

The Educational Progress of Canadian
Indians, 1972-1992

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**THE EDUCATIONAL PROGRESS
OF
CANADIAN INDIANS
1972-1992**

FINAL VERSION

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EXECUTIVE SUMMARY

- The socio-economic conditions and cultural background of Indian communities which give Indian education its unique character and quality, also reveal major differences with Canadian mainstream education and some serious problems for the Indian minority in relating to mainstream education systems.
- Relatively high levels of unemployment, social dysfunction, ill-health and illiteracy in Indian communities are factors which impede the educational achievement of young Indian people. Also, many Indian students suffer stress when they have to board away from home to go to high school where they find themselves frequently isolated in classes with a majority of non-Indian students.
- On the positive side, First Nations schools help to reinforce Indian pride and identity among students. First Nations school programs are characterized by the greater use of community resources including the participation of Indian elders and others in the teaching of aboriginal languages, customs, values, culture and traditional skills.
- During the period of 1972 to 1992, the Indian leadership, at the local, regional and national levels, pursued vigorously the policy of *Indian Control of Indian Education* and implemented the process of developing Indian education autonomy through First Nations schools and education authorities.
- Indian administering organizations now manage approximately 75 percent of the total Elementary and Secondary Education budget of the Department of Indian Affairs and Northern Development (DIAND) and 87 percent of DIAND's post-secondary education (PSE) budget.
- The number of schools operated by First Nations increased from 133 in 1980-1981 to 353 in 1992-1993.
- The enrolment in First Nations schools rose from 10 percent of on-reserve students in 1980-1981 to 49 percent in 1992-1993.
- In 1992-1993, the most recent year for which figures are available, the total elementary and secondary school enrolment funded by DIAND was 100,890 (Tables 1 & 2). Of this number, 49,426 (or 49%) were in First Nations schools, 5,096 (or 5%) in federal schools and 46,368 (or 46%) in provincial schools (includes some students in private schools) (Table 3). The total enrolment has substantially increased from 71,857 in 1975-1976.

- Statistics on retention rates of on-reserve students are based on the change in numbers per grade over time, not from tracking the progress of individual students through the grades. Using this measure, Indian student retention through to grade 12 increased from 16.2 percent in 1972-1973 to 62.6 percent in 1992-1993 (Table 4).
- At the post-secondary level, in 1992-1993, 21,566 status Indian and Inuit students received support from DIAND for tuition, travel and living costs. In 1970-1971, only 432 students had received DIAND funding (Table 5).
- In 1976-1977, DIAND's PSE expenditure was about \$8 million. For 1992-1993, the PSE expenditure was approximately \$202 million (Table 6).
- In *University Education and Economic Well-Being: Indian Achievement and Prospects* (1990), Armstrong, Kennedy and Oberle confirm that, as of the 1986 Census of Canada, statistical data support the economic value of a university education for registered Indians as much as for non-Indians:
 - The employment rate for registered Indians with less than a high school education is about 23 percent; the rate for registered Indian university graduates is about 77 percent. Comparable figures for non-Indians are about 44 percent and 82 percent respectively.
 - Even with the extremely rapid growth in Indian and Inuit PSE enrolments, Indian and Inuit people remain behind other Canadians in terms of PSE participation and success and income levels of graduates.
 - About 23 percent of Indians with a high school diploma report some university education, compared to about 33 percent of non-Indian high school graduates.
 - Non-Indian high school graduates are 3.6 times more likely to complete university programs than Indian high school graduates.
 - Median income levels of Indians are consistently about two thirds of those for non-Indians of equivalent educational attainment.

INTRODUCTION

- The intent of DIAND's **THE EDUCATIONAL PROGRESS OF CANADIAN INDIANS 1972-1992** is to present background information on the educational progress of Indian students enrolled in programs in elementary and secondary schools and in post-secondary education institutions in the period 1972 to 1992.
- The scope of this paper is limited to DIAND's direct support of the elementary and secondary education of status Indians in the provinces who live on reserve and post-secondary education for status Indians in the provinces and the Yukon who live either on reserve or off reserve. (Status Indians are Indians who are registered, or entitled to be registered under the *Indian Act*.)
- These are the population groups to which DIAND provides direct financial support for education services and student support services and for which the department has educational data. In general, DIAND does not provide direct financial support nor does it maintain data on the elementary and secondary education of status Indians who live off reserve, of the Inuit and other Aboriginal students residing within the Provinces and the Territories. The Government of Canada makes payments to the Governments of the Yukon and the Northwest Territories. The Governments of the Yukon and the Northwest Territories are responsible for the education of all their residents, including their Aboriginal peoples.
- The paper first refers to a range of situations and conditions which make up the Indian education environment and against which Indian educational progress has to be understood. Next, there is a chronology of initiatives in Indian education followed by highlights of Indian education during the period 1972 to 1992. This overview of the progress of Indian education is followed by a description of current DIAND funded educational programs and services available to Indian communities, including resourcing levels. The final section of the paper presents statistical data related to the progress of the Indian education program.
- The information and the data on Indian elementary, secondary and post-secondary education (PSE) which are presented in this paper should be viewed in the context of the evolution toward Indian educational autonomy since the publication of *Indian Control of Indian Education*. The year 1972 marked the beginning of a major initiative by Indian leaders nationally to develop First Nations management and control of education. In that year, the National Indian Brotherhood (N.I.B.) introduced its policy paper *Indian Control of Indian Education*.

