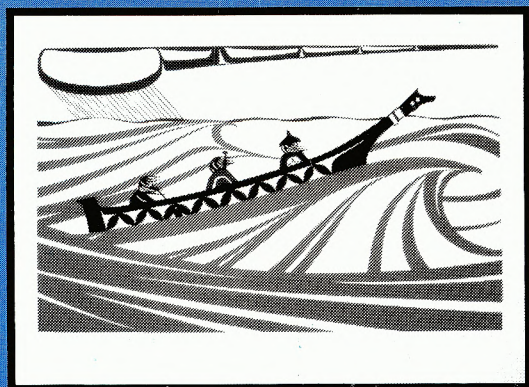
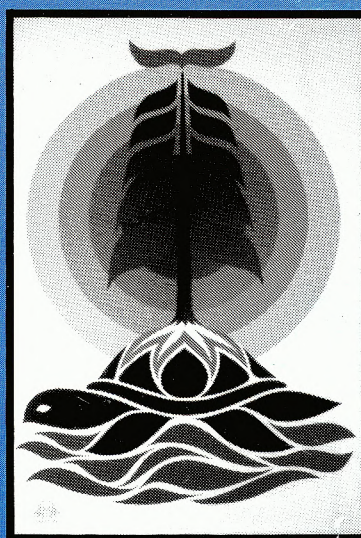
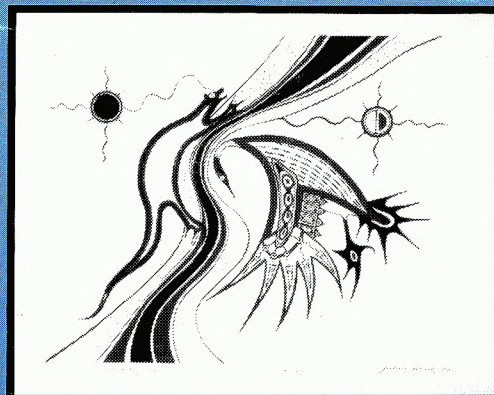




Indian and Northern
Affairs Canada

Affaires indiennes
et du Nord Canada



**EVALUATION OF THE POST-SECONDARY
EDUCATION ASSISTANCE PROGRAM**

SUMMARY REPORT

E96.2
E824
I989
c.I

Canada

E96.2
E824
1989
C.1

**EVALUATION DIRECTORATE
INDIAN AND NORTHERN AFFAIRS CANADA**

NOVEMBER 1989

**EVALUATION OF THE POST-SECONDARY
EDUCATION ASSISTANCE PROGRAM**

SUMMARY REPORT



Your file Votre référence

Our file Notre référence

February 9, 1990

**MEMBERS OF THE DEPARTMENTAL AUDIT
AND EVALUATION COMMITTEE**

Evaluation of the Post-Secondary Education Assistance Program (PSEAP)

Attached for your review are summary and findings reports on the PSEAP evaluation. This study looked at the results achieved by PSEAP, based on a survey of students and analysis of post-secondary education activities of Atlantic and Western regions.

Recommendations for program improvements under the Post-Secondary Student Support Program (PSSSP) are included.

Background

PSEAP provided financial assistance to eligible Indians and Inuit to assist them in preparing for and acquiring post-secondary education. In 1988-89, PSEAP funded about 15,000 students. Of \$122 million in expenditures, about 70% were administered by Indian organizations.

The 1988 Report of the Auditor General found that the program did not maintain an adequate management information system and that it was difficult to measure effectiveness.

The evaluation study was undertaken to assess the performance of PSEAP, in particular, addressing the achievement of program objectives, the types of courses taken, patterns of success and failure, and the outcomes for participants.

An earlier report in this evaluation study, addressing the need for a revised program database and information system, was approved by DAEC in May 1989.

.../2

PSEAP has been replaced by PSSSP to address perceived problems, such as the need for increasing graduation rates.

Findings

The evaluation finds that PSEAP played a significant role in increasing the participation of students who, without funding, were unlikely to enroll in post-secondary institutions. About two thirds of the program participants were women, most of whom were enrolled full-time.

The proportion of participants who graduated was low (about 15% of the student population). Three quarters of these graduates were from community colleges or other non-university institutions. Typical courses of study were social sciences/services, education and the arts.

Demographic factors associated with completion include enrollment in courses of 2 years or less, and being married. The main reasons for withdrawal before graduation were family responsibilities, lack of money, finding a job, and health reasons. Most of those who withdrew expressed a strong intention to return to their studies.

A significant number of graduates and withdrawals attributed their jobs to the education they received.

Recommendations

Although the focus of the evaluation study was primarily descriptive, several recommendations are presented which support the need for a post-secondary database and for the changes introduced under PSSSP. It is recommended that the Education Branch work with Indian-oriented programs and representatives of First Nations organizations:

- . to continue counselling and support services to help Indian students better plan for and cope with the post-secondary environment.
- . to look for ways to improve the retrieval potential of eligible students who may be opting out of the system (i.e. withdrawals, males)
- . to foster leadership skills through encouragement of enrollment in scientific, business and technical courses of study.

In addition, it is recommended that, given the anticipated growth in the numbers of eligible students and the need for resource planning, a pilot project for a database be in place within one year.

Marie-France D'Auray-Boult
Marie-France D'Auray-Boult
Director
Evaluation Directorate

Attach.

TABLE OF CONTENTS

Chapter	Page
Executive Summary/Résumé	i
1. INTRODUCTION	1
1.1 Purpose of the Report	1
1.2 Purpose of the Evaluation	1
1.3 Background	1
2. METHODOLOGY	2
2.1 Approach	2
2.2 Issues	2
2.3 Module 1 - Information System	3
2.4 Module 2 - Survey of Current and Past Post-Secondary Students	3
2.5 Module 3 - Western Regions	4
2.6 Module 4 - Eastern Regions	5
2.7 Effect of Timing of the Evaluation	5
3. FINDINGS	6
3.1 Program Participation and Completion	6
3.2 Socio-Demographic Characteristics of Participants	7
3.3 Courses Selected and Factors Influencing Selection	10
3.4 Patterns of Success	13
3.5 Patterns of Withdrawals	14
3.6 Who Finds a Job?	15
3.7 Program Impacts	24
4. CONCLUSIONS	25
5. RECOMMENDATIONS	27

Annexes

Annex A	Terms of Reference
Annex B	Executive Summary - Evaluation of the Post-Secondary Education Assistance Program - Survey of Current and Past Students: Final Report (prepared by Peat Marwick)
Annex C	Executive Summary - Post-Secondary Education Assistance Program (PSEAP) Evaluation - Secondary Analysis (Atlantic Region): Final Report (prepared by Ekos Research Associates Ltd.)
Annex D	Executive Summary - Review of Post-Secondary Education Assistance Programs in Manitoba and Saskatchewan (prepared by Price Waterhouse [Winnipeg])

EXECUTIVE SUMMARY

1. PURPOSE OF THE REPORT

This report provides the findings of the Evaluation of the Post-Secondary Education Assistance Program (PSEAP), conducted in fiscal year 1988/89. The evaluation addresses the achievement of program objectives, the types of courses taken, patterns of success and failure, and employment outcomes for participants. PSEAP was subsequently replaced by the Post-Secondary Student Support Program (PSSSP) in March 1989.

2. METHODOLOGY

The evaluation was conducted on behalf of the Evaluation Directorate by various consultants. The largest component of the study was a telephone survey of program graduates, withdrawals and current participants in Ontario, British Columbia and Yukon. The survey sample is representative only of these regions. In the Atlantic region and in Manitoba and Saskatchewan, a variety of research methods were combined: a review of statistical data; interviews; surveys and focus groups; and a review of the literature.

3. RESULTS

The evaluation establishes that PSEAP played a significant role in increasing the participation of students who, without funding, were unlikely to enroll in post-secondary educational institutions. Participation (for both graduates and withdrawals), brought post-program employment benefits for individuals and, to a lesser extent, the communities in which they lived before enrolling. On the other hand, the proportion of participants who graduated was low. A quarter of these were university graduates; the rest were graduates of community colleges and other post-secondary institutions.

4. FINDINGS

The evaluation shows that the objective of increasing student participation was achieved. In the absence of the program, about 60% of the students surveyed said that they definitely would not have enrolled. Two thirds of these participants were women; the vast majority were full-time students, and a significant portion of these women achieved post-program employment as a result of their participation. Thus, PSEAP may have served to improve employment opportunities for native women.

The low proportion of students graduating, estimated to be no more than 15% of the student population in any one year, offset PSEAP's success in drawing into post-secondary education people who would not otherwise have participated.

Demographic factors were associated with completion and withdrawal. Success was positively associated with enrollment in shorter courses (two years and less) and being married. The main reasons for withdrawing before graduation were family responsibilities, lack of money and finding a job. Ten per cent withdrew for health reasons.

The courses chosen by graduates suggest that PSEAP made a contribution to the goal of Indian self-government through a number of students returning with social science and education training. But those entering PSEAP directly from reserves were less likely than others to choose university courses. Those taking business courses, either at university or community colleges, were less likely than their counterparts to seek employment on-reserve. The contribution to economic self-sufficiency was not as marked.

The vast majority of those leaving PSEAP, whether graduates or withdrawals, found work after graduation. Attachment to the labour market was high in that, even after leaving the first job, the majority of participants remained in the labour force.

