs on the system may be necessary where data are required in a configuration which varies from the requests usually made by Education Section staff.

b) Interviews with Departmental staff at headquarters, in the regional offices of the 7 southern regions, and, on a limited basis, at the district level as well, will be necessary to contribute to the assessment of counselling, student monitoring, and program promotion issues.

c) A selection will be made of educational institutions most frequented by Indians, covering all 7 regions. Within this framework, a representative group of current students can be interviewed, drop-outs identified for follow-up interviews, instructors and officials interviewed, and special study program characteristics identified. An analysis will be undertaken of available information in the files of the selected educational institutions on what has happened to former Indian students, usually graduates, in a period of up to 3 years post-university. (It is known that a number of specialized programs for Indians make considerable effort to follow the immediate post-university experience of their graduates.) It is anticipated that some 15 to 20 institutions will be selected for field work.

d) Actual living cost data relevant to Indian university students would be gathered for the areas in which the institutions are located and compared with P.S.E.A.P. allowances.

e) At least 6 case studies will be undertaken at individual reserves. These case studies would provide information on whether and to what degree university-trained people meet community needs, and on several other impacts and effects evaluation questions delineated earlier. With the conduct of such case studies, the inclusion, among those selected, of Bands who operate their own post-school programs would permit the issues concerning Band-operation of the program to be addressed. Other relevant variables governing case-study Band selection will be determined during the course of the study.

V THE EVALUATION ADVISORY COMMITTEE

Terms of Reference for the study have been developed by Evaluation Branch staff in consultation with headquarters Education Branch management. While the ultimate client for the evaluation report is the Deputy Minister, DIAND, it is the ADM, Indian & Inuit Affairs Program who approves the terms of reference for the study. Within this framework, direction for the study, which includes advising with regard to the selection of the evaluator,

approval of work plans and specifics of evaluation approach, monitoring of progress, and review of draft and final reports will be provided by an Evaluation Advisory Committee. Members of the Committee are listed in Appendix A. As well, this committee will advise the contractor on the relative emphasis to be accorded the evaluation questions set out in this document.

VI EVALUATION STUDY SCHEDULE AND BUDGET

The study will be undertaken over the period April 15, 1983 to January 15, 1984. This time frame takes into account the fact that the greater part of the field work must take place next fall when universities are fully in session.

The contractor will be expected to meet with the Advisory Committee at the following milestones:

1. to discuss and obtain approval of work and data analysis plans
2. to discuss design and pre-testing of data collection instruments
3. to discuss interim report
4. to discuss draft final report
5. to present final report

Additional progress/monitoring sessions may be required, as well as a presentation of the final report to I&IA Program Senior Management.

VII OTHER CONSIDERATIONS

The firm conducting the study will be expected to have the capability of communicating in both official languages, both in written and oral exchanges. As well, the final report is to be provided to the Department in both languages.

APPENDIX A: Advisory Committee Members

Post-Secondary Education Assistance Evaluation

P.E. Bisson   Director of Education (HQ)
                               Education and Social Development
                               DIAND

David Perley   Graduate Student
                               Carleton University, Ottawa

John Fedak   Superintendent of Student Services
                               Education Branch, Manitoba Region
                               Indian and Inuit Affairs Program
                               DIAND

David Moynagh   Senior Evaluation Analyst
                               Program Evaluation Branch
                               Office of the Comptroller General
                               Treasury Board of Canada

Prof. W.D. Hamilton   Co-Director, Micmac-Maliseet Institute
                               Faculty of Education
                               University of New Brunswick

Clarence Smith   Director of Education
                               Eskasoni Reserve
                               Cape Breton, N.S.

Roland Crow   President of the Board
                               Saskatchewan Indian Federated College

George Miller   Director of Education
                               Assembly of First Nations
                               Ottawa

Mary K. Rombout   Evaluation Manager
(Chair)   Evaluation Branch
                               Ottawa

Ex-officio Members:

Jacques Deneault   Program Planning and
                               Policy Coordination

Approval of the Terms of Reference
for the Post-Secondary Education Assistance
Evaluation Study

Mary K. Rombout   _Mar. 3, 1983_
Mary K. Rombout   Date
Evaluation Manager
Evaluation Branch

A. Gratias   _March 8, 1983_
A. Gratias   Date
Director
Evaluation Branch

P.E. Bisson   _22/3/83_
P.E. Bisson   Date
Director of Education
Education and Social
  Development

D. Chatain   _28/3_
D. Chatain   Date
Director General
Education and Social
  Development

D.K. Goodwin   _13/4/83_
D.K. Goodwin   Date
Assistant Deputy Minister
Indian and Inuit Affairs
  Program

APPENDIX B

QUESTIONNAIRES

POST-SECONDARY EDUCATION ASSISTANCE PROGRAM

DPA Consulting Limited   Personal ____
                                             Telephone ____
CURRENT STUDENTS QUESTIONNAIRE   Self-Admin ____

The purpose of this questionnaire is to find out your
opinions of the Post-Secondary Education Assistance Program
and of the support needed for Native Indians to succeed at a
college, university, or technical institute. You do <u>NOT</u> need
to put your name on the questionnaire and the completed
questionnaires will be strictly confidential.

(PLEASE CIRCLE ONE ANSWER FOR EACH QUESTION UNLESS OTHERWISE
SPECIFIED.)

1. Do you receive enough financial assistance for each of
    these expenses? (CIRCLE ONE ANSWER CODE NUMBER FOR EACH
    EXPENSE.)

	Enough $	Not Enough $	Don't Receive Any $
Tuition	1	2	3
Books & Supplies	1	2	3
Food & Housing	1	2	3
Clothes	1	2	3
Transportation	1	2	3
Child Care	1	2	3
Other _____	1	2	3

2. Are there any other comments you would like to make about
    the adequacy of student allowances?

    _____

    _____

    _____

3. Do you get your money from Indian Affairs, from the Band,
    or from the Tribal Council?

                Department of Indian Affairs   1
                Band   2
                Tribal Council   3
                Don't know   4

4. Do you think Indian students should be required to pay a
    portion of their post-secondary education expenses?

                Yes
                No
                Depends

Any comments? _____

_____

_____

5. Have you had any problems getting your student allowance
   on time?

   Yes
   No

6. Do you know any Native Indians who have not enrolled or
   who have dropped out because of financial problems?

   Yes
   No

   What were their circumstances? _____

   _____

   _____

7. Did you consider taking vocational training (e.g., cook,
   mechanic, draftsperson)?

   Yes
   No

   (IF YES) Why did you choose college/university instead of

   vocational? _____

   _____

8. Should there be a selection process for deciding which
   Indian students should get funding?

   Yes
   No

   (IF YES) Who should set the selection criteria?

   _____

   What should the selection criteria be?

   _____

   _____

9. Would you have attended college/university if no funds were available from DIAND?

> Yes
> Yes, but delayed
> No
> Uncertain

Comments? _____

_____

10. Are the allowable number of student months adequate?
    (40 mos. for Bachelor degree, 24 mos. for Masters, Law or Advanced Degree)

> Yes
> No
> Don't know

What changes do you suggest? _____

_____

11. Which counselling services have been available to you?
    (CIRCLE ONE ANSWER CODE NUMBER FOR EACH SERVICE.)

	Available	Not Available	Don't Know
High School Guidance Counsellor	1	2	3
Band Education Counsellor	1	2	3
College/University Counsellor	1	2	3
DIAND Counsellor	1	2	3

12. How helpful have the conselling services been for you?
    (CIRCLE ONE ANSWER CODE NUMBER FOR EACH SERVICE.)

	Very Helpful	Somewhat Helpful	Not Helpful	Didn't Use
High School Guidance Counsellor	1	2	3	4
Band Education Counsellor	1	2	3	4
College/University Counsellor	1	2	3	4
DIAND Counsellors	1	2	3	4

13. Do counselling services for Indian students need to be improved?

> Yes
> No
> No opinion

What changes do you suggest? _____

_____

14. Why did you decide to go to university or college?
(CIRCLE ONE ANSWER CODE NUMBER FOR EACH REASON.)

	Unimportant	Somewhat Important	Very Important
Get a job	1	2	3
Learn more	1	2	3
Self-improvement	1	2	3
Contribute to Indian People	1	2	3
No jobs available	1	2	3
Other_____	1	2	3

15. Who encouraged or discouraged you from attending university or college?
(CIRCLE ONE ANSWER CODE NUMBER FOR EACH TYPE OF PERSON.)