THE INDIAN EDUCATIONAL ENVIRONMENT

- The educational progress of Indians should be considered in the context of a range of practical realities which shape the educational environment of Indian communities. The following paragraphs comment on the social, cultural and inter-cultural factors which comprise these realities.
- Each band has its own particular identity. The band community functions through its customs, values, culture and language, some of which may be unique while others may be shared with other Indian communities or other Canadians. As the self-esteem of young people is reinforced by having a strong identity as an Indian, it follows that Indian education programs, to be effective, must be built around this need.
- The fact that Indians are a minority group in Canadian education creates unique needs for education programs offered to Indian communities. While band-operated schools on reserve are able to address Indian customs, values, culture and languages in the curriculum, they must also be cognizant of provincial school academic standards so that students can move between on-reserve and provincial schools without academic penalty.
- Where sufficient numbers of Indian students are enrolled in provincial schools, special programs can be arranged for them. If only a few Indian students are enrolled in a school, however, special programs are less easy to put in place.
- Often, a major stress for Indian students occurs when they must leave home to continue schooling. Usually this happens at the time of enrolling in secondary school. Thus, students have the double burden of adjusting to a new school program and a boarding situation which usually places the students in a totally different environment from that of their reserve communities.
- Chronic unemployment, poverty and social dysfunction have a direct impact on education. Severe social and economic conditions give rise to health problems which directly affect a student's ability to learn and respond positively to education programs.

- The level of on-reserve literacy is much lower than for other Canadians. The 1986 Census of Canada indicates that 45% of registered Indians living on reserve have less than a grade 9 education compared with 17% for the non-registered Indian population. The 1991 Census of Canada indicates that 37% of registered Indians living on reserve have less than a grade 9 education compared with 14% for all Canadians. In 1990, the Saskatchewan Indian Institute of Technologies (SIIT) published the *Aboriginal Literacy Action Plan*. This aboriginal-led initiative represented an extensive consensus around actions that would enable First Nations communities to tackle literacy in ways that respond to their unique circumstances.
- In an Indian community, the mother tongue may be an Aboriginal language, not English or French. In these communities, children enrolling in the junior grades will have some command of English or French, (if only from viewing television), but fluency in either official language can be weak. Kindergarten enrolment does help to improve fluency but students in these communities have extra-special needs throughout the elementary school grades in developing language skills to attain proficiency in either English or French.
- The positive outcome of a community's use of an Aboriginal language is that the school program can be enriched through Aboriginal language instruction and cultural adaptation of different areas of the curriculum.
- At the post-secondary education (PSE) level, Indian communities are often frustrated at the inability of their people to access university and community college training programs. The main reasons are the frequent scarcity of institutions close to their communities, the frequent scarcity of training places at local institutions and the student's lack of course entrance qualifications. To overcome this problem, several communities offer on-reserve college outreach programs delivered by a First Nation PSE institution in co-operation with community colleges and universities.

CHRONOLOGY OF INITIATIVES IN INDIAN EDUCATION 1972 TO 1992

- 1972 The National Indian Brotherhood publishes *Indian Control of Indian Education*.
- 1973 The Minister of DIAND accepts the two basic principles (i) local Indian control of education and (ii) parental responsibility contained in *Indian Control of Indian Education*.
- The Confederation of Indians of Quebec establishes Manitou Community College.
- 1975 The *James Bay and Northern Quebec Agreement* establishes the Cree School Board and Kativik School Board.
- 1976 The Saskatchewan Indian Federated College, University of Regina, is established.
- 1977 DIAND establishes a formal post-secondary student support program, the Post-Secondary Education Assistance Program.
- 1978 The *Northeastern Quebec Agreement* is signed; the Naskapi School Committee is established.
- 1982 DIAND produces Indian Education Paper, Phase 1.
- 1983 DIAND establishes student support under the University and College Entrance Preparation Program.
- 1984 The Assembly of First Nations undertakes a national review of First Nations Education.
- 1985 The Declaration of Political Intent is signed by Canada, the Ontario Government and leaders of Ontario's First Nations.
- 1986 The *Sechelt Indian Band Self-Government Act* enables federal program funding, including education funding, to support programs under the authority of the Sechelt Band.