Departmental information systems cannot yet provide an accurate estimate of the numbers of completions and withdrawals. The evaluation established that a number of respondents who had withdrawn from courses indicated that they intended to return at some time in the future.

The evaluation established that PSEAP had a significant influence, first, on bringing students into post-secondary institutions who otherwise would not have attended. Moreover, a significant number of graduates and withdrawals attributed their first or current job to the education they received.

This evaluation did not examine in detail actual completion rates or the quality of the post-program employment (except in terms of full-time or part-time). When the data base on participation and graduation is completed, the department will be in a better position to assess these further impacts.

5. RECOMMENDATIONS

1. In order to encourage Indian students to complete their post-secondary studies, it is recommended that:

the Education Branch work with Indian-operated programs to continue to provide counselling and support services to students at both secondary and post-secondary levels to help them to better plan for and cope with the post-secondary environment.

2. To ensure the most effective use of resources to meet anticipated growth in students eligible for post-secondary assistance, it is recommended that:

the Education Branch, together with representatives of First Nations, jointly develop a database that will ensure more accurate forecasting for future funding, with a pilot project in place within one year.

3. To ensure that eligible students are encouraged to pursue post-secondary studies, it is recommended that:

the Education Branch, together with representatives of First Nations, look for ways to improve the retrieval potential of students who withdraw temporarily or who choose not to enroll (especially male students).

4. To encourage Indian students to participate in courses of study which will contribute to their leadership skills, it is recommended that:

the Education Branch and representatives of First Nations explore ways to promote enrollment in scientific, business and technical courses of study.

RÉSUMÉ

1. OBJECTIF DU RAPPORT

Le présent rapport contient les constatations de l'Évaluation du Programme d'aide à l'éducation postsecondaire (PAÉP), réalisée au cours de l'exercice financier 1988-1989. L'évaluation cherche à déterminer dans quelle mesure les objectifs du programme ont été atteints, quels genres de cours ont été suivis, quelle a été la proportion de réussites et d'échecs et si les participants ont réussi à se trouver un emploi. Le PAÉP a par la suite changé de nom au mois de mars 1989 pour devenir le Programme de soutien des étudiants du niveau postsecondaire (PSÉNP).

2. MÉTHODOLOGIE

L'évaluation a été réalisée pour le compte de la Direction de l'Évaluation par divers experts-conseils. La composante majeure de l'étude a consisté en une enquête téléphonique menée auprès des diplômés du programme, des personnes qui l'ont abandonné et des participants actuels au programme en Ontario, en Colombie-Britannique et au Yukon. L'échantillon de l'enquête ne porte que sur ces régions. Dans la région de l'Atlantique, ainsi qu'au Manitoba et en Saskatchewan, on a combiné diverses méthodes de recherche : examen des données statistiques; entrevues; enquêtes et groupes de discussion; et examen de la documentation.

3. RÉSULTATS

L'évaluation a permis d'établir que le PAÉP a joué un rôle important dans l'augmentation du niveau de participation des étudiants qui, sans financement, étaient peu susceptibles de s'inscrire dans les établissements d'enseignement postsecondaire. La participation au programme (tant des diplômés que des personnes qui l'ont abandonné) a apporté des avantages sur le plan de l'emploi, non seulement aux personnes mais aussi, à un moindre degré, aux collectivités dans lesquelles elles vivaient avant de s'y inscrire. Par contre, le pourcentage de participants qui ont obtenu leurs diplômes a été faible. Un quart d'entre eux étaient des diplômés d'université; les autres étaient des diplômés de collèges communautaires et d'autres établissements d'enseignement postsecondaire.

4. CONSTATATIONS

L'évaluation démontre que l'objectif visant à accroître la participation des étudiants a été atteint. Si le programme n'avait pas existé, environ 60 p. 100 des étudiants interrogés ont affirmé qu'ils ne se seraient certainement pas inscrits. Deux tiers des participants étaient des femmes; la vaste majorité d'entre elles étaient des étudiantes à temps plein, et la majeure partie de ces femmes ont trouvé un emploi à l'issue de leur participation au programme. Le PAÉP a peut-être ainsi contribué à améliorer les perspectives d'emploi des femmes autochtones.

Le faible pourcentage d'étudiants qui ont obtenu leurs diplômes, qu'on estime à pas plus de 15 p. 100 de la population étudiante en n'importe quelle année, vient faire contrepois au succès qu'a connu le PAÉP en attirant des gens ayant reçu un enseignement postsecondaire qui, autrement, n'auraient pas participé au programme.

Certains facteurs démographiques ont été invoqués pour expliquer le fait que les participants terminent le programme ou l'abandonnent. Ceux qui s'étaient inscrits à des cours moins longs (deux ans et moins) et ceux qui étaient mariés avaient plus de chances de réussir. Les principaux motifs invoqués pour abandonner le programme avant la remise des diplômes étaient des responsabilités familiales, le manque d'argent et le fait d'avoir trouvé un emploi. Dix pourcent des participants ont abandonné pour cause de maladie.

Les cours choisis par les diplômés laissent supposer que le PAÉP a contribué à l'objectif d'autonomie gouvernementale des Indiens puisque bon nombre d'étudiants sont retournés parmi les leurs après avoir reçu une formation en sciences sociales ou en éducation. Toutefois, ceux qui sont passés directement des réserves au PAÉP étaient moins susceptibles de choisir des cours de niveau universitaire que les autres. Ceux qui ont suivi des cours en gestion des affaires, soit à l'université, soit dans les collèges communautaires, étaient moins susceptibles de chercher un emploi sur la réserve. La contribution à l'autosuffisance économique n'a pas été aussi marquée.

La grande majorité de ceux qui ont quitté le PAÉP, qu'il s'agisse des diplômés ou de ceux qui ont abandonné le programme, ont trouvé un emploi après le programme. La proportion des personnes qui voulaient demeurer sur le marché du travail était forte puisque, même après avoir quitté leur premier emploi, la majorité des participants ont continué à faire partie de la population active.

Les systèmes d'information du ministère ne sont pas encore en mesure de fournir une évaluation précise du nombre de participants qui ont complété le programme et de ceux qui l'ont abandonné. L'évaluation a permis d'établir qu'un certain nombre de personnes interrogées qui avaient abandonné les cours avaient indiqué leur intention de revenir à une date future.

L'évaluation a révélé que le PAÉP avait joué un rôle important pour attirer dans les établissements d'enseignement postsecondaire des étudiants qui, autrement, n'auraient pas fréquenté ces établissements. En outre, un nombre considérable de diplômés et de personnes qui avaient abandonné les cours ont attribué leur premier emploi ou celui qu'ils occupent à l'heure actuelle à la formation qu'ils avaient reçue.

L'évaluation n'a pas examiné en détails les taux réels de réussite ni la qualité des emplois décrochés après le programme (sauf pour indiquer les emplois à temps plein ou à temps partiel). Lorsque la base de données relatives aux personnes qui ont participé au programme et à celles qui ont obtenu leurs diplômes aura été achevée, le ministère sera davantage en mesure d'évaluer les répercussions du programme sur ces personnes.

5. RECOMMANDATIONS

1. Afin d'encourager les étudiants indiens à compléter leurs études postsecondaires, il est recommandé que:

la Direction de l'éducation travaille avec les responsables des programmes gérés par les Indiens afin de continuer à fournir des services d'orientation et de soutien aux étudiants des niveaux secondaires et postsecondaires, et de les aider à

mieux planifier et à faire front à l'environnement postsecondaire.

2. Afin d'assurer l'utilisation la plus efficace des ressources en vue de rencontrer l'accroissement prévu des étudiants admissibles à l'aide postsecondaire, il est recommandé que:

la Direction de l'éducation, avec les représentants des Premières Nations, élaborent conjointement une base de données qui assurerait une prévision plus exacte en vue de financement futur, ainsi que la mise en oeuvre d'un projet pilote en dedans d'un an.

3. Afin d'assurer que les étudiants admissibles soient encouragés à poursuivre des études postsecondaires, il est recommandé que:

la Direction de l'éducation, avec les représentants des Premières Nations, cherchent des façons d'améliorer la récupération des étudiants qui abandonnent temporairement ou qui décident de ne pas s'inscrire (spécialement les étudiants masculins).

4. Afin d'encourager les étudiants indiens à participer à des sessions d'études qui vont développer leurs capacités à diriger, il est recommandé que:

la Direction de l'éducation et les représentants des Premières Nations cherchent des moyens de promouvoir l'inscription dans les domaines d'études scientifiques, d'études des affaires et d'études techniques.

1. INTRODUCTION

1.1 Purpose of the Report

This report provides the findings of the evaluation of the Post-Secondary Education Assistance Program (PSEAP) conducted in fiscal year 1988-89. PSEAP provided financial assistance and counselling to registered Canadian Indians and Inuit who qualified for entrance. Policy changes were announced in March 1989 that had the objectives of, among other things, improving the academic success rate of program participants and focusing the program more directly on the goals of Indian self-government and self-sufficiency through the Post-Secondary Student Support Program (PSSSP), replacing PSEAP.

The evaluation consisted of four modules: the first examined the results information that should be collected by program administrators; the second was a telephone survey of program participants and past participants in Ontario, British Columbia and Yukon; the third module used a combination of statistical data, interviews and focus groups to examine PSEAP in the Atlantic Region, and reviewed the literature on a U.S. post-secondary educational assistance program. The fourth module, that focuses on Manitoba and Saskatchewan, was similar to the third, but substituted a literature review of previous Canadian evaluations for the U.S. study. The final report on the first module was completed early in 1989 and has already been approved and circulated.