	Discouraged	Encouraged	Had no Influence
Parents	1	2	3
Friends	1	2	3
Band Leaders	1	2	3
Band Education Counsellor	1	2	3
High School Teacher/Counsellor	1	2	3
DIAND Counsellor	1	2	3

16. How important were each of these reasons in choosing this university or college?
(CIRCLE ONE ANSWER CODE NUMBER FOR EACH REASON.)

	Unimportant	Somewhat Important	Very Important
Special program for Indians	1	2	3
Close to home	1	2	3
Friends attending here	1	2	3
Comfortable atmosphere	1	2	3
Offers courses I need	1	2	3
Other _____	1	2	3

17. What can be done to increase the number of Native Indians who enroll in post-secondary education?

_____

_____

_____

18. Are on-reserve Band members who have degrees an incentive for other people to go to college or university?

_____

_____

_____

19.   What services can colleges/universities provide to help
      Indian students complete their programs?

      _____

      _____

      _____

20.   Are some colleges or universities more preferred by
      Indian students?   (IF YES) Why?

      _____

      _____

      _____

21.   What is your first, second, third and last choice of
      employer after you finish your training?

	First	Second	Third	Last
School Board near home community	1	2	3	4
Other School Board	1	2	3	4
Private business	1	2	3	4
Federal government	1	2	3	4
Provincial or Municipal government	1	2	3	4
Your own band	1	2	3	4
Other band or Indian organizations	1	2	3	4

22.   Do you plan to live on your home reserve when you have
      finished your training?

                     Yes
                     No
                     Maybe

      Comments?   _____

      _____

23.   Do you have any other comments regarding the
      Post-Secondary Education Assistance Program or university
      (college) education for Indian people?

      _____

      _____

      _____

24. What is the name of the university, college, or technical institute you are now attending?

_____

25. What program are you enrolled in? _____

26. What year of the program are you in? _____

27. Are you a full-time or part-time student?

              Full-time
              Part-time

28. What band do you belong to?

         _____

29. Where is your permanent residence?

         _____

30. In what year were you born?

         _____

31. What is your sex?

              Male
              Female

32. How many dependents do you have?

              Ø dependents
              1 dependent
              2 dependents
              3 dependents
              4 or more dependents

33. What is the highest grade of secondary or elementary school you ever attended?

         _____

34. How many years of education have you completed at a university?

         _____

35. How many years of education have you completed other than at a university or high school (college, CEGEP, nursing, trade school, etc.)?

> None
> Less than 1 year
> Number of completed years _____

Did you take upgrading/entrance preparation before enrolling in your current program?

> Yes
> No

(IF YES) Where? _____

What courses? _____

36. What degrees, certificates, diplomas do you have?

None	1
Secondary (high school) graduation certificate	2
Trades certificate or diploma	3
Other non-university certificate or diploma (obtained at community college, CEGEP, institute of technology, etc.)	4
University certificate or diploma below bachelor level	5
Bachelor's degree(s)	6
University certificate or diploma above bachelor level	7
Master's degree(s)	8
Degree in medicine, dentistry, veterinary medicine, or optometry	9
Earned doctorate	10

37. How much money do you get from Indian Affairs or your Band for your education?

	$ Amount	Time Period (year, month, week)
Tuition	$_____	_____
Books and Supplies	$_____	_____
Living Expenses	$_____	_____
Clothes	$_____	_____
Child Care	$_____	_____
Transportation	$_____	_____
Other_____	$_____	_____
TOTAL	$_____	

When do you get your money?

        Weekly
        Every two weeks
        Every month
        Beginning of each semester
        Beginning of the school year
        It varies

38. Do you spend additional money of your own during the school year?

        Yes
        No

If yes, where do you get this money?

        Parents
        Job
        Scholarship
        Loan

THANK YOU

POST-SECONDARY EDUCATION ASSISTANCE PROGRAM

DPA Consulting Limited

GRADUATES QUESTIONNAIRE

The purpose of this questionnaire is to find out your opinions of the Post-Secondary Education Assistance Program and of the support needed for Native Indians to succeed at a college, university, or technical institute. You do <u>NOT</u> need to put your name on the questionnaire and the completed questionnaires will be strictly confidential.

(PLEASE CIRCLE ONE ANSWER FOR EACH QUESTION UNLESS OTHERWISE SPECIFIED.)

1. When you were at university (college) did you receive enough financial assistance for each of these expenses? (CIRCLE ONE ANSWER CODE NUMBER FOR EACH EXPENSE.)

	Enough $	Not Enough $	Don't Receive Any $
Tuition	1	2	3
Books & Supplies	1	2	3
Food & Housing	1	2	3
Clothes	1	2	3
Transportation	1	2	3
Child Care	1	2	3
Other _____	1	2	3

2. Are there any other comments you would like to make about the adequacy of student allowances?

_____

_____

_____

3. Did you get your money from Indian Affairs, from the Band, or from the Tribal Council?

Department of Indian Affairs   1
Band   2
Tribal Council   3
Don't know   4

4. Do you think Indian students should be required to pay a portion of their post-secondary education expenses?

Yes
No
Depends

Any comments? _____

_____

5. Did you have any problems getting your student allowance on time?

        Yes
        No

6. Do you know any Native Indians who have not enrolled or who have dropped out because of financial problems?

        Yes
        No

What were their circumstances? _____

_____

_____

7. Did you consider taking vocational training (e.g., cook, mechanic, draftsperson)?

        Yes
        No

(IF YES) Why did you choose college/university instead

of vocational? _____

_____

8. Should there be a selection process for deciding which Indian students should get funding?

        Yes
        No

(IF YES) Who should set the selection criteria?

_____

What should the selection criteria be?

_____

_____

_____

9. Would you have attended college/university if no funds were available from DIAND?

     Yes
     Yes, but delayed
     No
     Uncertain

Comments? _____

_____

10. Are the allowable number of student months adequate? (40 mos. for Bachelor degree, 24 mos. for Masters, Law or Advanced Degree)

     Yes
     No
     Don't know

What changes do you suggest? _____

_____

11. Which counselling services were available to you? (CIRCLE ONE ANSWER CODE NUMBER FOR EACH SERVICE.)

	Available	Not Available	Don't Know
High School Guidance Counsellor	1	2	3
Band Education Counsellor	1	2	3
College/University Counsellor	1	2	3
DIAND Counsellor	1	2	3

12. How helpful were the conselling services for you? (CIRCLE ONE ANSWER CODE NUMBER FOR EACH SERVICE.)

	Very Helpful	Somewhat Helpful	Not Helpful	Didn't Use
High School Guidance Counsellor	1	2	3	4
Band Education Counsellor	1	2	3	4
College/University Counsellor	1	2	3.	4
DIAND Counsellors	1	2	3	4

13. Do counselling services for Indian students need to be improved?

        Yes
        No
        No opinion

What changes do you suggest? _____

_____

_____

14. Why did you decide to go to university or college?
(CIRCLE ONE ANSWER CODE NUMBER FOR EACH REASON.)

	Unimportant	Somewhat Important	Very Important
Get a job	1	2	3
Learn more	1	2	3
Self-improvement	1	2	3
Contribute to Indian People	1	2	3
No jobs available	1	2	3
Other_____	1	2	3

15. Who encouraged or discouraged you from attending university or college?
(CIRCLE ONE ANSWER CODE NUMBER FOR EACH TYPE OF PERSON.)

	Discouraged	Encouraged	Had no Influence
Parents	1	2	3
Friends	1	2	3
Band Leaders	1	2	3
Band Education Counsellor	1	2	3
High School Teacher/Counsellor	1	2	3
DIAND Counsellor	1	2	3

16. How important were each of these reasons in choosing the university or college?
(CIRCLE ONE ANSWER CODE NUMBER FOR EACH REASON.)