- 1987 The Minister of DIAND announces controlled annual increases to the Post-Secondary Education (PSE) budget.
- DIAND initiates a consultation process with Indian leadership on the review of the department's PSE policy.
- 1988 The Assembly of First Nations publishes a four-volume National Review of First Nations Education, *Tradition and Education: Towards a Vision of Our Future*.
- DIAND establishes the Indian Studies Support Program.
- 1989 DIAND replaces the Post-Secondary Education Assistance Program with the Post-Secondary Student Support Program.
- DIAND institutes a bilateral process for a joint Indian-DIAND review of the PSE policy.
- 1990 Indian organizations publish a technical report on PSE policy.
- The Assembly of Manitoba Chiefs and DIAND sign a five-year Education Framework Agreement.
- The Minister of DIAND appoints a Treaty Commissioner to investigate Indian land entitlement and education in Saskatchewan.
- 1991 The Prime Minister announces a \$320 million increase to the PSE budget for the five-year period between 1991 and 1996.
- 1992 The Thirteen Elected Chiefs of Nova Scotia and DIAND sign a two-year Framework Agreement on Mi'kmaq Education in Nova Scotia and create the *Mi'kmaq Education Authority*.
- 1993 The Union of Ontario Indians and DIAND sign a five-year *Memorandum of Understanding* to create a central structure to further Indian education policy and First Nations jurisdiction over education.

HIGHLIGHTS OF INDIAN EDUCATION DEVELOPMENT

1.1 INDIAN CONTROL OF INDIAN EDUCATION

- Significant events in Indian education which immediately preceded the National Indian Brotherhood's policy paper, *Indian Control of Indian Education*, were the 1969 White Paper, the transfer of the Blue Quills Indian Residential School in Alberta to Indian control, and the establishment of the Native Cultural/Educational Centres Program.
- In 1969, a federal government White Paper proposed the elimination of all constitutional and legislative bases of discrimination against Indian people and advocated that all education services be provided by provincial agencies. This policy proposal, which was rejected by Indian communities and, eventually, retracted by the government, provoked the Indian leadership to develop a formal position on the education of Indian people.
- In 1971, the Saddle Lake/Athabasca bands established the first Indian-managed educational institution to offer elementary, secondary and post-secondary programs, at the former Blue Quills Indian residential school in Alberta.
- In the same year, the federal government, in response to demands spearheaded by the Indian Association of Alberta, initiated financial support for a national Native Cultural/Educational Centres Program to enable Indian and Inuit communities to develop educational programs based on Indian or Inuit language, culture and heritage.
- In 1972, the National Indian Brotherhood presented its policy paper *Indian Control of Indian Education* to the Minister of DIAND. Local control and parental responsibility of Indian education formed the two basic principles of the policy.
- DIAND accepted these two basic principles in 1973 and, henceforth, became increasingly committed to a policy of devolution of responsibilities to Indian people for the management of their own affairs as well as to the idea of more active Indian participation in the structuring of an Indian education system.
- Until the 1980s, uncertainties and a lack of clarity on the part of the bands and DIAND as to the meaning and implications of Indian control of education, slowed the momentum of the takeover of programs and services by First Nations, particularly at the elementary/secondary school level.

1.2 INDIAN EDUCATION POLICY DEVELOPMENT

- In 1982, DIAND conducted a review of the Elementary and Secondary Education Program. This review, entitled *Indian Education Paper, Phase 1*, identified the strengths and deficiencies of the program and recommended that a further review be undertaken.
- The Assembly of First Nations (AFN) decided to undertake all ensuing research and development in the field of Indian education.
- Subsequently, in 1984, the AFN undertook its National Review of First Nations Education and published in 1988, *Tradition and Education: Towards a Vision of our Future*. Funded by DIAND in the amount of \$6 million, the National Review of First Nations Education addresses the Indian leadership's original education position, expressed in *Indian Control of Indian Education*, and options for the future direction of First Nations education in Canada.
- The Minister of DIAND accepted the AFN's National Review of First Nations Education as the basis on which major education reforms could be accomplished and as a foundation for achieving consensus on the key objectives for Indian education.
- The Minister proposed a joint DIAND/AFN approach with the objective to research specific issues, to improve the quality of education, to undertake broad consultations with all of the stakeholders in First Nations education, and to develop a consensus around concrete proposals for change.
- Since 1988, DIAND has provided approximately \$3 million to the AFN to consult with First Nations on the implementation of the recommendations of the AFN's National Review of First Nations Education. Also, DIAND regions support studies by First Nations, related to Indian control of education and to the implementation of the recommendations of the AFN's National Review of First Nations Education.
- In 1990, the Assembly of Manitoba Chiefs (AMC) and DIAND signed a five-year Education Framework Agreement at a projected cost of \$2.2 million. The agreement enables the AMC to consult with the Indian communities in Manitoba, and to conduct research and development on Indian education in Manitoba around the major themes identified in the AFN's National Review of First Nations Education. The AMC is, currently, negotiating with DIAND the transfer to Indian control of the total DIAND regional education budget for Manitoba by April 1, 1995.

- In 1990, the Minister of DIAND appointed the Treaty Commissioner for Saskatchewan to investigate Indian land entitlement and education in Saskatchewan.
- In 1991, DIAND commissioned Dean Jim MacPherson of the Osgoode Hall Law School, an expert on constitutional law, to provide a paper on the issues around Indian jurisdiction in education. The paper was distributed widely among First Nations organizations.
- In 1992, a two-year Framework Agreement on Mi'kmaq Education in Nova Scotia was signed between the Thirteen Elected Chiefs of Nova Scotia and DIAND. The two-year agreement, at a projected cost of \$440,000, serves to research several broad issues in Indian education including the major themes identified in the AFN's National Review of First Nations Education, and to establish the Mi'kmaq Education Authority (MEA) for the delivery of Mi'kmaq education in Nova Scotia. MEA is, currently, negotiating with DIAND the transfer of the total DIAND regional education budget for Nova Scotia by April 1, 1994.
- In 1993, the Union of Ontario Indians and DIAND signed a five-year Memorandum of Understanding at a projected cost of \$1.4 million to create a central structure to further First Nations education policy and First Nations jurisdiction over education.