This report provides an integrated summary of the remaining three modules. Since the participants survey module provides the most complete coverage of the evaluation issues, the report uses it as a spine for the presentation of findings. The results of the other modules are used to help generalize findings to other regions or to provide greater depth to the interpretation.

The report includes a brief description of the program, describes the purpose and methodology of the evaluation, sets out the findings and presents the conclusions drawn from the analysis.

1.2 Purpose of the Evaluation

The objective of the evaluation is to assess the performance of two of three main components of PSEAP: the Student Assistance Program, which provided financial support for post-secondary education and the University and College Entrance Preparation component (UCEP), which provided financial assistance for preparation for entrants into post-secondary degree and diploma credit programs.

The four main issues addressed are: the achievement of program objectives; the types of courses taken; patterns of success and failure; and the outcomes for participants.

1.3 Background

The Post-Secondary Education Assistance Program grew significantly in number of participants and per-student expenditures in the last decade. In 1975/76, annual expenditures totalled \$4.2 million with 2,500 participants.

By 1988/89, the program budget had risen to \$130 million and the estimate of program participation had grown to about 15,000 students.

The 1988 Report of the Auditor General found that the program lacked an adequate management information system and concluded that it was difficult to measure program effectiveness. Meanwhile, the Minister had announced interim changes to the program to serve as guidelines for an extensive period of consultation with Indian bands, Tribal Councils and other organizations that administer most of the program's funds. This evaluation took place during the consultation phase and -- because of reaction to the policy review -- was not totally unaffected by the broader environment in which it occurred.

2. METHODOLOGY

2.1 Approach

The general approach to the evaluation follows the "multiple lines of evidence approach" endorsed by the Office of the Comptroller General. Information on the characteristics and experience of program participants was collected by a telephone survey in Ontario, British Columbia and Yukon. These data permitted a comparison between program graduates, current participants and those who withdrew earlier. The participant survey represents the evaluation's only quantified source of information on post-program employment. For the Atlantic Region and Manitoba and Saskatchewan, the evaluation drew on a variety of sources: baseline data on a sample of bands in those provinces, personal interviews or a telephone survey of counsellors and officials; and focus groups with funded students.

2.2 Issues

The major focus of the evaluation was the achievement of program objectives and the outcomes for program participants. Specifically, the evaluation addressed the following issues:

- Has the objective of increasing the participation rate of registered Canadian Indians and Inuit been achieved?
- Are the courses chosen concentrated in particular general fields of study?
- Is there a demographic pattern related to course completion and withdrawal?
- What happens to students who graduate and those who do not; in particular, what is their success in finding jobs in their field of study?
- What results indicators should be collected to allow program administrators to monitor program results?

The first four issues are the focus of this report; the principal concern is the experience of participants in the Student Assistance Program.

2.3 Module 1 - Information System

The information systems analysis module employed three basic methodologies:

- An in-depth file and document review.
- Personal interviews with responsible officers at INAC headquarters and in the Alberta, Manitoba, Ontario and Quebec regional offices.
- Telephone interviews with Indian educational administrators in these four regions.

From this information, the key information requirements for the PSEAP program were identified. This included information required to monitor and report on program results and information needed for ongoing program administration and management.

2.4 Module 2 - Survey of Current and Past Post-Secondary Students

The telephone survey of PSEAP participants took place during the first two weeks of February 1989. Field work was preceded by sample selection, questionnaire development and pre-testing.

An initial sample of 1,157 PSEAP participants was selected following a survey design that involved:

- Selection of an initial primary sample of bands within each region (Ontario, British Columbia and Yukon).
- Stratifying PSEAP participants in each band by year of enrollment and current status (where known).
- Selecting the sample of students in a way that ensured an adequate number of graduates and withdrawals.

"Current" students were defined as students enrolled in the fall of 1988, and "past" students were defined as students enrolled in either 1987/88, 1986/87 or both. The survey was also restricted to students who received assistance in fiscal years 1986/87, 1987/88 and 1988/89, reflecting the relative difficulty of tracing individuals who were enrolled prior to this time.

One of the principal variables of interest was student status. In order to address the study issues, the survey had to ensure adequate representation of three types of program participants: those who had graduated from (i.e., completed) post-secondary studies; those who had withdrawn from (i.e., not completed) post-secondary studies; and those who were still enrolled in a post-secondary program.

A preliminary design study determined that the INAC regional education databases were deficient with respect to information on student status. In addition, available data indicated that the number of graduates and withdrawals in any given year was relatively low. Thus, the survey design for

this study incorporated two main features to ensure that adequate numbers of graduates and withdrawals were reached:

- Oversampling participants in the earliest year of enrollment (i.e., 1986/87).
- Using network sampling to obtain, from the randomly selected respondents, the names of other individuals who were graduates or withdrawals in the time period of interest.

The names in the sample were presented to education counsellors at the appropriate band offices for the provision and updating of telephone numbers. Tracking was undertaken for individuals in the sample from bands that declined to participate and for members of co-operative bands who had moved. This step eliminated a major source of potential bias arising from band non-response.

The basis for the survey itself was a list of participants, stratified by region, status and year, with the "best" telephone numbers generated by the tracking process: 145 students in Yukon, 299 in British Columbia, and 368 in Ontario. After pretesting, the survey was conducted (mainly in the evening) from survey offices in Ontario and B.C. Continuous callbacks and tracking (up to a dozen calls) were carried out before giving up on a number. At that time, substitutions according to year, region and status were permitted.

The achieved sample was 387 completions: 53 in Yukon, 181 in Ontario and 153 in British Columbia. The results were weighted to adjust for the non-proportional sampling procedure and analyzed using both cross-tabulations (descriptive statistics) and multivariate analysis (mainly regression models to examine important relationships among a large number of variables).

2.5 Module 3 - Western Regions

Four types of data collection were undertaken for this component of the study.

A review of the literature of five similar studies that dealt with participation and completion in post-secondary education was conducted. All but one of the studies dealt with Native students.

Baseline data for 1988/89 and two previous years were obtained for six Indian bands/Tribal Councils in Manitoba representing 21 of the 60 bands in the province. The Manitoba data contained numerous inconsistencies from band to band and from year to year within bands and as a result were not considered reliable. The data from Saskatchewan were quite complete and considered more reliable.

A telephone survey questionnaire was administered among 51 university and college counsellors, band education counsellors, Tribal Council education administrators and regional INAC officials. A core questionnaire with appropriate modifications representing various relationships to the programs and to the students was used. The primary intent of these data was to provide a perspective on the range of responses to the evaluation issues, but

they are not a substitute for the survey of students with respect to post-program experiences.

A focus group was held with nine members of the University of Winnipeg's Native Students Association. One participant was funded by UCEP; the remainder were funded by PSEAP. The purpose of the focus group was to provide some background to the other data collected in the review.

2.6 Module 4 - Eastern Regions

The methodology employed in the Eastern Regions was similar to that employed in Module 3. Data collected by the department's regional office in Amherst, Nova Scotia on student characteristics, participation rates and completion rates for the Atlantic Region were examined. Structured interviews with three focus groups -- regional INAC officials involved with PSEAP; Native student counsellors at post-secondary educational institutions; and band education administrators and councils -- were conducted. The interview questions for the three groups were virtually identical, with the exception that the guide for INAC officials had fewer items on students' characteristics and activities.

A small focus group was conducted, involving four Native employees in INAC who had received financial assistance from PSEAP or the federal government and had studied in different regions of Canada. The discussion drew on participants' experiences as well as those of other PSEAP participants they knew.

Finally, literature on the Higher Education Grant Program, an American post-secondary educational assistance program, was obtained from the Office of Indian Education Programs, Bureau of Indian Affairs. The U.S. literature and information on PSEAP were reviewed to compare the design and effectiveness of the two programs.

2.7 Effect of Timing of the Evaluation

Module 4 conducted in the Eastern Regions appears to have been largely unaffected by the reaction to the consultation phase and policy review. The telephone survey of PSEAP participants reflected some of the critical reaction in that a few bands refused to provide updated information on program participants, but outright refusal -- as compared to difficulty of establishing contact -- was very low among student participants. In Manitoba (Module 3) a second focus group meeting was cancelled due to the lack of cooperation among students at several institutions.

No bias related to factors affecting participation and outcomes should be inferred from these reactions. The information obtained in the focus groups, interviews and telephone survey enjoy a consistency among the modules and reflect perceptions gained by knowledgeable program officials by less systematic methods.

3. FINDINGS

3.1 Program Participation and Completion

Participation, completion and deferral rates are considered key indicators of program results.

The Information Systems Module concluded that the program systems had not yet been implemented to produce the data needed to determine these rates. The evaluation draws on other information.

3.1.1 Participation Rates

The objective of PSEAP was to increase Native student participation rates. Available departmental data indicate that this objective is being achieved: participation has increased from about 8,500 students in 1984/85 to 15,000 in 1988/89.

A literature review, interviews, and focus group in Manitoba and Saskatchewan generally confirm the upward trend in participation. The review of baseline data indicated that in Saskatchewan, participation levels increased by 9% over the three year period 1986 to 1989, with the largest increase in the Bill C-31 segment. The data for Manitoba were inconclusive because of the relatively small sample.