	Unimportant	Somewhat Important	Very Important
Special program for Indians	1	2	3
Close to home	1	2	3
Friends attending here	1	2	3
Comfortable atmosphere	1	2	3
Offers courses I need	1	2	3
Other _____	1	2	3

17. What can be done to increase the number of Native Indians who enroll in post-secondary education?

_____

_____

_____

18. Are on-reserve Band members who have degrees an incentive for other people to go to college or university?

_____

_____

_____

19. What services can colleges/universities provide to help Indian students complete their programs?

_____

_____

_____

20. Are some colleges or universities more preferred by Indian students? (IF YES) Why?

_____

_____

_____

21. Are you currently employed?

        Yes, full-time
        Yes, part-time
        No, temporary lay-off or strike
        No

22. **(If employed)** Who is your employer?

        School Board
        Private business
        Federal government
        Provincial or Municipal government
        Band
        Other Indian organizations

What is your occupation? _____

Did your training help you get the job? _____

_____

Are you satisfied with the type of job you have? _____

_____

23. **(If unemployed)** What are your possibilities of getting a job?

_____

_____

24. Do you have any other comments regarding the Post-Secondary Education Assistance Program or university (college) education for Indian people?

_____

_____

_____

25. Are you a Band Council member or have you ever been one?

       Yes
       No

26. What effect has increased enrollment in colleges and universities had on your Band?

_____

_____

_____

27. What is the name of the university, college, or technical institute you attended?

_____

28. What program were you enrolled in? _____

29. What band do you belong to?

_____

30. Where is your permanent residence?

_____

31. In what year were you born?

_____

32. What is your sex?

        Male
        Female

33. How many dependents do you have?

        0 dependents
        1 dependent
        2 dependents
        3 dependents
        4 or more dependents

34. What is the highest grade of secondary or elementary school you ever attended?

_____

35. How many years of education have you completed at a university?

_____

36. How many years of education have you completed other than at a university or high school (college, CEGEP, nursing, trade school, etc.)?

        None
        Less than 1 year
        Number of completed years _____

Did you take upgrading/entrance preparation before enrolling in the university (college) program?

        Yes
        No

(IF YES) Where? _____

What courses? _____

37. What degrees, certificates, diplomas do you have?

None	1
Secondary (high school) graduation certificate	2
Trades certificate or diploma	3
Other non-university certificate or diploma (obtained at community college, CEGEP, institute of technology, etc.)	4
University certificate or diploma below bachelor level	5
Bachelor's degree(s)	6
University certificate or diploma above bachelor level	7
Master's degree(s)	8
Degree in medicine, dentistry, veterinary medicine, or optometry	9
Earned doctorate	1Ø

38. How much money did you get from Indian Affairs or your Band for your education each year?

	$ Amount
Tuition	$_____
Books and Supplies	$_____
Living Expenses	$_____
Clothes	$_____
Child Care	$_____
Transportation	$_____
Other_____	$_____
TOTAL	$_____

When did you get your money?

    Weekly
    Every two weeks
    Every month
    Beginning of each semester
    Beginning of the school year
    It varied

39. Did you spend additional money of your own during the school year?

    Yes
    No

If yes, where did you get this money?

    Parents
    Job
    Scholarship
    Loan

THANK YOU

POST-SECONDARY EDUCATION ASSISTANCE PROGRAM

DPA Consulting Limited

Personal _____
Telephone _____
Self-Admin _____

DROPOUTS QUESTIONNAIRE

The purpose of this questionnaire is to find out your opinions of the Post-Secondary Education Assistance Program and of the support needed for Native Indians to succeed at a college, university, or technical institute. You do NOT need to put your name on the questionnaire and the completed questionnaires will be strictly confidential.

(PLEASE CIRCLE ONE ANSWER FOR EACH QUESTION UNLESS OTHERWISE SPECIFIED.)

1. When you attended university (college) did you receive enough financial assistance for each of these expenses? (CIRCLE ONE ANSWER CODE NUMBER FOR EACH EXPENSE.)

	Enough $	Not Enough $	Don't Receive Any $
Tuition	1	2	3
Books & Supplies	1	2	3
Food & Housing	1	2	3
Clothes	1	2	3
Transportation	1	2	3
Child Care	1	2	3
Other _____	1	2	3

2. Are there any other comments you would like to make about the adequacy of student allowances?

_____

_____

_____

3. When you attended university (college) did you get your money from Indian Affairs, from the Band, or from the Tribal Council?

Department of Indian Affairs 1
Band 2
Tribal Council 3
Don't know 4

4. Do you think Indian students should be required to pay a portion of their post-secondary education expenses?

Yes
No
Depends

Any comments? _____

_____

_____

5. Did you have any problems getting your student allowance on time?

        Yes
        No

6. Do you know any Native Indians who have not enrolled or who have dropped out because of financial problems?

        Yes
        No

What were their circumstances? _____

_____

_____

7. Did you consider taking vocational training (e.g., cook, mechanic, draftsperson)?

        Yes
        No

(IF YES) Why did you choose college/university instead of vocational

_____

_____

8. Should there be a selection process for deciding which Indian students should get funding?

        Yes
        No

(IF YES) Who should set the selection criteria?

_____

What should the selection criteria be?

_____

_____

9. Would you have attended college/university if no funds were available from DIAND?

           Yes,
           Yes, but delayed
           No
           Uncertain

   Comments? _____

   _____

10. Are the allowable number of student months adequate?
    (40 months for Bachelor degree, 24 months for Masters,
    Law or Advanced Degree)

           Yes
           No
           don't know

    What changes do you suggest? _____

    _____

11. Which counselling services were available to you?
    (CIRCLE ONE ANSWER CODE NUMBER FOR EACH SERVICE.)

		Not	Don't
	Available	Available	Know
High School Guidance Counsellor	1	2	3
Band Education Counsellor	1	2	3
College/University Counsellor	1	2	3
DIAND Counsellor	1	2	3

12. How helpful were the conselling services for you?
    (CIRCLE ONE ANSWER CODE NUMBER FOR EACH SERVICE.)

	Very	Somewhat	Not	Didn't
	Helpful	Helpful	Helpful	Use
High School Guidance Counsellor	1	2	3	4
Band Education Counsellor	1	2	3	4
College/University Counsellor	1	2	3	4
DIAND Counsellors	1	2	3	4

13. Do counselling services for Indian students need to be improved?

           Yes
           No
           No opinion

    What changes do you suggest? _____

    _____

    _____

14. Why did you decide to go to university or college?
    (CIRCLE ONE ANSWER CODE NUMBER FOR EACH REASON.)

	Unimportant	Somewhat Important	Very Important
Get a job	1	2	3
Learn more	1	2	3
Self-improvement	1	2	3
Contribute to Indian People	1	2	3
No jobs available	1	2	3
Other_____	1	2	3

15. Who encouraged or discouraged you from attending
    university or college?
    (CIRCLE ONE ANSWER CODE NUMBER FOR EACH TYPE OF PERSON.)

	Discouraged	Encouraged	Had no Influence
Parents	1	2	3
Friends	1	2	3
Band Leaders	1	2	3
Band Education Counsellor	1	2	3
High School Teacher/Counsellor	1	2	3
DIAND Counsellor	1	2	3

16. How important were each of these reasons in choosing the
    university or college?
    (CIRCLE ONE ANSWER CODE NUMBER FOR EACH REASON.)

	Unimportant	Somewhat Important	Very Important
Special program for Indians	1	2	3
Close to home	1	2	3
Friends attending here	1	2	3
Comfortable atmosphere	1	2	3
Offers courses I need	1	2	3
Other _____	1	2	3

17. What can be done to increase the number of Native Indians
    who enroll in post-secondary education?

    _____

    _____

    _____

18. Are on-reserve Band members who have degrees an incentive
    for other people to go to college or university?

    _____

    _____

    _____

19. What services can colleges/universities provide to help Indian students complete their programs?

_____

_____

_____

20. Are some colleges or universities more preferred by Indian students? (IF YES) Why?

_____

_____

_____

21. What were the reasons you dropped out?

_____

_____

_____

22. What could have been done to prevent you from dropping out?

_____

_____

_____

23. Do you plan to return to college (university)?

    Yes
    No
    Uncertain

(IF YES) When? _____

(IF NO) Why not? _____

(IF UNCERTAIN) What would help you decide whether to return?