1.3 INITIATIVES IN POST-SECONDARY EDUCATION (PSE)

- Indian people consistently have given a high priority to ensuring financial support for PSE students. Also, Indian organizations have been most active in developing and delivering special PSE programs to meet Indian needs and in establishing Indian PSE institutions.
- (a) PSE Student Support**
- The number of PSE students receiving financial support from DIAND has increased dramatically over the last twenty years; 432 students were supported in 1970-1971, 4,455 in 1980-1981 and 21,566 in 1992.
 - In 1977, DIAND established a formal PSE student support program, referred to as *Program Circular E12, Post-Secondary Education Assistance Program, Policy and Administrative Guidelines*, which was developed in consultation with Indian students and organizations. With some modifications in rates to meet cost of living increases, the E12 guidelines governed DIAND's support to eligible status Indians and Inuit enrolled in PSE programs from 1977 to 1989.

- In 1983, DIAND extended PSE support to eligible students enrolled in University and College Entrance Preparation (UCEP) programs in Canadian PSE institutions, in order to expand the education opportunities of people who had not completed their secondary schooling but wished to pursue PSE studies.
- In 1987, concerns about the unpredictable, rapid growth of PSE expenditures and the apparently low graduation rates prompted DIAND to: (i) introduce a controlled annual PSE budget to replace the demand-driven approach to financing PSE; (ii) revise parts of the E12 guidelines; and (iii) undertake a formal policy review of PSE.
- As a result of the control on the budget, a number of applications for funding were deferred for one year and the applicants were placed on a waiting list. Eight hundred and ninety-nine applicants were reported deferred in 1987-1988 and 243 in 1988-1989.
- Between 1987 and 1989, DIAND engaged in consultations with bands and Indian organizations to revise the Post-Secondary Education Assistance Program (the E-12 guidelines) so as to support the maximum number of students within the annual PSE budget.
- In 1989, DIAND replaced the E12 guidelines with the Post-Secondary Student Support Program (PSSSP).
- The new policy met with opposition and nation-wide demonstrations by Indian students and organizations who estimated that it would reduce funding to eligible students and, in the long term, would limit the total number of students assisted.
- In June 1989, in response to the reactions to the PSSSP, the Minister of DIAND instituted a bilateral consultation process, involving Indian organizations and DIAND, to examine contentious issues in the new policy and recommend resolutions to the problems. As a result of bilateral meetings, the PSE policy was further amended in September 1989.
- In 1990, the bilateral consultation process continued to review PSE policy, and officials of Indian organizations produced a technical report which was distributed to all Chiefs and Councils to assist PSE policy negotiations.
- In April 1991, the Prime Minister announced that an additional \$320 million would be allocated to DIAND for PSE over the next five years for total estimated expenditures between 1991 and 1996 of \$1.1 billion.

(b) Special PSE Programs and Indian PSE Institutions

- In the 1970s, the anticipation of Indian control of education focused attention on the professional training of Indians, particularly teacher education. With DIAND's financial support, some universities and colleges in Quebec and in the western provinces took the lead in setting up special programs in Indian teacher education and the training of Indian teacher-aides. Later, the scope of special programs included the education of Indian social workers, health workers, journalists and lawyers.
- In 1973, Quebec Indian leaders established Manitou Community College at LaMacaza, in affiliation with two Montreal CEGEPs (Collège d'enseignement général et professionnel). Though now closed, Manitou Community College, in its time, was the first provincially-recognized, Indian-run PSE institution to develop and deliver accredited programs for Indian and Inuit PSE students.
- In 1976, the Indian leadership in Saskatchewan founded the Saskatchewan Indian Federated College (SIFC). Affiliated with the University of Regina, SIFC became the first degree-granting Indian-governed university-college in Canada. SIFC receives annual financial contributions from the Government of Saskatchewan and DIAND.
- Also since the 1970s, other Indian communities, in collaboration with provincial universities and colleges, have established local, tribal and regional PSE institutions offering programs to meet the particular needs of their communities.
- In 1988, DIAND established the Indian Studies Support Program (ISSP) which formalized financial support to the SIFC as well as to Indian and non-Indian provincial PSE institutions for the development and delivery of special programs to PSE Indian students.

1.4 INDIAN MANAGEMENT OF EDUCATION

- Indian administering organizations manage approximately 75 percent of DIAND's total Elementary and Secondary Education budget. Total expenditures for instructional and student support services under Elementary and Secondary Education in 1992-1993 were approximately \$706 million.
- The number of band-operated schools increased from 133 in 1980-1981 to 353 in 1992-1993. Enrolment in band-operated schools rose from 10 percent of on-reserve students in 1980-1981 to 49 percent in 1992-1993.