The telephone survey of respondents in the West generally indicated an increase in program participation, although they did not have any statistical data. They felt that UCEP participation would have been higher had more funding been available, since many students in the PSEAP component would have gone into the UCEP component. Participation rates among females appeared to be increasing at a faster rate than for males.

The counterpart study for the Eastern regions indicates that financial assistance greatly improved students' access to post-secondary study. However, other influences on participation rates were also identified, including improved elementary and high school counselling, more role models for youth, and greater Indian control of Indian education. In contrast to the experience of PSEAP, the University and College Entrance Participation Program (UCEP) did not appear to have been effective in achieving its objective of increasing its participation rate. Interviewees expressed concern regarding the adequacy of selection procedures and the program's ability to meet student needs.

3.1.2 Completion Rates

Departmental estimates for 1987/88 and 1988/89 show that graduates represented not more than 15% of the student population in those same years. From this the department has observed that many students were going to school but not enough were going through school.

Three suggestions emerged from the Atlantic region on how the completion rates of PSEAP and UCEP participants could be improved. First, students' skills in basic academic areas and in communication (written and oral) need to be improved so that they are adequately prepared for post-secondary study. Second, the screening of applicants to the program needs to be refined so that only those with sufficient aptitude and interest in post-secondary study are admitted. Third, there is a great need for improved counselling and support for Native students at all levels of the education system, including the post-secondary.

The findings from the review in Manitoba and Saskatchewan were similar: in general, respondents indicated that more counsellors at university and better education on the reserve were required to increase the completion rates of the programs. Better counselling at the band level was also seen as important, focussing on the academic and lifestyle skills that will be required in the university environment. In addition, it was felt that more effort should be placed on encouraging academic achievement and attendance at school, beginning at the elementary school level.

In the review in Saskatchewan and Manitoba, many indicated that women do better than men because of the differing lifestyles of each. Many of the women students, as single mothers, have more responsibility and are hence more mature in dealing with the situations associated with being a student.

The review in the Atlantic region found more mixed opinions regarding gender differences among PSEAP and UCEP participants in the completion rates among PSEAP and UCEP students. Some felt that women are more likely to complete their studies than men, while others noted no differences between men and women in completion rates.

3.2 Socio-Demographic Characteristics of Participants

3.2.1 Enrollment, Funding and Length of Program

The great majority of respondents to the telephone survey were most recently enrolled in a certified post-secondary program and hence received funding under the PSEAP component of the Assistance Program. Only 5% of the students surveyed received educational grants under the UCEP component. Enrollment in the Eastern regions shows a similarly small proportion of students participating in UCEP. However, baseline data for Manitoba and Saskatchewan show enrollments in UCEP of 15% of total registrations over the past three years.

According to the survey results, a significant number of people who were enrolled under the PSEAP component (28%) had taken a preparatory program and almost four-fifths of these had received financial assistance from INAC through UCEP.

Most of the PSEAP recipients (86%) were enrolled in a post-secondary institution on a full-time basis. Similar proportions of current students, graduates and withdrawals attended school full-time.

Participants were asked how many academic years of study the program normally required to complete. A comparison of the results by status category showed that current students were more evenly distributed across two, three and four year programs, whereas graduates and withdrawals tended to be concentrated in two-year programs. Approximately 40% of graduates and 49% of withdrawals were enrolled in two year programs, compared to only 24% of current participants. These findings are probably explained by the fact that current students were more likely to attend university where the typical degree is earned in three or four years rather than two.

3.2.2 Demographic Characteristics

Data from all regions studied confirm that **women represent the majority of participants in the program:**

- In 1988/89 for the Atlantic Region, women represented 67% of PSEAP participants. In Manitoba they represented 80% of PSEAP participants.
- In Ontario, B.C. and Yukon combined, women represented 69% of the sample of PSEAP participants.

Data on other demographic characteristics come from the telephone survey. They show that students currently enrolled at the post-secondary level were, on average, 28.4 years old. (See Exhibit 1 for the distribution of participants by age groups and by other demographic characteristics.)

One third of the students were married for most of the time when they were enrolled in the program and about one-half supported dependents.

Although individuals who successfully completed their programs were more likely to be supporting dependents, given at least one dependent, it was students who withdrew who had the largest number of dependents.

Respondents were asked to provide information on their gross personal income (including study grants) for 1988. Of those who responded to the question, 70% earned \$10,000 or less and 84% made \$15,000 or less. Not surprisingly, students currently involved in post-secondary studies were more likely to have a lower personal income than students no longer in school.

Just prior to enrolling in the program, 71% of students were living on reserves. Approximately one-tenth of the current students and

EXHIBIT 1

**SOCIODEMOGRAPHIC CHARACTERISTICS
OF SURVEY SAMPLE
BY STATUS CLASSIFICATION**

Characteristic	Categories	STATUS			
		Current	Graduates	Withdrawals	Total
Sex	Male	30.3	25.8	37.7	31.3%
	Female	69.7	74.2	62.3	68.7%
Current Age	18 to 21	16.5	3.6	15.3	12.6%
	22 to 24	23.8	11.5	17.5	18.6%
	25 to 30	26.5	35.7	28.7	29.6%
	31 to 39	22.2	32.2	28.3	26.7%
	Over 39	11.0	17.0	10.2	12.4%
Marital Status	Married/Common-law	28.1	48.4	27.3	33.3%
	Single	59.2	43.1	68.1	57.4%
	Widowed	3.4	1.0	0.8	2.0%
	Separated/Divorced	9.3	7.5	3.8	7.2%
Dependents	Percent with Dependents	48.1	63.6	41.7	50.4%
Number of Dependents	One	38.1	33.3	27.7	33.9%
	Two	39.1	32.0	23.4	32.9%
	Three	13.4	21.2	29.9	20.1%
	Four or More	9.4	13.6	19.0	13.1%
Current Income	No Income	0.0	4.2	0.8	1.3%
	\$5,000 or Less	35.9	22.2	32.0	31.4%
	\$5,001 - \$10,000	42.4	32.5	32.0	37.0%
	\$10,001 - \$15,000	10.0	19.7	15.0	13.8%
	\$15,001 - \$20,000	5.5	10.7	6.5	7.1%
	Over \$20,000	6.2	10.7	13.7	9.4%

graduates attained Indian status as of June 1985 as a result of the change in the Indian Act known as Bill C-31.

The majority of students (63%) did not work for most of the time they were pursuing their post-secondary studies. This pattern was consistent across current students, graduates and withdrawals.

3.3 Courses Selected and Factors Influencing Selection

3.3.1 Types of Institutions

Students funded through PSEAP were primarily enrolled in community colleges (61%). About one-quarter of the students surveyed were enrolled in university and a small proportion (9%) were in programs offered by technical institutes.

3.3.2 Location of the Institutions

Respondents typically attended institutions in Ontario and British Columbia, but a significant proportion (12%) attended institutions outside of Canada, primarily in the U.S. PSEAP-funded students tended to go to school in their home province. The exception is in the Yukon, where there are fewer post-secondary institutions to choose from. A high proportion of Yukon program participants enrolled in British Columbia institutions instead.

3.3.3 Chosen Fields of Study

Exhibit 2 depicts the major field of study or specialization chosen by PSEAP beneficiaries in B.C., Yukon and Ontario. For students in colleges/technical institutes, the main fields of study were as follows:

- Business and commerce (28%).
- Social sciences and services (27%).
- Arts (10%).

For students in universities, the main fields of study were:

- Social sciences and related programs (59%).
- Education, physical education, recreation, and leisure programs (24%).

Noticeably under-represented were students enrolled in university programs in the science and health care areas (including medicine). In total, less than 8% of students in universities and less than 17% of students in colleges/technical institutes were enrolled in the four categories subsumed under the broad heading of science and health care.

EXHIBIT 2
FIELD OF STUDY BY STUDENT STATUS

FIELD OF STUDY	STATUS			
	CURRENT	GRADUATES	WITHDRAWALS	TOTAL
University:				
Education, Physical Education, Recreation, Leisure	24.0	40.5	5.3	24.4
Fine and Applied Arts	4.2	0.0	2.9	2.9
Humanities and Related	3.0	6.8	12.6	5.9
Social Sciences and Related	57.4	50.6	76.2	59.4
Agriculture and Biological Sciences	0.8	0.0	0.0	0.5
Engineering and Applied Sciences	3.0	0.0	0.0	1.7
Health Professions and Occupations	0.7	2.0	0.0	0.9
Mathematics and Physical Sciences	6.8	0.0	3.0	4.3
Total	100.0	100.0	100.0	100.0
College, Technical Institutes:				
Arts	12.1	6.0	9.1	9.5
Humanities and Related	4.1	0.0	1.2	2.0
Health Sciences and Applied Sciences	6.2	0.7	1.7	3.2
Engineering and Applied Sciences	9.6	6.2	4.5	7.1
Natural Sciences and Primary Industries	7.6	3.0	7.8	6.4
Social Sciences and Services	18.1	40.7	27.2	27.2
Business and Commerce	26.0	33.9	26.5	28.3
Other	16.3	9.6	22.2	16.3
Total	100.0	100.0	100.0	100.0

By status classification the survey showed that:

- University social science programs are the most popular programs among current students.
- The majority of graduates (75%) from colleges/technical institutes took social science and business and commerce programs. Compared to other students (e.g., current participants and withdrawals), graduates were over-represented in these two fields.
- Only 2% of all university graduates were awarded a degree in the science and health care areas.