_____

_____

24. Are you currently employed?

> Yes, full-time
> Yes, part-time
> No, temporary lay-off or strike
> No

25. **(If employed)** Who is your employer?

> School Board
> Private business
> Federal government
> Provincial or Municipal government
> Band
> Other Indian organizations

What is your occupation? _____

Did your training help you get the job? _____

_____

Are you satisfied with the type of job you have? _____

_____

26. **(If unemployed)** What are your possibilities of getting a job?

_____

_____

27. Do you have any other comments regarding the Post-Secondary Education Assistance Program or university (college) education for Indian people?

_____

_____

_____

28. What is the name of the unversity, college, or technical institute you attended?

_____

29. What program were you enrolled in? _____

30. What year of the program were you in? _____

31. Were you a full-time or part-time student?

        Full-time
        Part-time

32. What band do you belong to?

        _____

33. Where is your permanent residence?

        _____

34. In what year were you born?

        _____

35. What is your sex?

        Male
        Female

36. How many dependents do you have?

        0 dependents
        1 dependent
        2 dependents
        3 dependents
        4 or more dependents

37. What is the highest grade of secondary or elementary school you ever attended?

        _____

38. How many years of education have you completed at a university?

        _____

39. How many years of education have you completed other than at a university or high school (college, CEGEP, nursing, trade school, etc.)?

        None
        Less than 1 year
        Number of completed years _____

Did you take upgrading/entrance preparation before enrolling in the college/university program?

        Yes
        No

(IF YES) Where? _____

        What courses? _____

40. What degrees, certificates, diplomas do you have?

        None   1
        Secondary (high school) graduation certificate   2
        Trades certificate or diploma   3
        Other non-university certificate or diploma
          (obtained at community college, CEGEP,
          institute of technology, etc.)   4
        University certificate or diploma below
          bachelor level   5
        Bachelor's degree(s)   6
        University certificate or diploma above
          bachelor level   7
        Master's degree(s)   8
        Degree in medicine, dentistry, veterinary
          medicine, or optometry   9
        Earned doctorate   10

41. How much money did you get from Indian Affairs or your Band for your education each year?

                                        $ Amount

                Tuition $_____

                Books and Supplies $_____

                Living Expenses $_____

                Clothes $_____

                Child Care $_____

                Transportation $_____

                Other_____ $_____

                     TOTAL $_____

When did you get your money?

        Weekly
        Every two weeks
        Every month
        Beginning of each semester
        Beginning of the school year
        It varied

42. Do you spend additional money of your own during the school year?

        Yes
        No

If yes, where do you get this money?

        Parents
        Job
        Scholarship
        Loan

THANK YOU

APPENDIX C

INTERVIEW GUIDES

INTERVIEW GUIDE FOR ADMINISTRATORS IN POST-SECONDARY INSTITUTIONS

I   EDUCATION PROGRAM

1. How did the program develop? When? Who were the driving
    forces? Role of Indian people? Role of DIAND? Role of the
    province?

2. What courses are offered?

3. How is the academic year scheduled? (Obtain a program
    brochure, if available.)

4. Are there courses designed specifically for Indians?

5. How many student weeks are in each year of your program?

II   PROGRAM FUNDING AND SUPPORT

1. What is the level of funding by source since the program
    started? Are there problems with securing adequate funding?

2. What are the tuition fees for this program? How do these
    fees compare with other programs at this institution? Do
    Indian students pay the same fees as other students?

III ADMISSION

1. What are the admission requirements? Are there any special
    admission criteria for Indians?

2. How many students (Indians and others) apply each year and
    how many are admitted? Are there any plans to increase or
    decrease enrollment?

3. Are you getting students who are better suited to vocational
    training, but who apply here because it's easier to get
    funding? (If yes) what should be done about this?

4. Are there particular characteristics of this institution or
    program that make it appealing to Indian students?

5. What are the main obstacles to Indian people enrolling in
    post-secondary education? Which of these obstacles is most
    important, second most important, least important?

IV   UPGRADING

1. Are the Indian students adequately prepared to do the work?
    In what areas do they experience the most problems?

2. Do you provide special tutoring? Entrance preparation?

3. What is the completion and graduation rate of students who
    take upgrading, and of students who do not?

V COMPLETION

1. How many Indians have graduated, by year, from this program? Do you have Indian graduation rates for other programs? Do you have figures on year completions and graduation rates for non-Indians?

2. Have you compiled any statistics or done any program evaluations that we could look at? (Either review carefully or take copies)

3. What efforts have been made to improve the completion rate of Indian students? What are the key factors in obtaining a high completion rate? Are certain types of students more successful than others (e.g., high school graduates, mature, no dependents)?

4. What are the main reasons why Indian students drop out or don't finish a program of studies? At what time of year are students most likely to drop out?

5. Do you followup students after they have left the program? (Both graduates and dropouts) What information do you have on employment status, further education, their position in the community? Are followups done on a regular basis?

6. Is there a process for monitoring student progress?

VI STUDENT FINANCES

1. Do you know any registered Indians who have not enrolled in post-secondary education or who have dropped out because of a lack of money? Were they unable to get DIAND funding, or was the allowance not enough? Please explain their circumstances.

2. Are the DIAND allowances adequate to meet student needs? What expenses aren't covered that should be?

3. Do Indian students supplement their PSEAP allowances with income from other sources? (If yes) do you know what they are?

Working	_____
Band	_____
DIAND	_____
Family	_____
Bank loan	_____
Other	_____

4. Do you think that Indian students should be required to pay a portion of their post-secondary education expenses?

5. Should there be some selection criteria for deciding which students get funding? (If yes) What should it be?

6. Are there certain types of students who have more financial problems than others? (If yes) What should be done to correct this?

7. Are the allowable number of PSEAP student weeks adequate?

8. Have you had any problems with the way the PSEAP is administered? What changes would you like to see in the program?

9. What other programs are used in addition to PSEAP to provide support for students? Does the use of different funding sources cause problems for students?

VII COUNSELLING

1. What counselling services are available for Indian students? Are these adequate?

2. What changes in counselling services would you like to see made?

3. Is there employment counselling for Indian students who are about to drop out or graduate? Are these services adequate? Are additional services needed? Who should provide them?

VIII CONTRIBUTION TO INDIAN PEOPLE

1. Are Indian students encouraged to take training in the areas most needed by the Bands? (If yes) How are they encouraged?

2. Should more effort be made to get students to take certain courses?

3. Does having a college or university degree give students more status in the community? Do you think Indians with degrees act as models to encourage younger people to go to college, university, or technical school?

4. Does attending college/university increase students' pride in Indian culture?

IX IDENTIFICATION

Name _____

Institution _____

Position _____

Mailing Addresss _____

_____

Phone Number _____

INTERVIEW GUIDE FOR COUNSELLORS OF POST-SECONDARY STUDENTS

I   EDUCATION PLANNING

1. The number of Indians in Canada taking post-secondary education has increased during the past five years. Why do you think this is happening?

2. Are some students enrolling in colleges and universities instead of vocational training because its easier to get money? (If yes) What should be done about this?

3. Which colleges/universities are most preferred by Indian students in this province? Why?

4. Are Indian students adequately prepared to do the work?

5. Is entrance preparation available to students if they need it? (If yes) Where? What courses? Is special tutoring available?

6. What are the main obstacles to Indian people enrolling in post-secondary education? Which of these problems is most important, second most important, least important?

7. Do the high schools encourage students to take post-secondary education? How do they do this?

II   COUNSELLING

1. What kinds of counselling services are available for Indian students? Are these adequate?

2. Do you follow-up on students throughout the year to see how they are doing?

3. How could counselling services for Indian post-secondary students be improved?

4. How many students do you see in a year? In a month?

III   STUDENT FINANCES

1. Do you know any registered Indians who have not enrolled in post-secondary education or who have dropped out because of a lack of money? Were they unable to get DIAND funding, or was the allowance not enough? Please explain their circumstances.