- In 1972, DIAND commenced funding arrangements with individual bands for the provision of PSE support. By 1992-1993, Indian administering organizations were managing approximately 87 percent of DIAND's PSE budget. Total PSE expenditures in 1992-1993 were approximately \$202 million.
- Specific situations where education programs are totally devolved to Indian and Inuit management are in northern Quebec and at Sechelt, British Columbia. The *James Bay and Northern Quebec Agreement* (1975) created the Cree School Board and the Kativik School Board, each a special School Board of the Province of Quebec. The *Sechelt Indian Band Self-Government Act* (1986) enables the federal government to support programs, including education, under the authority of the Sechelt Band.

CURRENT DIAND FUNDED EDUCATION PROGRAMS AND SERVICES

1.1 ELEMENTARY-SECONDARY EDUCATION

- DIAND primarily funds elementary and secondary instructional services, educational support services and student support services for on-reserve registered Indians in each province from kindergarten through to secondary graduation, including special education services for students with disabilities. DIAND also provides funds for school construction and the operation and maintenance of schools. DIAND funds elementary and secondary education mainly through tuition, student support services and capital agreements with First Nations and provincial education authorities. DIAND also operates a small number of federal elementary and secondary schools on reserves.
- Through the *James Bay and Northern Quebec Agreement*, DIAND provides to the Province of Quebec the federal share of the education costs for the Cree School Board (75 percent) and the Kativik School Board (25 percent). Through the *Northeastern Quebec Agreement*, DIAND supports the Naskapi School Committee and provides to the Province of Quebec the federal share (75 percent) for the education of the Naskapi students under the Eastern Quebec School Board.
- Elementary and secondary education programs and services for the Inuit and Innu of Labrador are provided by the Government of Newfoundland and Labrador. Through funding agreements between the Government of Canada and the Government of Newfoundland and Labrador, DIAND provides funds for enhancing programs and services, particularly related to Aboriginal languages and cultures for the Inuit and Innu students of Labrador at the elementary and secondary levels.
- Elementary and secondary education programs and services for the Aboriginal peoples of the Yukon and the Northwest Territories are provided by the respective territorial government. The Government of Canada makes payments to the Governments of the Yukon and the Northwest Territories.
- Sections 114 to 122 of the *Indian Act* sets out the Minister's authority to arrange for the education of Indian children, as qualified by subsection 4(3) which limits the authority to children ordinarily resident on reserve.
- The *Sechelt Indian Band Self-Government Act* enables federal program funding, including education funding, to support programs under the authority of the Sechelt Band.

- The Memorandum of Understanding between the Minister and the Treasury Board with respect to *Increased Ministerial Authority and Accountability (IMAA)* also enables DIAND to provide education services which may not be covered by the above statutes. For example, these would include kindergarten services, special education services, Aboriginal languages instruction and PSE.
- DIAND's overall objective for its support of Elementary and Secondary Education is to ensure that eligible Indians and Inuit have access to a quality and range of elementary and secondary education that is relevant to the social, economic and cultural needs and conditions of the individuals, bands and communities being served.
- DIAND's support of Elementary and Secondary Education covers the full range of education services from kindergarten to completion of secondary schooling, including services to students with special needs. This support includes instructional services, regular tuition, Aboriginal languages instruction, cultural enrichment of the curricula, counselling, daily transportation, student accommodation and allowances.
- Of special interest at the elementary and secondary school levels is the extent to which Indian students receive Aboriginal languages instruction. In 1992-1993, 66 percent of the total number of Indian students supported by DIAND in band, provincial and federal schools received some form of Aboriginal language instruction.
- The following paragraphs describe the main components of Elementary and Secondary Education supported by DIAND:
 - (a) **Band-operated Schools**
 - Band councils or local Indian education authorities may opt to administer all or parts of their education programs. These First Nations school programs are characterized by the greater use of community resources in the delivery of programs, including the participation of Indian elders and the teaching of traditional skills.
 - In 1992-1993, a total of 353 band-operated schools accounted for 49 percent of the total elementary and secondary school enrolment supported by DIAND.
 - Most band-operated schools offer provincial-type programs, enriched with culturally-relevant courses designed to meet the specific needs of Indian students.

- First Nations education authorities hire the professional and paraprofessional education staff and administrative personnel, determine the quality and appropriateness of the education program, run the school operation and are accountable to the community. DIAND requires that band councils maintain education standards that will ensure that students who move to a provincial system may do so without academic disadvantage.
- DIAND's funding to band-operated schools for instructional services is calculated according to a formula. The formula is essentially a per pupil amount times the number of pupils enrolled with an additional amount provided for school administration. The formula is sensitive to different factors such as geographic location, language, school size, curricula and number of grades.
- DIAND's funding of band schools is provided through Comprehensive Funding Arrangements (CFA) or Alternative Funding Arrangements (AFA). The First Nations education authority essentially agrees to provide its students with access to education under minimum program terms and conditions. The minimum program terms and conditions relate mainly to the need to ensure that the education objectives of the community are met, that the education standards adopted for the school enable the mobility of students between on-reserve and provincial school systems, and that the school is subject to evaluations.
- DIAND also provides advice and financial assistance to bands which are planning the takeover of education programs from DIAND. The decision to take over the management of a school, and the extent and pace of the transfer, lies entirely with the First Nations authorities.