A review of the literature, a survey and a focus group converged in confirming the results presented above elsewhere in Canada. Students continued to choose arts and education faculties to the largest extent.

3.3.4 Differences in the Pattern of Choice

In all regions gender-related differences in course selection were evident:

- Males were considerably more likely to take social science and related programs at the university level. They are also more likely to be enrolled in courses related to natural sciences and primary industries.
- Females on the other hand were more likely to specialize in education-related degree programs and arts and social science programs at the college level (only a very small proportion of women anywhere were registered in nursing courses).

Data from the survey of students in British Columbia, Yukon, and Ontario show some other demographic links with course selection:

- Full-time and part-time students did not differ in terms of courses selected.
- Individuals entering the program directly from a reserve were less likely to choose a university level course than those entering from communities off-reserve.
- Native students wanting to work on reserve after completing their post-secondary studies were more apt to be enrolled in university programs than those wanting to work off-reserve.
- Students desiring post-program employment on-reserve were more likely to be enrolled in education-related degree

programs and college social science programs. They were considerably less likely to have selected business and commerce as fields of study at the college level.

3.3.5 Reasons for Course Choices

Surveys and focus groups concluded that the main reason for the students' choice of courses was the desire to get a job. Lack of exposure on reserves to a wide range of occupational areas and insufficient grade school background in the sciences and mathematics fields were seen to limit Native students' selection of certain courses of study.

In the telephone survey of students, overwhelmingly, the most frequently cited reason for having chosen a particular field of study was personal interest. Nearly two-thirds of participants in all three status categories gave this response as one of the reasons for choosing. The next most frequently cited reasons were job-related: wanting to find work related to the program (17%); wanting to better the chances of obtaining a job (12%); program required for job advancement or promotion (6%); to upgrade skills (8%). Only 3% of the respondents mentioned helping the community/Native people.

3.4 Patterns of Success

3.4.1 Demographic Linkages: Who are the Successful?

Success, in this context, is considered to be completion of the program. Success is positively associated with shorter course length and marital status. The proportion of graduates was highest among students enrolled in programs of less than two years. Up to 72% of these students graduated, as compared to 45% of students in programs of two or more years and 40% in programs of four or more years.

Graduates were more likely to have been married at some time (57%) than never married (43%). More of the students who withdrew from the program had never married (68%).

Students whose field of study was not one of the main college classifications were least likely to complete their program. Only about one quarter of those enrolled in miscellaneous fields at college graduated, compared to just over 50% of students in all other fields of study.

Those enrolled in a trade-vocational certificate or diploma course were least likely to graduate. Only 14% of those pursuing this type of course successfully completed their studies, compared to 53% of those pursuing other types of certificates/diplomas and degrees.

3.4.2 Reasons for Success

The main reasons given by graduates for their successful completion of studies were personal ambition (39%); interest in the subject of study (20%); and family support (19%).

Respondents to the telephone survey of counsellors, administrators and officials in Manitoba and Saskatchewan confirmed the importance of strong personal motivation and some indicated that good academic preparedness was a major characteristic as well.

Although many respondents in Manitoba and Saskatchewan did not believe that there were unique characteristics shared by Bill C-31 students that determined their completion rates, a significant number of respondents thought that such students possessed unique characteristics. Many respondents indicated that Bill C-31 students are unique because they are generally more motivated and more committed to their academic work and often act as role models to the other Native students. It was also noted that Bill C-31 students have had more exposure and experience in an urban lifestyle, helping them to feel more comfortable and to be more successful in their studies.

In the Eastern regions, both interviewees and focus group participants confirmed the opinions expressed elsewhere. Characteristics which seemed to distinguish successful from unsuccessful PSEAP students included maturity, clear goals for their education, academic aptitude, a high level of interest and motivation and support from parents and peers. Similar factors were seen to characterize successful UCEP participants as well. In the Atlantic region, however, the vast majority did not feel (or could not say at that time) that there were unique characteristics distinguishing successful and unsuccessful Bill C-31 students from other PSEAP participants.

3.5 Patterns of Withdrawals

When counsellors and administrators in the Atlantic region and in Manitoba and Saskatchewan were asked about factors relating to withdrawal from courses, many respondents attributed lack of success simply to the **absence** of those same characteristics that they identified as accounting for students' success. One additional factor -- which was also significantly reported by withdrawing students themselves -- was financial problems.

Approximately 45% of the students withdrawing from courses indicated that they had completed less than half their program. About one-quarter had completed more than half, and about one-quarter had withdrawn almost halfway through.

The most frequently cited reason for withdrawing was family responsibilities (23% overall). Gender differences were marked in this respect. Females (31%) far exceeded males (8%) in giving the reason as family

responsibilities, and students who lived on-reserve prior to program participation cited this reason more often (28%) than off-reserve participants (12%).¹

The second most important reason for withdrawal was lack of money. This was noted by 15% of respondents, with little difference across groups. Almost equally important was health. Almost twice as many females as males gave this explanation. Stress and adjustment was a problem for 10% of withdrawals; again there were no major differences among the groups.

It is important to appreciate two factors related to the withdrawals that offset any negative implications that may be associated with the notion of "drop-out:"

- Withdrawals were asked if they planned on returning to their studies within the next two years: nearly three-quarters expressed a high probability of returning to school within that period.
- When all of the job-related reasons for withdrawal are combined, more than one-quarter of the males withdrew from their courses because they had a full-time or a part-time job or were offered a job.

3.6 Who Finds a Job?

In this section the success of past participants in finding jobs is explored along with the type of employment found. The extent to which students return to reserves following program participation is examined. Any differences in experience related to gender or pre-program residence are noted.

After leaving the program, 11% of graduates and 13% of withdrawals did not look for work. Of the remainder, 87% of graduates and 92% of withdrawals found a job. On average, it took 2 months, 1 week to find the job. Exhibit 3 shows the experience of graduates and withdrawals following their first job. Attachment to the labour force for those leaving their first job is high: 54% of graduates who left their first job and 69% of comparable withdrawals were working at the time of the survey and, of those not working, 78% of graduates and 85% of withdrawals were looking for work.

3.6.1 Relationship of Jobs to Fields of Study

a) The First Job

Students in technical institutes and universities were most likely to find a job. Over 90% of individuals who were enrolled in universities or technical institutes found a post-program job, as compared to 76% of those who attended

¹Problems related to family usually focussed, in the interviews with counsellors and officials, on the personal circumstances of students, many of whom were single mothers. These students tended to drop out because of concerns regarding day care and the stresses associated with caring for small children while attending university at the same time.

EXHIBIT 3
JOB SUCCESS: DESCRIPTIVE STATISTICS

Job Success	Graduates	Withdrawals
Percent who never looked for a job	10.8%	13.2%
Of those who looked, percent who found a job	86.9%	92.4%
Percent still at first job	45.4%	49.6%
Mean # of jobs held*	2.59	2.31
Percent currently working*	53.7%	69.2%
Percent of those not currently working, looking for work*	77.5%	84.7%

Notes: * Excludes those who were still at their first job

college and only 23% of those who were enrolled in other types of institutions. (The latter category contains only 3% of the sample however.) Those who attached a high degree of importance to having a degree to succeed in life were the most likely to find a job, as were those whose major field of study was engineering (college).

Graduates, not surprisingly, said that their post-secondary education was much more helpful in finding their first job than did withdrawals. However, it is important to note that the job finding success of withdrawals was little different from those of graduates assessed in terms of quality (i.e., full-time or part-time). Sixty-six per cent of graduates found a full-time job as their first post-program employment, compared to 59% of withdrawals. Twenty-one per cent of withdrawals had a part-time job, compared to 10% for graduates.

Graduates and withdrawals differ in other respects:

- Graduates tend to state that their first job was more closely related to their field of study than did withdrawals.
- A major difference between graduates and withdrawals, with respect to the first job, is that 24% of the graduates were in teaching, compared to 6% of withdrawals. Graduates were also much more likely (20% compared to 10%) to find a job in the social sciences.

b) Subsequent Jobs

With respect to subsequent jobs, withdrawals found a stronger relationship between their current job and their field of study than did graduates. Exhibit 4 shows the occupations for both the first jobs found by graduates and withdrawals and their current jobs, in situations where individuals had left their first jobs. Comparison of current job shows that graduates are more likely to be in clerical and service jobs compared to withdrawals, whereas withdrawals are more likely to have a current job in the natural science field.

c) Job-Finding in the Other Regions

An effort was made to assess career outcomes of graduates and non-graduates in the other regions. Interviewees' identification of the successful fields -- education, social work and counselling, nursing, and business administration -- paralleled the information obtained from student participants themselves. One difference, however, was a tendency for interviewees to assume that those not graduating from the program had considerably more

EXHIBIT 4

**DISTRIBUTION OF OCCUPATIONS HELD
AS FIRST JOB OR CURRENT JOB BY
GRADUATES AND WITHDRAWALS**

	First Job		Current Job ¹	
	Graduates	Withdrawals	Graduates	Withdrawals
Managerial, Administrative	4.0%	9.6%	5.3%	6.7%
Natural Sciences	3.3%	0.3%	0.0%	19.4%
Social Sciences	19.7%	9.8%	14.8%	12.4%
Teaching	24.3%	5.9%	2.0%	7.6%
Medicine, Health	7.1%	1.2%	0.0%	0.0%
Artistic, Literary	0.0%	0.4%	0.0%	2.9%
Clerical	21.8%	21.4%	32.0	21.6%
Sales	0.8%	5.9%	0.0%	2.0%
Service	5.9%	10.9%	22.9%	11.3%
Farming	1.3%	2.1%	0.0%	0.0%
Fishing	0.0%	4.4%	0.0%	0.0%
Forestry	0.6%	2.5%	0.0%	0.0%
Processing	0.6%	0.0%	0.0%	0.0%
Machining	1.3%	4.4%	0.0%	6.1%
Product Fabricating	2.5%	3.2%	2.0%	0.0%
Construction	3.1%	8.1%	0.0%	0.0%
Transport Equipment	0.0%	2.9%	4.3%	3.6%
Other	3.9%	4.9%	16.3%	0.0%
No Occupation Reported	0.0%	2.3%	0.0%	6.1%

¹ Excludes those still at their first job

difficulty in obtaining jobs. A large proportion of the respondents did not know the career outcomes for withdrawals and did not know whether the jobs taken by non-graduates related to their field of study.