2. Do you have students who use up their "allowance weeks" before completing the course? Why does this happen? Should the number of "allowance weeks" be increased?

3. Are the DIAND allowances adequate to meet students' needs? What expenses aren't covered that should be? What changes should be made?

4. What other courses of funding do PSEAP student use?

   Working _____

   Band _____

   DIAND _____ Program _____

   Family _____

   Bank loan _____

5. Do you think that Indian students should be required to pay a portion of their post-secondary education expenses?

6. Is there a problem with Indian students enrolling in an educational program mainly because the other alternatives are less attractive financially, such as UI, social assistance? (If yes) What could be done about this?

7. Should there be some selection criteria for deciding which students get funding? (If yes) What should it be?

8. Are there certain types of students who have more financial problems than others? (If yes) What should be done to correct this?

9. Do you have any problems with the way the PSEAP is set up or administered? Would you recommend any changes in the program guidelines?

IV   PROGRAM COMPLETION

1. Once Indian students are enrolled in a university or college, what are the main obstacles to completing the program?

   What can a college or univeristy do to help Indian students complete their courses?

2. What are the main reasons why Indian students drop out or don't finish a program of studies? At what time of year are students most likely to drop out?

3. What efforts have been made to improve the completion rate of Indian students? What are the key factors in obtaining a high completion rate? Are certain types of students more successful than other (e.g., high school graduates, mature students, no dependents)?

4. Do you follow-up students after they have left the program (both dropouts and graduates)? What information do you have on employment status, further education, their positions in the community? Are follow-ups done on a regular basis?

5. Is there a process for monitoring student progress? Which forms do you use? Are they accurately filled out? Is a form completed on every student? Are there any bands or Tribal Councils for whom you do not have complete and accurate information? What changes would you recommend in the process

for monitoring student progress?

V EMPLOYMENT

1. What employment services are available for Indian students?
    Are these services adequate? Are additional services needed?
    Who should provide them?

2. What kinds of jobs are students most interested in? (Note
    occupation and employer)

3. How do they go about finding a job when they graduate?

4. What proportion return to their home reserve when they have
    finished their training? What proportion want to return?
    What kinds of positions do graduates hold in Indian
    communities, institutions, organizations?

VI CONTRIBUTION TO INDIAN PEOPLE

1. Are Indian students encouraged to take training in the areas
    most needed by the Bands? (If yes) How are they encouraged?

2. Should more effort be made to get students to take certain
    courses?

3. What post-secondary qualifications are needed that bands
    don't already have?

4. Do graduates act as role models in their communities?

5. What effect has increased enrollment at colleges,
    universities, or technical schools had on Bands?

VII PROGRAM STRUCTURE AND ADMINISTRATION

1. What accountability measures are required to permit the
    implementation of the policy of Indian control in the PSEAP
    program?

2. Have bands administering their own post-secondary programs
    departed from current PSEAP policy and guidelines? Why?

3. Have they evolved program design changes or eligibility rules
    which result in greater cost-effectiveness and/or efficiency
    in program delivery?

4. What kinds of problems are created by regional differences in
    interpretation of the guidelines? How might these be
    rectified?

5. Do the activities of the PSEAP duplicate other programs? Are
    there program gaps? What other programs are complementary to
    PSEAP and necessary to its success, e.g., counselling,
    welfare, financial assistance?

6. Is there anything else about the PSEAP that we haven't
    discussed?

VIII   IDENTIFICATION

Name _____

Position _____

Mailing Address _____

_____

Phone Number _____

INTERVIEW GUIDE FOR BAND REPRESENTATIVES

During your visit to the Band, all the questions contained in this guide should be answered. However, not all questions will be relevant to each person you interview so please select the appropriate questions. At the begining of each set of interview notes, put the name and position of the person interviewed. Interview notes do not need to be typed but please review them after the interview to ensure they are legible and to fill in additional information that you did not get written during the interview. This review should be done as soon after the interview as possible.

I Band/Tribal Council Description

1. Name of Band or Bands if a Tribal Council.

2. Location - nearest town, distance, and travel time.

3. Band/Tribal Council population; if possible numbers on- and off-reserve, and breakdown by age.

4. Do Band members attend Indian controlled elementary and secondary schools? (List the schools, grades, and how long they have been in operation.)

5. Does the Band administer its own PSEAP? What other programs does it administer?

II PSEAP (or "E 12")

1. Describe the process for administering the Post-Secondary Education Assistance Program funds at this Band.

    . How are students selected?
    . How is the amount of money per student decided?
    . What student expenses are paid for?
    . How often do students get their money?
    . Are the program guidelines followed re: number of allowable student-months, level of funding?
    . Are students who drop out or fail funded again?
    . Are all students who want to go to college/university funded?

2. How many Band members are currently funded by PSEAP?

3. Are there certain types of students who have more financial problems than others? (If yes) What should be done to correct this?

4. Is there a problem with Indian students enrolling in an educational program mainly because the other alternatives are less attractive financially, such as UI, social assistance? (If yes) What could be done about this?

5. Do you know any registered Indians who have not enrolled in post-secondary education or who have dropped out because of a lack of money? Were they unable to get DIAND funding, or was the allowance not enough? Please explain their circumstances.

6. What problems do you have with the program guidelines and PSEAP policy?

7. What changes would you like to see in the PSEAP policy and guidelines?

III Program Completion

1. Are there certain types of students who are more likely than others to complete a program of studies?

2. What are the main reasons why Indian students drop out? What could be done to reduce the number of drop-outs?

3. How many Band members enroll in university/college programs each year? Of these, how many complete the year? How many graduates have there been each year?

4. What effect does dropping out have on students' attitudes toward themselves? Does this affect their willingness to try further training?

5. What counselling services are available for Indian students attending or planning to attend post-secondary institutions? Are these adequate?

6. How could counselling services for Indian students be improved?

7. Does the Band have any system for keeping in touch with students while they are attending college? Is there a need for this?

IV Employment

1. What employment services are available for Indian students? Are these services adequate? Are additional services needed? Who should provide them?

2. Do you follow up students after they have left college/university (both graduates and drop-outs)? What information do you have on employment status, further education, their position in the community?

3. Does the Band prefer to hire people who have graduated from university/college? Is preference given to people who have partly completed a program of studies?

V Education Planning

1. Do Bands, high schools, or any other Indian groups encourage Indians to take post-secondary education? What specific activities or peole encourage Band members to enroll in university, college, or technical schools?

2. The number of Indians taking post-secondary education has increased dramatically during the past five years. Why do you think this is happening?

3. Which colleges/universities/technical schools are most preferred by people in your Band? Why?

4. Are Indian students adequately prepared for the programs they enter?

5. What upgrading or special tutoring is available to Indian students? Where? What courses? What funding is available? Are there any problems with the way funding for upgrading is structured?

6. What are the main obstacles to Indian people enrolling in post-secondary education?

VI Contribution to Indian People

1. Are Indian students encourged to take training in the areas most needed by the Bands? **(If yes)** How are they encouraged?

2. What post-secondary qualifications are needed that your band doesn't already have?

3. What effect has increased enrollment at colleges, universities, or technical schools had on Bands?

4. Does having an advanced degree give a person more status in the community? Do you think that someone with a degree encourages younger people to go to college, university or technical school?

5. What positions in the Band (both employee and elected) are held by graduates or people with some post-secondary training?

6. Does having a university degree alienate a person from other Indian people.

7. Does attending college/university increase a person's pride in Indian culture?

8. Has the Indian attitude toward higher education changed during the past five years? What are the reasons for the changes?

9.   Do you expect that the number of Indians enrolled in post-secondary education will increase during the next few years? Why?

10. How do Indian graduates from regular programs, programs not specifically designed for Indian people, adapt to working on the reserve? Do they have different attitudes, ways of working, than graduates from special Indian programs?