(b) Provincial Schools

- Indian enrolment in provincial schools accounts for 46 percent (includes some students in private schools) of the total elementary and secondary school enrolment supported by DIAND. About 70 percent of the budget for this service is managed by First Nations.
- DIAND and/or bands negotiate bilateral or tripartite tuition and capital agreements with provincial education authorities and school boards to provide spaces in provincial schools attended by on-reserve Indian students. At the request of First Nations, DIAND has decided not to renew the Master Tuition Agreement (MTA) between Canada and the provincial government of British Columbia, which expired in June 1992, and to terminate the MTA with the provincial government of New Brunswick as of June 1993. First Nations are encouraged to negotiate local education agreements with the provincial education authorities and school boards.

- By means of tuition agreements, Indian students attend provincial schools on the same basis as other provincial residents. These agreements can include the provision of special services for Indian students such as cultural and language programming and an enhanced level of instructional and student support services. In a number of cases, band education authorities provide advisory services directly to their students attending provincial schools.
- Tuition costs for students attending provincial schools are controlled by the respective provincial governments. The tuition costs are generally calculated on an annual per pupil tuition amount determined in accordance with provincial regulation and multiplied by the enrolment for the school year. Ancillary services including special tutorial services, Aboriginal cultural and language programs may be negotiated as part of the tuition agreement. Transportation services may also be negotiated as part of the tuition agreement.
- Funding is provided by DIAND through contribution arrangements with First Nations who enter into bilateral agreements with provincial school boards, through a DIAND/provincial school board or DIAND/provincial school board/First Nation agreement or by direct payment of tuition invoices.

(c) Federal Schools

- In 1992-1993, DIAND operated 36 schools on reserve which accounted for 5 percent of the total school enrolment supported by DIAND. Most of these federal schools operate kindergarten classes and classes in the elementary grades.
- Federal schools provide the instructional program of the province in which they are situated, enriched with culturally relevant courses in elementary and, in some cases, secondary grades.
- Band education committees assist the operation of federal schools and undertake administrative and management responsibilities in several areas. These may include employing paraprofessionals, instructors in Aboriginal languages or clerical staff, providing instructional supplies and equipment and supplying student transportation, counselling services and advisory services.
- Federal school funding is calculated according to the same formula applied to band-operated schools.
- DIAND encourages First Nations to assume responsibility for the delivery of elementary and secondary education services currently delivered by federal schools.

(d) Student and Educational Support

- DIAND supports daily and seasonal student transportation, student guidance and counselling services, student accommodation and allowances. Also funded are Indian education boards and committees which help determine and develop Indian student curricula in each type of school.
- Transportation involves the daily bus trips to and from schools both on and off reserve as well as seasonal transportation of students who must live away from their home community to attend school.
- Accommodation involves the placement in private or group homes and residences during the course of the academic year of students who are being educated away from home.
- The Indian residential schools were largely closed during the 1970s. Today, only seven Indian student residences are still in operation, all located in Saskatchewan. These residences remain open at the request of First Nations. One is co-managed by the department, the others by Indian bands with funding from DIAND. The residences accommodate elementary and secondary school students who must leave home for educational or social reasons.
- Guidance and counselling support involves the costs of professional and paraprofessional staff associated with providing career and educational support for students.
- Student allowance relates to the provision of a monthly allowance for student needs, including special clothing required for physical education and graduation clothing.
- Funding levels for student support are calculated on a per pupil basis according to the needs reported annually.

1.2 POST-SECONDARY EDUCATION (PSE)

- DIAND's PSE objective is to further the potential for Indians and Inuit to access post-secondary education opportunities.
- Funding authority for PSE is provided within DIAND's Memorandum of Understanding with the Treasury Board respecting Increased Ministerial Authority and Accountability (IMAA). PSE is not referred to in the *Indian Act*.
- DIAND's PSE budget supports three financial assistance programs, the Post-Secondary Student Support Program (PSSSP), the University and College Entrance Preparation (UCEP) Program and the Indian Studies Support Program (ISSP).
- The policy objective of DIAND's PSSSP and UCEP program is to support treaty/status Indians and Inuit to gain access to post-secondary education and to graduate with the qualifications and skills needed to pursue individual careers and to contribute to the achievement of Indian self-government and economic self-reliance.
- DIAND's PSSSP and UCEP program provide financial assistance to support increased participation and success of Indian and Inuit students in recognized PSE programs and, thereby, improve participant employability.
- Students who are eligible for PSSSP and UCEP program support are treaty/status Indians, living on or off reserve, and Inuit who have been enrolled or accepted for enrolment in a recognized PSE or UCEP program of studies. PSSSP's support is not available to Indians or Inuit who are eligible for support under the *James Bay and Northern Quebec Agreement* or the Northwest Territories Student Financial Assistance Program.
- PSSSP/UCEP program financial support includes funding for tuition, books and equipment, living allowances (for the student and dependents living with the student), transportation; PSSSP also provides for scholarships and academic incentives.
- Students may receive funding for full-time or part-time studies in university and college entrance preparation programs, community college and Quebec's CEGEP programs, university programs at the diploma, bachelors, masters and doctoral levels and professional degree programs.
- Indian-administering organizations manage over 87 percent of DIAND's PSE budget.