3.6.3 Living and Working on Reserve

In this section we look at the results relating to the return of individuals to reserves.

We are interested in several factors:

- Their residence prior to the program.
- Their residence following program participation.
- The location of their post-program employer.

To simplify the discussion, we look at the experience of graduates and withdrawals separately.

a) Graduates

Graduates who lived on the reserve before the program were twice as likely as those who lived off the reserve to live only on the reserve after the program. Seventy-five per cent of those who live on-reserve prior to the program lived only on-reserve afterward. Twenty per cent of those who were on-reserve before the program resided only off-reserve after the program and 5% lived both on and off-reserve. Of those who lived off-reserve prior to the program, 34% moved on-reserve afterwards; 48% stayed off-reserve; and 18% lived in both locations.

In addition to pre-program location, the most significant factor associated with living on the reserve after the program was field of study: education at university.¹

Location of First Job

Forty-three per cent of graduates took a first job on-reserve, while 57% took a first job off-reserve. When those who were not still at their first job were asked about their current job, only 31% of graduates were on-reserve, compared to 69% off-reserve.

¹Current students were asked whether they wished to work on-reserve following program participation. Results were mixed: 42% indicated a preference for on-reserve work, but nearly as many (37%) indicated they would prefer to remain off-reserve.

b) Withdrawals

Comparison of the pre- and post-program residence of withdrawals shows similar results to those obtained for graduates:

- Eighty per cent of those who were located on-reserve before the program were on-reserve afterwards and 61% of those who were off-reserve before the program were off-reserve after the program.
- The only significant difference between graduates and withdrawals is that there is a slightly greater tendency for graduates who were off-reserve before their studies to report that they had lived both on and off-reserve after the program.

c) Contribution to the Community Afterwards

Interviewees in the Eastern regions were asked to consider how graduates who returned to the reserve contribute to their community. They identified the following ways:

- Serving as role models for youth and their children regarding the value of education.
- Bringing back knowledge, skills and connections.
- Trying to improve conditions through means related to their field, e.g., teaching, social work and community development.

Graduates get involved in band affairs and politics, teach or become involved in social work.

The students not graduating who returned to reserves get involved in different types of activities. These were summarized as:

- Work at temporary jobs and make-work projects.
- Collect welfare and "hang around."
- Start a family.

Interviewees in Manitoba and Saskatchewan painted a similar picture. Although a large number did not know how graduates returning to their reserves contribute, the majority felt that the graduates who returned to reserves contribute to their communities as positive role models. Others noted that graduates provide a broad range of experience and expertise and provide valuable assistance in band planning and decision making.

In the opinion of those surveyed, non-graduates returning to the reserves are less likely to find as rewarding careers as graduates.

d) Location of Job for Withdrawals

Graduates and withdrawals had similar likelihoods of gaining their first job on-reserve (43% for graduates and 42% for withdrawals). However, significant differences arise for later jobs. Comparison of current jobs showed that only 31% of the graduates' jobs were on-reserve compared to over half (52%) of withdrawals.

3.6.4 Male/Female Differences in Job Finding

This section examines whether there are gender differences in the experience of program participants in finding employment. For this purpose, graduates and withdrawals are considered together.

Exhibit 5 shows that there are a number of gender-related differences:

- More males than females have found a job since leaving the program.
- Females were more likely to have a full-time job as their first post-program employment.
- A larger proportion of males than females were employed in a subsequent job and a larger proportion of the jobs were full-time.

Other analyses showed that more women than men said that their program of study was very much related to their first job and, if currently employed in a subsequent job, to their present employment.¹

Some gender differences were present in the job finding experience, depending on the pre-program location of the student. Respecting both the first job and the current job, fewer males found employment on-reserve.

3.6.5 Pre-Program Locational Differences

Program participants (graduates and withdrawals) who lived off-reserve before their studies were a little more likely to report that their current job is a full-time job than were students living on-reserve before. Otherwise, as shown in Exhibit 6, there were no significant differences in:

¹In the Atlantic and Western regions there was no consensus on whether differences in employment prospects related to gender.

EXHIBIT 5**JOB SUCCESS: DIFFERENCES BY SEX****Found a Job**

	Males	Females
Yes	88.3%	73.5%
No	11.5%	26.5%

Full or Part-Time: First Job

	Males	Females
Full	73.0%	83.5%
Part-Time	27.0%	16.5%

Currently Employed¹

	Males	Females
Yes	68.6%	58.1%
No	31.4%	41.9%

Full or Part-Time: Current Job

	Males	Females
Full	96.8%	78.9%
Part-Time	3.2%	21.1%

¹Excludes those still at their first job.

EXHIBIT 6

JOB SUCCESS: DIFFERENCES BY
PRE-PROGRAM RESIDENCE

Found a Job

	On-Reserve	Off-Reserve
Yes	77.4%	80.7%
No	22.6%	19.3%

Full or Part-Time: First Job

	On-Reserve	Off-Reserve
Full	79.9%	79.3%
Part-Time	20.1%	20.7%

Currently Employed¹

	On-Reserve	Off-Reserve
Yes	63.8%	57.7%
No	36.2%	42.3%

Full or Part-Time: Current Job

	On-Reserve	Off-Reserve
Full	81.6%	93.5%
Part-Time	18.4%	6.5%

¹Excludes those still at their first job.

- Finding a job.
- Whether the first job was full-time or part-time.
- Or whether they were currently employed.

Other analysis shows that a significant proportion of respondents who lived off-reserve before the program (42%) saw no relationship at all between their program and their first job; this compares to 33% of on-reserve participants. Off-reserve respondents were also more likely than on-reserve respondents to say they saw no relationship at all with their current job.¹

3.7 Program Impacts

From the findings presented above, it has been shown that program participants are quite successful at finding jobs, even if they withdrew before completion of their studies. How much of the credit for this positive outcome is attributable to PSEAP? Would the same outcomes have occurred without PSEAP?

While the study cannot give a definitive answer, it does show that, without the PSEAP funds, the majority of students (62% of graduates, 64% of withdrawals and 69% of current students) say they definitely would not have enrolled in post-secondary studies without PSEAP funding. Further, of those who graduated, the majority (64%) think that they definitely would not have completed the program without PSEAP funding.

What impact, then, did PSEAP have on finding a job. To answer this question, attention is directed at those students who said **both** that they would not have enrolled without PSEAP and that they strongly felt that their post-secondary education helped them to obtain their first job. The table below shows the proportions of graduates and withdrawals for whom:

- There was no program impact on enrollment (no incrementality).
- There was an impact on enrollment but not on finding a job (partial incrementality).
- There was an impact on both enrollment and finding a job (full incrementality).

¹In both the Atlantic and Western regions in which interviews and focus groups were conducted, there was a tendency to think that off-reserve students (urban) had better success in securing employment, primarily because of greater familiarity with urban conditions.

Impact of Program	Graduates %	Withdrawals %
None	27	36
Partial	30	44
Full	<u>43</u>	<u>20</u>
Total	100	100

These results show a significant level of impact: in the absence of the program many students would not have enrolled; and for many enrollment in a post-secondary institution contributed to getting a job.¹

4. CONCLUSIONS

The evaluation set out to answer five major questions. One of these, the question of the results indicators, was answered in a separate report. With respect to the four issues dealt with here, the findings indicate that:

- **The objective of increasing participation was achieved.** Participation increased and for the majority of students, PSEAP's role was incremental: in the absence of the program, 60% of the students said that they would definitely not have enrolled.
- **PSEAP operated as an employment equity program for female Indians and Inuit.** Two-thirds of the participants were women, the vast majority were full-time students, and a significant proportion of these women achieved post-program employment as a result of their participation.
- **Offsetting PSEAP's success in drawing into post-secondary education people who would not otherwise have participated is the fact that the proportion of students graduating was very low,** not more than 15% of the total student population in any one year. Knowledgeable sources whose opinions were solicited felt that better basic education, more careful screening and better counselling in post-secondary institutions would have brought up the completion rate.
- **Demographic factors were associated with completion and withdrawal. The most significant association with completion was enrollment in shorter courses (two years or less) and being married. Students in trade-oriented courses were less likely to graduate.** Three main reasons accounted for students withdrawing before graduation: family responsibilities; lack of money; and poor health.
- **Courses were concentrated in general fields of study with relatively little participation in science and health care courses.** Enrollments were heavy in the social sciences and business and commerce. However, this pattern applies to the Canadian post-secondary population as

¹Other analysis showed that PSEAP made an important contribution to getting their current job, as well.

a whole. For students whose average age is 28 and of whom the vast majority were women with dependents, perhaps the pattern of course selection (with shorter training requirements) is to be expected.