11. Does post-secondary education take qualified people away from the reserve or do they return?

INTERVIEW GUIDE FOR HIGH SCHOOL STUDENTS

I Education Planning

1. What are you planning to do after you graduate from high school?

2. Are there any particular people who have influenced you in deciding what to do next?

3. Has your Band, high school, or any other Indian group encouraged you to go to college/university/technical school?

4. Have you discussed your education plans with a counsellor?

5. The number of Indians continuing their education after high school has increased dramatically during the past five years. Why do you think this is happening?

6. Which colleges/universities/technical schools do Indian students like the best? Why?

7. What are the things that prevent Indian people from enrolling in college/university/technical schools?

II Conselling

1. What counselling services are available to you?

2. Do you make use of them? Have they helped you decide what to do after graduation?

3. How could counselling services for Indian students be improved?

III Finances

1. How will you pay for your post-secondary education?

2. Do you think that Indian students should be required to pay a portion of their post-secondary education expenses?

3. Should there be some selection criteria for deciding which students get funding? (If yes) What should it be?

4. Will you attend university, college, or technical school if no funds are available from DIAND?

IV Employment

1. What kind of job would you like to have after you finish school or training? (Note occupation and employer)

2. Do you plan to live on your home reserve when you have finished your training? Why?

3. Do you think your training will help you get a job?

V Contribution to Indian People

1. Are Indian students encouraged to take training in the areas most needed by the Bands? **(If yes)** How are they encouraged?

2. Should more effort be made to get students to take certain courses.

3. Does having a college or university degree give someone more status in the community?

4. Does having a university degree separate someone from other Indian people?

INTERVIEW GUIDE FOR DIAND STAFF

I   EDUCATION PLANNING

1. How do Bands, highschools, or other Indian groups encourage Indians to take post-secondary education?

2. The number of Indians in Canada taking post-secondary education has increased during the past five years. Why do you think this is happening?

3. Are some students enrolling under PSEAP because funds are less available for vocational training under the OST program?

4. Which colleges/universities/technical schools are most preferred by Indian students in this province? Why?

5. Are Indian students adequately prepared for the programs they enter?

6. What entrance preparation or special tutoring is available to Indian students? Where? What courses? What funding do you provide? Are there any problems with the way funding for entrance preparation is structured?

7. What are the main obstacles to Indian people enrolling in post-secondary education?

II   COUNSELLING

1. What counselling services are available for Indian students? Are these adequate?

2. How could counselling services for Indian post-secondary students be improved?

III   FINANCES

1. Do you know any registered Indians who have not enrolled in post-secondary education or who have dropped out because of a lack of money? Were they unable to get DIAND funding, or was the allowance not enough? Please explain their circumstances.

2. Are the DIAND allowances adequate to meet students' needs? What expenses aren't covered that should be? Are the allowable student weeks sufficient? What changes should be made?

3. What other sources of funding do PSEAP students use?

Working	_____	
Band	_____	
DIAND	_____	Program _____
Family	_____	
Bank loan	_____	
Other	_____	Specify _____

4. Do you think that Indian students should be required to pay a portion of their post-secondary education expenses?

5. Is there a problem with Indian students enrolling in an educational program mainly because the other alternatives are less attractive financially, such as UI, social assistance? (If yes) What could be done about this?

6. Should there be some selection criteria for deciding which students get funding? (If yes) What should it be?

7. Are there certain types of students who have more financial problems than others? (If yes) What should be done to correct this?

8. Do you have any problems with the way the PSEAP is set up or administered? Would you recommend any changes in the program guidelines?

IV   PROGRAM COMPLETION

1. Once Indian students are enrolled in a university or college, what are the main obstacles to completing the program?

   What can a college or univeristy do to help Indian students complete their courses?

2. What are the main reasons why Indian students drop out or don't finish a program of studies? At what time of year are students most likely to drop out?

3. What efforts have been made to improve the completion rate of Indian students? What are the key factors in obtaining a high completion rate? Are certain types of students more successful than others (e.g., high school graduates, mature, no dependents)?

4. Do you followup students after they have left the program (both graduates and dropouts)? What information do you have on employment status, further education, their position in the community? Are followups done on a regular basis?

5. Is there a process for monitoring student progress? Which forms do you use? Are they accurately filled out? Is a form completed on every student? Are there any bands or Tribal Councils for whom you do not have complete and accurate information? What changes would you recommend in the process for monitoring student progress?

V   EMPLOYMENT

1. What employment services are available for Indian students? Are these services adequate? Are additional services needed? Who should provide them?

VI   CONTRIBUTION TO INDIAN PEOPLE

1. Are Indian students encouraged to take training in the areas most needed by the Bands? (If yes) How are they encouraged?

2. Should more effort be made to get students to take certain courses?

3. What post-secondary qualifications are needed that bands don't already have?

4. Do graduates act as role models in their communities?

5. What effect has increased enrollment at colleges, universities, or technical schools had on Bands?

VII PROGRAM STRUCTURE AND ADMINISTRATION

1. What accountability measures are required to permit the implementation of the policy of Indian control in the PSEAP program?

2. Have bands administering their own post-secondary programs departed from current PSEAP policy and guidelines? Why?

3. Have they evolved program design changes or eligibility rules which result in greater cost-effectiveness and/or efficiency in program delivery?

4. What kinds of problems are created by regional differences in interpretation of the guidelines? How might these be rectified?

5. Do the activities of the PSEAP duplicate other programs? Are there program gaps? What other programs are complementary to PSEAP and necessary to its success, e.g., counselling, welfare, financial assistance? Does the use of different programs cause problems administratively or for the student?

6. Is there anything else about the PSEAP that we haven't discussed?

VIII IDENTIFICATION

Name _____

Position _____

Mailing Address _____

_____

Phone Number _____

APPENDIX D

SUPPLEMENTARY TABLES

CONTENTS

TABLE D.1:   PSEAP 1982-83 EXPENDITURES BY CATEGORIES FOR DIAND REGIONS

	Atlantic	Quebec	Ontario	Manitoba	Saskatchewan	Alberta	British Columbia	Yukon
Service Delivery								
unit cost	-	16,900	-	-	-	-	-	-
units	-	-	-	-	-	-	-	-
($000's)	-	16.9	-	-	.2	-	37.0	-
Other Service Costs								
unit cost	-	-	-	-	-	-	-	-
units	-	-	-	-	-	-	-	-
($000's)	-	-	-	-	25.6	2.8	-	-
Tuition								
unit cost	31.92	16.15	31.71	18.86	77.34	64.83	26.27	25.78
units	10,206	18,342	42,818	15,362	30,826	17,138	28,628	384
($000's)	325.8	296.3	1,357.6	289.8	2,384.2	1,111.1	752.0	9.9
Special Programs								
unit cost	181.37	110.97	52.94	197.06	132.22	39.77	52.10	-
units	1,944	2,187	85	1,530	1,496	2,451	3,877	-
($000's)	352.6	242.7	4.5	301.5	197.8	97.5	202.5	-
Special Tutorial Assistance								
unit cost	28.57	16.67	31.03	31.49	250.00	39.93	20.69	-
units	7	60	58	1,875	2	1,207	29	-
($000's)	0.2	1.0	1.8	59.0	.5	48.2	0.6	

TABLE D.1:   PSEAP 1982-83 EXPENDITURES BY CATEGORIES continued

	Atlantic	Quebec	Ontario	Manitoba	Saskatchewan	Alberta	British Columbia	Yukon
Books and Supplies								
unit cost	156.07	139.36	223.80	218.91	192.08	130.11	180.12	166.67
units	626	653	1,580	497	985	910	976	21
($000;s)	97.7	91.0	353.6	108.8	189.2	118.4	175.8	3.5
Training Allowance								
unit cost	129.04	110.53	140.98	135.43	137.56	142.79	135.44	93.30
units	11,452	19,045	38,127	16,315	25,587	18,250	29,268	388
($000's)	1,477.8	2,105.0	5,375.3	2,209.6	3,519.7	2,605.9	3,964.0	36.2
Regular clothing allowance								
unit cost	-	-	181.81	-	128.57	-	-	10.0
units	-	-	11	-	7	-	-	1
($000's)	-	-	2.0	-	.9	-	-	0.1
Special clothing and equipment allowance								
unit cost	50.00	448.00	273.20	-	165.31	26.82	190.67	-
units	24	25	97	-	49	41	75	-
($000's)	1.2	11.2	26.5	-	8.1	1.1	14.3	-