- Most First Nations manage their post-secondary student support programs using their own administrative guidelines.
- DIAND also applies administrative guidelines to the student support it administers directly and these are used by some of the Indian-administering organizations.
- Through the ISSP, DIAND contributes funding to Indian education organizations and Indian and non-Indian provincial post-secondary institutions for the development and delivery of special programs to address needs of treaty/status Indian post-secondary students.
- The ISSP objectives are to support Indian post-secondary education, to improve opportunities for treaty/status Indians to complete post-secondary programs of study, to emphasize disciplines relevant to Indian self-government and appropriate labour markets, and to enhance Indian languages, cultures and traditions.
- Funding to a maximum of 12 percent of DIAND's total national annual PSE budget may be dedicated to the ISSP. Funding may be approved for salaries and costs of people employed in the design and delivery of special programs, and for costs of administration, accommodation, materials and supplies related to the special programs.
- As a component of the ISSP budget, DIAND provides annual funding to the Saskatchewan Indian Federated College for the purpose of maintaining a university-level focus on research and program development in Indian education.

INDIAN EDUCATION ENROLMENT TRENDS AND PARTICIPATION RATES

1.1 ELEMENTARY/SECONDARY SCHOOL ENROLMENT TRENDS

- Enrolment trends provide a sense of the growth or shrinkage of the total educational services offered by a jurisdiction. Educational participation data, even at the minimal level of enrolment measures, provide some first-level indication of educational benefit.
- The total DIAND funded school population has increased from 71,857 in 1975-1976 to 100,890 in 1992-1993.
- Table 1 shows this growth as a gradual but steady increase with a slight enrolment bulge between 1976 and 1982.
- Tables 2 and 3 display changes in the proportion of Indian students enrolled in federal schools, provincial schools, and band schools.
- The most striking change evident in Table 3 is substantial relative growth of the proportion of Indian students enrolled in band-operated schools. A corresponding decline in the federal school population is equally evident.

TABLE 1: Total Indian Elementary and Secondary Enrolment Growth

Year	Total number of Students
1975-1976	71,857
1976-1977	71,717
1977-1978	78,088
1978-1979	81,359
1979-1980	81,237
1980-1981	82,801
1981-1982	80,466
1982-1983	77,412
1983-1984	78,082
1984-1985	80,121
1985-1986	80,623
1986-1987	82,271
1987-1988	84,271
1988-1989	85,582
1989-1990	88,158
1990-1991	92,018
1991-1992	96,594
1992-1993	100,890

Source: DIAND-Basic Departmental Data.
1992. Education. Elementary and
Secondary Enrolment by School
Type, On-Reserve Population,
Canada. 1975-1976 to 1991-1992.
Table 17, p. 43. Statistics for
1992-1993 are from the Nominal
Roll System.

TABLE 2: Elementary and Secondary Enrolments

	Federal	Provincial	Band-operated	Private	Total	% increase
1975-1976	29,621	38,079	2,842	1,315	71,857	-0.2%
1976-1977	30,012	36,884	3,340	1,481	71,717	8.9%
1977-1978	29,412	41,358	5,639	1,679	78,088	4.2%
1978-1979	28,605	45,438	5,796	1,520	81,359	-0.1%
1979-1980	27,742	45,742	6,311	1,442	81,237	1.9%
1980-1981	26,578	46,852	7,879	1,492	82,801	-2.8%
1981-1982	22,525	43,652	13,133	1,156	80,466	-3.8%
1982-1983	21,825	38,511	15,912	1,164	77,412	0.9%
1983-1984	21,893	39,474	16,715	(See note below)	78,082	2.6%
1984-1985	21,669	40,080	18,372		80,121	0.6%
1985-1986	19,943	39,712	20,968		80,623	2.0%
1986-1987	18,811	40,053	23,407		82,271	2.4%
1987-1988	17,322	40,520	26,429		84,271	1.6%
1988-1989	13,783	40,954	30,845		85,582	3.0%
1989-1990	11,764	41,720	34,674		88,158	4.4%
1990-1991	8,052	43,453	40,513		92,018	5.0%
1991-1992	6,180	43,092	45,665	1,657	96,594	4.4%
1992-1993	5,096	44,418	49,426	1,950	100,890	

Source: DIAND-Basic Departmental Data. 1992. Education. Elementary and Secondary Enrolment by School Type, On-Reserve Population, Canada, 1975-1976 to 1990-1991. Table 17, p.43. Statistics for 1992-1993 are from the Nominal Roll System.

Note: Between 1983-1984 and 1990-1991, private school data were not covered separately and were collapsed into provincial school figures.