- **Three-fifths of the students were enrolled in community colleges.** This large number may be accounted for by the absence of sufficient funds for skill/occupational training. Thus students channel themselves into community colleges as opposed to universities.
- **The vast majority of those leaving PSEAP, graduates and withdrawals (78%), found work after graduation.** Moreover, labour attachment was high in the sense that even if the first job was left, participants remained in the labour force. Graduates were more likely to get jobs related to their field of study than were withdrawals. In addition, graduates were a little more likely than withdrawals to find a full-time job after the program. For a significant proportion of graduates, PSEAP was judged to be fully incremental with respect to post-program employment.

What does the pattern of course choice and job finding revealed here imply for the objective of assisting the goal of Indian self-government and economic self-sufficiency? What skills are likely to be brought to bear on-reserves?

First, it needs to be noted, that those entering PSEAP directly from reserves were less likely than others to choose university courses. But, among those choosing university courses, there was a higher proportion of those wanting to work on-reserve after graduation among university students. Those most inclined to work on-reserve were predominantly students whose courses were in the social sciences and education. Those taking business courses were less likely than their counterparts to seek employment on-reserve. The program was making a contribution by enriching the human resource base for self-government; to a lesser extent self-sufficiency.

A significant proportion of both graduates and withdrawals (43%) took their first job on-reserve. However, the proportion of those who left the first job and were subsequently employed on-reserve dropped off.

The pre-program location of the individual had an influence on the post-program employment, but did not entirely determine it. Eighty per cent of those who lived on-reserve before the program worked on-reserve after the program. Importantly from the point of view of the impact of the education, those who worked on-reserve after the program were more likely to say that they found a job related to their field of study. (Note that it was women who were more likely than men to have these on-reserve jobs.)

Evaluations of training programs usually find that withdrawals (who often leave to take a job) are about as likely to be employed as those who graduate. This evaluation did not explore the question of whether the **quality** of the post-program jobs (proportion of time employed, wage rate, and yearly earnings) was the same for withdrawals and graduates. When the data base on participation and graduation is completed, INAC will be in a position to assess these further impacts of PSEAP.

Withdrawal from post-secondary courses, for the majority of PSEAP participants, did not necessarily carry with it the negative connotation of "drop-out." The majority found jobs. Moreover, the majority also intended to return to post-secondary education some day. The intervening period of employment may provide more focus to the selection of subsequent courses. A future evaluation of PSSSP could assess whether there are cumulative benefits of stints of post-secondary education, short of graduation. The focus would be on the quality of post-program employment.

5. RECOMMENDATIONS

1. In order to encourage Indian students to complete their post-secondary studies, it is recommended that:

the Education Branch work with Indian-operated programs to continue to provide counselling and support services to students at both secondary and post-secondary levels to help them to better plan for and cope with the post-secondary environment.

2. To ensure the most effective use of resources to meet anticipated growth in students eligible for post-secondary assistance, it is recommended that:

the Education Branch, together with representatives of First Nations, jointly develop a database that will ensure more accurate forecasting for future funding, with a pilot project in place within one year.

3. To ensure that eligible students are encouraged to pursue post-secondary studies, it is recommended that:

the Education Branch, together with representatives of First Nations, look for ways to improve the retrieval potential of students who withdraw temporarily or who choose not to enroll (especially male students).

4. To encourage Indian students to participate in courses of study which will contribute to their leadership skills, it is recommended that:

the Education Branch and representatives of First Nations explore ways to promote enrollment in scientific, business and technical courses of study.

ANNEX A
TERMS OF REFERENCE

TERMS OF REFERENCE

POST-SECONDARY EDUCATION ASSISTANCE PROGRAM EVALUATION

Need: Since the beginning of the program in 1969, approximately \$470 million has been spent on post-secondary education. Of this amount, over \$300 million represents estimated expenditure from April 1, 1983 to March 31, 1988.

The Minister should be able to account for this expenditure in terms of results achieved.

Scope: All post-secondary expenditures since 1969.

Evaluation

- Questions :
1. To what extent has the program objective of increasing participation rates been achieved?
 2. What courses have been taken? What are the factors influencing enrolment in the courses taken?
 3. Are there established patterns as to which participants succeed? What are the reasons people drop out?
 4. What happens to students who graduate and those who do not graduate?
 - a) What percentages find jobs? Are jobs related to their field of study?
 - b) What percentages return to reserves?
 - c) Are there differences between women and men participants?
 - d) Are there differences between participants from urban and rural areas?
 5. What results information should be collected by those administering the program?

Approach: This evaluation project will be conducted in-house by Evaluation Directorate staff. Outside consultants may be used to assist in contacting and interviewing students who have benefitted from the program.

Schedule: This study will be carried out from May 15, 1988 to October 15, 1988.

Resource Estimate:

It is estimated that 150 person-days of staff time will be required for this project. A survey of program participants, undertaken in part by outside consultants, is estimated to cost \$75K.

ANNEX B

EXECUTIVE SUMMARY

**EVALUATION OF THE POST-SECONDARY EDUCATION
ASSISTANCE PROGRAM - SURVEY OF CURRENT AND
PAST STUDENTS: FINAL REPORT**

PREPARED BY PEAT MARWICK

Indian and Northern Affairs Canada

Evaluation of the Post Secondary Education Assistance Program - Survey of Current and Past Students

Final Report

**Prepared by:
Peat Marwick Consulting Group
July 1989**

Executive Summary

The Post-Secondary Education Assistance Program

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 programs or courses at accredited universities, colleges, CEGEP's, or technology institutes where the completion of secondary school is a normal requirement for entry.

In 1969/70, there were 800 participants at a cost of \$0.4 million. In 1987/88, enrollment had grown to 14,000 and in 1988/89 the budget was \$130 million.

Study Objectives

This study, a telephone survey of program participants and past participants, is one of several studies carried out as part of the overall evaluation of PSEAP. The survey was carried out by Peat Marwick Consulting Group on behalf of the Evaluation Directorate of INAC. The objective of the survey was to assess the performance of the program in assisting Indians and Inuit to gain access to post-secondary education and to graduate with the qualifications and skills necessary to pursue careers and contribute to self-government and economic self-reliance.

The survey was designed to address the following issues:

- What courses have been taken? What are the factors influencing enrollment in the courses taken?
- Are there established patterns as to which participants succeed? What are the reasons people drop out?
- What happens to students who graduate and those who do not graduate?

- What percentages find jobs? Are jobs related to their field of study?
- What percentages return to reserves?
- Are there differences between women and men participants?
- Are there differences between participants from urban and rural areas?

Study Methodology

A telephone survey of 387 current and past program participants was carried out. The survey was limited to three regions - Ontario, British Columbia and the Yukon, as information enabling the tracking of past students was most complete for these regions. One of the principal variables of interest in this study was student status. In order to properly address the study issues, the survey had to ensure adequate representation from three types of program participants - those who had graduated from (i.e., completed) post-secondary studies, those who had withdrawn from (i.e., not completed) post-secondary studies, and those who were still enrolled in a post-secondary program.

Study Results

Socio-Demographic Characteristics

- Over two-thirds (68.7%) of the PSEAP beneficiaries were women.
- Students currently enrolled at the post-secondary level were, on average, 28.4 years old.
- One-third of the students were married for most of the time they were enrolled in the program and about one-half supported dependents.
- Just prior to enrolling in the program, 71.1% were living on-reserve.

Courses Selected

- PSEAP students primarily enrolled in community colleges (60.7%).
- The most common program was two years in duration (35.7%)
- The most common fields of study, for students in colleges/technical institutes, were business and commerce, followed by social sciences and services and arts. For students in universities, the main fields of study were social sciences, followed by education, physical

education, recreation and leisure programs. Noticeably lacking were students enrolled in science and health care.

Patterns of Success

- The proportion of graduates was highest among students enrolled in programs of less than 2 years. Up to 72% of these students graduated as compared to 44.6% of students in 2-to-3 year programs, and 39.9% in programs of 4 or more years.
- Graduates were more likely to have been married at some point (56.9%) than never married (43.1%). Most (68.1%) of the students who withdrew from the program had never married.
- Main reasons given by graduates for their successful completion of studies were personal ambition (39.4%) and interest in the subject of study (20.4%).
- Students who withdrew typically (55.9%) reported they had completed half or more than half of their program. Most (65.5%) said they were very likely to return to their studies within 2 years.
- Reasons given by those who withdrew varied, including family responsibilities (22.8%), lack of money (15.2%), health (12.5%) and stress (10.3%). Some students (13.4%) reported they withdrew because they had or were offered a full or part time job.
- The proportion of female students was 68.7% in the study sample, slightly higher among graduates (74.2%) and slightly lower among withdrawals (62.3%).

Post-Program Experiences

- **Finding a job:** After leaving the program, 10.8% of graduates and 13.2% of withdrawals did not look for work. The remainder, 86.9% of graduates and 92.4% of withdrawals found a job. Approximately one-half of those who found employment are still at their first job and the average number of jobs held by those who have left their first job is 2.6. However, of those who left their first job, a high percentage (77.5% of graduates and 84.7% of withdrawals) are not working and looking for work.