TABLE D.1:   PSEAP 1982-83 EXPENDITURES BY CATEGORIES continued

	Atlantic	Quebec	Ontario	Manitoba	Saskatchewan	Alberta	British Columbia	Yukon
Special contingency								
unit cost	646.31	505.45	361.59	-	832.20	253.21	305.88	-
units	244	165	315	-	236	265	85	-
($000's)	157.7	83.4	113.9	-	196.4	67.1	26.0	5.0
Special shelter allowance								
unit cost	30.35	29.21	43.11	19.06	62.70	21.15	25.44	100.00
units	8,677	1,688	4,551	16,316	5,794	4,855	10,457	5
($000's)	263.4	49.3	196.2	311.0	363.3	102.7	266.0	.5
Post Graduate incentive allowance								
unit cost	542.85	2,844.44	5,138.46	10,833.33	800.00	750.00	-	-
units	14	18	13	3	2	2	-	-
($000's)	7.6	51.2	66.8	32.5	1.6	1.5	6.6	-
Transportation								
unit cost	223.39	186.01	260.26	326.56	150.92	184.75	221.36	689.47
units	372	586	1,296	487	972	577	866	19
($000's)	83.1	109.0	337.3	162.3	146.7	106.6	191.7	13.1
Total								
unit cost	227.74	148.91	182.63	205.69	217.63	217.63	198.89	169.48
units	12,150	20,529	42,903	16,892	32,322	19,589	28,628	403
($000's)	2,767.1	3,057.0	7,835.5	3,474.5	7,034.2	4,262.9	5,636.5	68.3

FIGURE D.1:   COMPARISON OF AGE STRUCTURE FOR ADULT REGISTERED INDIAN
AND OTHER CANADIAN POPULATIONS

REGISTERED INDIANS   OTHER CANADIANS

| 65+ |
| 60-64 |
| 55-59 |
| 50-54 |
| 45-49 |
| 40-44 |
| 35-39 |
| 30-34 |
| 25-29 |
| 20-24 |
| 15-19 |

20   15   10   5   0   5   10   15   20

Percent of Population
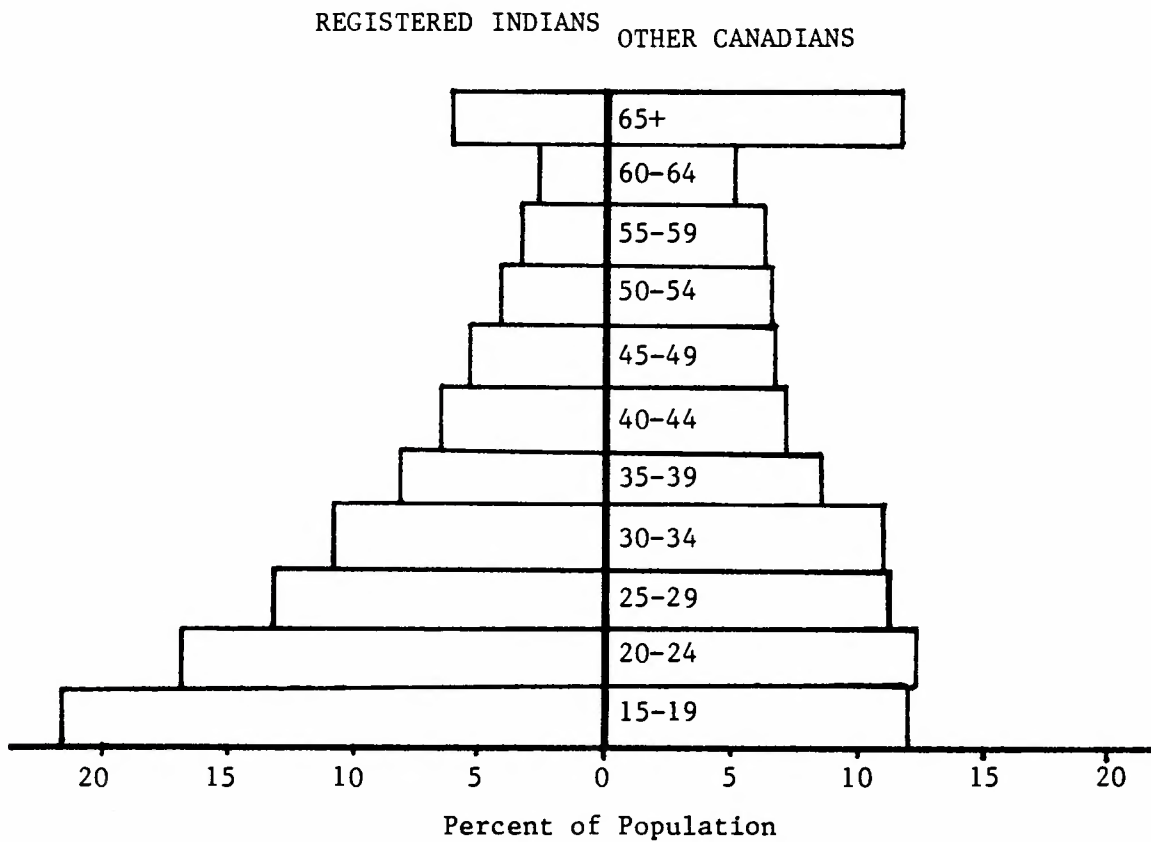
Source: 1981 Census.

TABLE D.2: ATTENDANCE AT POST-SECONDARY EDUCATION INSTITUTIONS
WITHOUT PSEAP, BY NUMBER OF DEPENDENTS

Number of Dependents:	0	1	2	3	4+	Total
Would have attended without PSEAP	39	12	17	10	9	87
Would not have attended without PSEAP	54	27	44	25	25	175
Attendance would have been delayed	79	26	28	15	8	156
Uncertain	40	20	17	8	8	93
Total	212	85	106	58	50	511

TABLE D.3:   PSEAP STUDENT PERFORMANCE

	New/ Not Reported Not Known	Graduated	Completed Year	Partial Completion Readmitted	Partial Completion Supplemental Required	Unsuccessful Not Readmitted	Withdrawal	Total
Atlantic	616	4	5	4	-	3	41	57
Quebec	663	17	57	25	1	2	71	173
Ontario	1,259	165	561	155	37	69	367	1,354
Manitoba	74	-	-	-	-	-	-	-
Saskatchewan	573	2	6	4	1	1	12	26
Alberta	643	14	142	69	15	16	142	398
British Columbia	430	19	22	4	1	1	21	68
Yukon NWT	3	-	-	1	-	-	-	1
TOTAL (Percentages)	4,261	221 (10.6)	793 (38.3)	262 (12.6)	55 (2.6)	92 (4.4)	654 (31.5)	2,077 (100.0)

Source: CEIS Progress Reports, 1983

TABLE   D.4:   HIGHEST UNIVERSITY EDUCATIONAL ATTAINMENT FOR REGISTERED INDIAN POPULATION
AND OTHER CANADIANS 15 YEARS AND OVER BY REGION, IN PERCENTAGES

Region	Some University But No Degree	With Bachelors or First Professional Degree	Above Bachelors	Total With Some University
British Columbia				
Indian				
Female	4.7	0.7	0.0	5.4
Male	3.5	0.8	0.0	4.3
On Reserve	2.5	0.2	0.0	2.7
Off Reserve	5.8	1.2	0.1	7.1
Total	4.2	0.7	0.1	5.0
Other Ethnic Groups				
Total	10.5	5.8	2.5	18.8
Alberta				
Indian				
Female	4.5	1.1	0.0	5.6
Male	4.5	0.8	0.0	5.3
On Reserve	3.3	0.5	0.0	3.8
Off Reseve	6.6	1.9	0.0	8.5
Total	4.5	1.0	0.0	5.5
Other Ethnic Groups				
Total	8.8	7.2	2.4	18.4
Saskatchewan				
Indian				
Female	6.1	0.6	0.2	6.9
Male	4.9	0.8	0.0	5.7
On Reserve	4.2	0.6	0.0	4.8
Off Reserve	8.5	1.0	0.0	9.5
Total	5.6	0.7	0.1	6.4
Other Ethnic Groups				
Total	9.3	4.9	1.4	15.6
Manitoba				
Indian				
Female	4.6	1.2	0.3	6.1
Male	4.1	0.5	0.0	4.6
On Reserve	3.1	0.7	0.0	3.8
Off Reserve	7.1	1.3	0.4	8.8
Total	4.4	0.9	0.2	5.5
Other Ethnic Groups				
Total	8.7	5.3	2.3	16.3