TABLE 3: Percentage of Indian School Enrolment by School Type

Year of Graduation	Band-Operated %	Federal %	Provincial and Private %	Total %
1975-1976	4.0	41.2	54.8	100
1980-1981	9.5	32.1	58.4	100
1985-1986	26.0	24.7	49.3	100
1990-1991	44.0	8.8	47.2	100
1991-1992	47.3	6.4	46.3	100
1992-1993	49.0	5.0	46.0	100

Source: Chart 17, p.42 (DIAND-Basic Departmental Data, 1992). Statistics for 1992-1993 are from the Nominal Roll System.

1.2 SECONDARY SCHOOL RETENTION RATES

- Table 4 shows the growth since 1972 in the retention of on-reserve Indian students to the completion of secondary school.
- It needs to be noted that the retention rates in Table 4 are a measure of the change in numbers per grade between different years. The measure does not result from tracking individual students in different years.
- Using DIAND's enrolment data, the rates displayed in Table 4 are the quotients obtained by dividing the grade 12 (or grade 13) enrolment of on-reserve Indian students for Canada as a whole in each school year by the total number of students enrolled in the corresponding grade 1 cohort 11 years earlier. These percentages are under-estimated since Quebec students graduate in secondary V.
- As Table 4 reveals, the rate of student retention from grade 1 to grade 12 or 13 has increased to about 62.6 percent in 1992.

TABLE 4: Retention of On-Reserve Student Numbers Until Grade 12 or 13 in Consecutive Years of Schooling

Year	Percent Remaining
1972-1973	16.2 %
1973-1974	17.4 %
1974-1975	13.6 %
1975-1976	15.8 %
1976-1977	14.3 %
1977-1978	17.0 %
1978-1979	17.2 %
1979-1980	18.9 %
1980-1981	19.6 %
1981-1982	20.7 %
1982-1983	28.6 %
1983-1984	30.5 %
1984-1985	30.6 %
1985-1986	33.9 %
1986-1987	42.2 %
1987-1988	40.2 %
1988-1989	41.4 %
1989-1990	41.6 %
1990-1991	47.0 %
1991-1992	53.6 %
1992-1993	62.6 %

Source: DIAND-Basic Departmental Data, 1992. Education. On-Reserve Students Remaining Until Grade 11 or 12 for Consecutive Years of Schooling, Canada. 1960-1961 to 1991-1992. Chart 14, p. 36; Table 14, p. 37. Statistics for 1992-1993 are calculated from information from the Nominal Roll System.

1.3 POST-SECONDARY EDUCATION ENROLMENTS (PSE)

- Table 5 reveals the growth over the last three decades in the number of Indian PSE students supported by DIAND funding.
- From 60 students in 1960-1961 the total number of beneficiaries rose to 11,170 in 1985-1986 and climbed to 21,566 in 1992-1993. In the years between 1985-1986 and 1992-1993 the total increase in the number of beneficiaries was 93.1 percent.
- The average increase in DIAND's PSSSP students between 1985-1986 and 1990-1991 was 13.8 percent per year. During the same period, the average annual national growth in Canadian university enrolments was 2.2 percent and in Canadian community college enrolments was 0.1 percent.

TABLE 5: DIAND-sponsored Enrolment in Post-Secondary Programmes

Enrolment in University and Post-secondary Institutions Canada, 1960-1961 to 1992-1993		
Year	University Enrolment	Post-Secondary Enrolment (1)
1960-1961	60	
1965-1966	131	
1970-1971	432	
1975-1976	2,071	
1980-1981	4,455	
1985-1986	5,800	11,170
1986-1987		13,196
1987-1988		14,242
1988-1989		15,572 (2)
1989-1990		18,535
1990-1991		21,300
1991-1992		21,442
1992-1993		21,566

Notes:

1. Includes Bill C-31 population. Total number of registered Indians funded by DIAND enrolled in post-secondary institutions also includes the number enrolled at university.
2. Since 1988-1989, numbers include students in the University and College Entrance Preparation (UCEP) Program.

Source:

DIAND - Basic Departmental Data 1992. Education Enrolment in University and Post-secondary Institutions Registered Indian Population, Canada, 1960-1961 to 1991-1992. Table 15, p. 39. Statistics for 1992-1993 are from the Post-Secondary Education System.

- Funding for PSE education has generally kept pace with the increase in enrolments. As figures in Table 6 indicate, funding will amount to about \$202 million in 1992-1993 and will increase to a total of \$242 million in 1995-1996.

TABLE 6: DIAND Funded Post-Secondary Education

Year	Expenditures (\$ Millions)
1976-1977	\$ 8.0
1977-1978	9.0
1978-1979	10.3
1979-1980	12.5
1980-1981	17.2
1981-1982	25.1
1982-1983	33.1
1983-1984	43.1
1984-1985	56.2
1985-1986	73.7
1986-1987	97.9
1987-1988	109.1
1988-1989	122.4
1989-1990	147.2
1990-1991	188.9
1991-1992	190.3
1992-1993	202.5

Source: Growth in Federal Expenditures on Aboriginal Peoples, p. 18, Finance and Professional Services, DIAND, September 1992.

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