- **Relationship between field of study and job:** Graduates, not surprisingly, said that their post-secondary education was much more helpful in finding their first job than did withdrawals. Graduates also tended to state that their first job was more closely related to their field of study than did withdrawals. However, with respect to subsequent jobs, withdrawals found a stronger relationship between their current job and their field of study than did graduates.
- **Residence:** For graduates, 75.1% lived on-reserve immediately prior to enrolling in the program, while following the program, 64.9% of graduates lived on-reserve, 27.1% lived off-reserve and 8.0% had lived in both locations.

Incrementality

The issue of incrementality deals with the measurement of what has happened due to PSEAP, specifically, what impacts have occurred which would not have occurred in the absence of the program.

Enrollment

- Approximately 61.8% of graduates, 63.8% of withdrawals and 68.7% of current students felt that they definitely would not have enrolled in post-secondary studies without the financial assistance provided by PSEAP. Thus, PSEAP was incremental with respect to enrollment for over 60% of the participants. This is, by any standard, a significantly large effect, and indicates a major role of the program in encouraging Indian students to enroll in post-secondary institutions.

Program Completion

- Approximately 64.0% of all PSEAP graduates felt that they definitely would not have completed their course of studies without the aid of the program. In other words, like the incremental effect on enrollment, we find a significantly large percentage of graduates (again, over 60%) believed they could not have completed their post-secondary studies in the absence of PSEAP.

Finding a Job

- Approximately 70.2% of graduates and 31.6% of withdrawals felt strongly that their post-secondary education helped them to obtain their first job. Since over 60% of these individuals stated that they would not have enrolled without PSEAP, it can be extrapolated that PSEAP was strongly incremental in helping about 20% of withdrawals and 43% of graduates to obtain their first job.

ANNEX C

EXECUTIVE SUMMARY

**POST-SECONDARY EDUCATION ASSISTANCE
PROGRAM (PSEAP) EVALUATION -
SECONDARY ANALYSIS
(ATLANTIC REGION): FINAL REPORT**

PREPARED BY EKOS RESEARCH ASSOCIATES LTD.

**Post-Secondary Education
Assistance Program (PSEAP)
Evaluation - Secondary Analysis
(Atlantic Region)**

Final Report

March 3, 1989

Submitted to:

**Ms. Allison Fader
Evaluation Officer
Evaluation Directorate
Indian and Northern Affairs Canada
10 Wellington Street, Room 1950
Ottawa, Ontario
K1A 0H4**

Prepared by:

Ekos Research Associates Inc.

**237 Argyle Avenue, Suite 200
Ottawa, Ontario K2P 1B8
(613) 235-7215**

**398 King Street East
Toronto, Ontario M5A 1K9
(416) 861-1353**

EXECUTIVE SUMMARY

Indian and Northern Affairs Canada (INAC) is conducting an evaluation of the Post-Secondary Education Assistance Program (PSEAP), which provides financial assistance to eligible Indians and Inuit for their post-secondary education. This report presents the findings of one component of the evaluation.

This study consisted of the following:

- o an examination of statistics on Native student participation rates and completion rates in the Atlantic Region;
- o structured interviews with three INAC officials at the Atlantic regional office, three Native college/university student counsellors, and seven Band education counsellors and administrators;
- o a focus group with former PSEAP participants who are currently employed by the Department; and
- o a review of a comparable educational assistance program offered by the U.S. Bureau of Indian Affairs.

The findings indicate that PSEAP has been effective in achieving its objective of increasing Native student participation rates. The financial assistance has greatly improved students' access to post-secondary study. However, other influences on participation rates were also identified, including improved elementary and high school counselling, more role models for youths, and greater Indian control of Indian education.

In contrast, a related program, the University and College Entrance Preparation Program (UCEP), does not appear to have been effective in increasing participation rates. Interviewees expressed much concern regarding the adequacy of selection procedures for UCEP participants and the program's ability to meet students' needs in the maritime provinces.

There were three major suggestions for how the completion rates of PSEAP and UCEP participants could be improved. First, students' skills in basic academic areas and in communication (written and oral) need to be improved so that they are adequately prepared for post-secondary study. Second, the screening of applicants to the programs needs to be refined so that only those with sufficient aptitude and interest in post-secondary study are admitted. Third, there is a great need for improved counselling and support for Native students at all levels in the education system, including post-secondary.

Other major findings include the following:

- o Although B.A., B.Ed., and B.S.W. programs have been most frequently taken by PSEAP participants in the Atlantic Region, there is a shift toward more diversity and more specialization in course choices;

- o The major factors influencing students' course choices include the desire to get a job, personal interest, the desire to contribute to the Indian people, high school counselling, and parental influence;
- o Most interviewees estimated that 41 to 100 per cent of PSEAP students graduate and zero to 40 per cent drop out; there was a great deal of variation in their estimates of how many UCEP participants graduate and drop out;
- o Characteristics which seem to distinguish successful from unsuccessful PSEAP students include maturity, clear goals for their education, academic aptitude, a high level of interest and motivation, and support from parents and peers; similar factors characterize successful UCEP participants;
- o Key reasons for PSEAP students dropping out are insufficient academic ability, a lack of motivation and goals; feelings of alienation and homesickness, adjustment problems, and family responsibilities; most interviewees could not identify reasons for UCEP participants dropping out, due to their limited experience with these students;
- o Post-secondary programs in which graduates have been most successful at finding work include education, social work, counselling, nursing, business administration and engineering; programs in general arts and Native studies were identified as least likely to lead to related work;
- o More drop-outs than graduates return to reserves following post-secondary study; most explanations for this trend focused on the difficulty graduates have in being accepted back on the reserve;
- o Although mixed opinions were expressed, it seems that women may have slightly higher completion rates than men; explanations for this gender difference centred on Native sex role expectations;
- o Although mixed opinions were expressed, it appears that participants from urban areas might have slightly higher completion rates than those from rural or remote areas due to their greater familiarity with the white education system and culture;
- o It is difficult to draw any conclusions regarding unique characteristics of Bill C-31 participants because there have been so few to date; and
- o University counsellors and Band education staff expressed a need for the following PSEAP results information: statistics on the number of Native students enrolled in post-secondary education, the number in different programs who find jobs, and the types of jobs they find; information on students' grades, academic strengths and weaknesses, and needs; and a measure of the university community's expectations for Native students as compared to non-Native students.

ANNEX D

EXECUTIVE SUMMARY

**REVIEW OF POST-SECONDARY EDUCATION ASSISTANCE
PROGRAMS IN MANITOBA AND SASKATCHEWAN**

PREPARED BY PRICE WATERHOUSE (WINNIPEG)

INDIAN AND NORTHERN AFFAIRS CANADA

REVIEW OF POST-SECONDARY EDUCATION
ASSISTANCE PROGRAMS IN MANITOBA
AND SASKATCHEWAN

June 12, 1989

EXECUTIVE SUMMARY

The Post-Secondary Education Assistance Program (PSEAP), which is funded by Indian and Northern Affairs Canada (INAC), provides financial assistance to eligible Indians and Inuit in assisting them to prepare for and acquire post-secondary education. This report presents the findings of a review of this program, covering the current year and the previous two years in Manitoba and Saskatchewan. Included in the study were Treaty Indians, Inuit and Bill C-31 individuals. The study was comprised of a review of similar previous evaluations and of baseline data of a sample of bands in Manitoba and Saskatchewan, structured telephone interviews with college counsellors, band counsellors, tribal council administrators and regional INAC officials, and a focus group session with funded students.

The four major topic areas addressed in this review were the achievement of program objectives, the courses taken, patterns of success and failure and program outcomes.

Key findings for each topic area include the following:

Program Objective Achievement

- . In Saskatchewan, participation levels increased by 9.3% over the three year period primarily attributable to increases in the Bill C-31 segment.
- . Respondents to the telephone interviews generally indicated an increase in program participation.
- . Participation in the University and College Entrance Preparation (UCEP) portion of the program has tended to decrease.
- . In Saskatchewan, approximately twice as many women are enrolled in the program than are men.



Courses Taken

- . Students continue to choose arts and education faculties to the largest extent (around 60% of students).
- . The main reason given for a student's choice of courses is the desire to get a job. Lack of exposure on reserves to a wide range of occupational areas and insufficient grade school background in the sciences and mathematics limits Native students' selection of courses of study.

Patterns of Success and Failure

- . Maturity attributes such as commitment and personal motivation rated most highly as required success factors, followed closely by family support and family environment.
- . Women are believed to be somewhat more successful in completing their studies because of a stronger personal commitment to obtaining a post-secondary education.
- . Urban students were seen to be somewhat more successful in terms of completion and securing employment, primarily because of better academic preparation and assimilation to the urban and university environment.
- . The absence of a strong personal commitment was cited as the major reason why students drop out of post-secondary education.
- . Respondents to the telephone interviews generally believed the drop out rate to be less than 40%.

Program Outcomes

- . Respondents to the telephone interviews generally believed that 60% to 80% of graduates found employment, while generally fewer than 60% of non-graduates found jobs.
- . Employment was mostly found in those professions that are prevalent on reserves: teachers, social workers and band administrators.
- . Graduates with teaching degrees were more likely to find jobs related to their field of training than other occupations.
- . From the response to the telephone interviews, it would appear that at least one-half or more of graduates and non-graduates return to their reserves.