TABLE D.4: HIGHEST UNIVERSITY EDUCATIONAL ATTAINMENT FOR REGISTERED INDIAN POPULATION AND
OTHER CANADIANS 15 YEARS AND OVER continued

Region	Some University But No Degree	With Bachelors or First Professional Degree	Above Bachelors	Total With Some University
Ontario				
Indian				
Female	4.7	1.3	0.4	6.4
Male	4.0	1.2	0.4	5.6
On Reserve	2.9	0.5	0.2	3.6
Off Reserve	6.2	2.1	0.6	8.9
Total	4.4	1.2	0.4	6.0
Other Ethnic Groups				
Total	7.9	6.2	2.8	16.9
Quebec				
Indian				
Female	3.5	1.7	0.4	5.6
Male	4.1	2.0	0.6	6.7
On Reserve	3.4	1.5	0.6	5.5
Off Reserve	4.8	2.5	0.5	7.8
Total	3.8	1.8	0.6	6.2
Other Ethnic Groups				
Total	6.4	4.8	2.3	13.5
Atlantic	Statistics Canada confidentialty rounding may produce some inaccuracy in this region's results			
Indian				
Female	8.3	0.9	0.0	9.2
Male	6.8	0.0	0.0	6.8
On Reserve	6.5	0.0	0.0	6.5
Off Reserve	9.2	0.0	0.0	9.2
Total	7.4	1.0	0.0	8.4
Other Ethnic Groups				
Total	7.7	4.5	1.8	14.0

Source: Statistics Canada, 1981 Census

TABLE D.5: FREQUENCY DISTRIBUTION FOR SUGGESTIONS MADE BY STUDENTS TO INCREASE POST-SECONDARY ENROLLMENT, BY REGION

Suggestion	British Columbia No.	%	Alberta No.	%	Saskatchewan No.	%	Manitoba No.	%	Ontario No.	%	Quebec No.	%	Atlantic No.	%	Total Number of Responses
Increase Promotion of PSEAP	19	36	26	40	21	28	19	38	39	30	9	35	14	22	148
Increase Non-Monetary Support	14	28	17	26	18	24	11	22	38	28	7	27	11	18	116
Improve Grade School Education	10	21	7	11	21	28	8	16	39	29	5	19	20	32	111
Increase Funding	9	17	7	11	8	11	5	10	8	6	2	8	8	13	47
More Native Programs	8	15	5	8	7	9	1	2	12	9	–	–	3	5	36
Post-Secondary Education Available Nearer Home	6	11	6	9	5	7	8	16	9	7		–	2	3	36
Improve Indian Self-Confidence for Post-Secondary Success	4	8	5	8	5	7	5	10	8	6	3	12	4	6	34
Nothing	1	2	1	2	0	–	0	–	3	2	1	4	1	2	7
Other (incl. Fund All Natives)	17	21	18	28	21	28	9	18	40	28	6	23	28	43	139
Total No. of Respondents		53		65		76		50		134		26		63	467

Note: A student may have made more than one suggestion.

TABLE D.6:   FREQUENCY DISTRIBUTION FOR UPGRADING/ENTRANCE
             PREPARATION COURSES, BY REGION

Region	Yes		No	
	No.	% of Region	No.	% of Region
British Columbia	11	22%	40	78%
Alberta	35	41%	50	59%
Saskatchewan	28	35%	53	65%
Manitoba	8	15%	44	85%
Ontario	35	25%	108	76%
Quebec	6	19%	25	81%
Atlantic	18	25%	54	75%
Total	**141**	**27%**	**374**	**73%**

TABLE D.7:   STUDENTS SUGGESTIONS FOR IMPROVING COUNSELLING SERVICES, BY REGION

	British Columbia		Alberta		Sask.		Manitoba		Ontario		Quebec		Atlantic		Total No. of Responses
	No.	%[1]	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	
More Individual Care, Assistance and Support	13	27	23	58	28	48	13	32	48	45	6	32	13	29	144
Improve Skills & Knowledge of Counsellors	16	33	10	25	22	37	23	56	25	23	6	32	23	51	125
More Indian Counsellors	12	25	4	10	16	27	5	12	36	34	5	26	6	13	84
More Career and Financial Counselling	7	14	6	15	10	17	10	24	19	18	2	11	6	13	60
Counsel on Urban Differences	7	14	5	13	1	2	1	2	11	10	0	—	4	9	29
More Coordination Between Band and Institute	5	10	1	3	0	—	1	2	3	3		—		—	10
Other	8	16	3	8	5	9	7	17	13	12	3	16	5	11	44
Services Adequate	1	2	1	3	0	—	3	5	1	1	0	—	0	—	6
Total No. of Respondents	50		40		60		41		107		19		45		362

[1] This is percentage of region respondents

TABLE D.8:   LABOUR FORCE STATUS OF REGISTERED INDIANS AND OTHER CANADIANS 20-24
             YEARS OF AGE* (1980)

	No Post-Secondary		With Post-Secondary	
	Indian	Other	Indian	Other
% Employed earning more than $15,000	5.1%	13.7%	17.1%	20.4%
% Employed earning $15,000 or less	36.9%	61.4%	63.0%	66.6%
% Unemployed During all of 1980	11.9%	9.4%	6.8%	6.7%
% Not in the Labour Force	46.1%	15.5%	13.1%	6.3%
Total	**100.0%**	**100.0%**	**100.0%**	**100.0%**

* Excludes people attending school full-time.

  Post-secondary education is defined as at least one year of university
  or more than one year of other post-secondary education.

Source: Statistics Canada, 1981 Census

TABLE D.9:   LABOUR FORCE STATUS OF REGISTERED INDIANS AND OTHER CANADIANS 25-29
             YEARS OF AGE* (1980)

	No Post-Secondary		With Post-Secondary	
	Indian	Other	Indian	Other
% Employed earning more than $15,000	11.2%	27.7%	28.3%	48.5%
% Employed earning $15,000 or less	36.5%	44.1%	50.3%	38.2%
% Unemployed During all of 1980	9.8%	6.5%	7.8%	4.1%
% Not in the Labour Force	42.5%	21.7%	13.6%	9.2%
Total	**100.0%**	**100.0%**	**100.0%**	**100.0%**

* Excludes people attending school full-time.

  Post-secondary education is defined as at least one year of university
  or more than one year of other post-secondary education.

Source: Statistics Canada, 1981 Census

TABLE D.10: EMPLOYMENT STATUS OF GRADUATES AND DROPOUTS WHO WERE ENROLLED IN SPECIAL NATIVE PROGRAMS

	Graduates		Dropouts		Total Sample	
	On Reserve	Off Reserve	On Reserve	Off Reserve	On Reserve	Off Reserve
Employed Full-Time	17	19	8	6	25	25
Employed Part-Time	0	0	1	3	1	3
Temporarily Unemployed	0	0	2	2	2	2
Unemployed	4	2	8	9	12	11
Total	21	21	19	20	40	41

TABLE D.11: EMPLOYMENT STATUS OF GRADUATES AND DROPOUTS WHO WERE ENROLLED IN REGULAR PROGRAMS

	Graduates		Dropouts		Total Sample	
	On Reserve	Off Reserve	On Reserve	Off Reserve	On Reserve	Off Reserve
Employed Full-Time	14	13	8	8	27	21
Employed Part-Time	1	4	0	0	1	4
Temporarily Unemployed	1	0	0	1	1	1
Unemployed	6	6	15	9	21	15
Total	22	23	23	18	45	41