

INDIAN AND NORTHERN AFFAIRS CANADA

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

MARCH 16, 1989

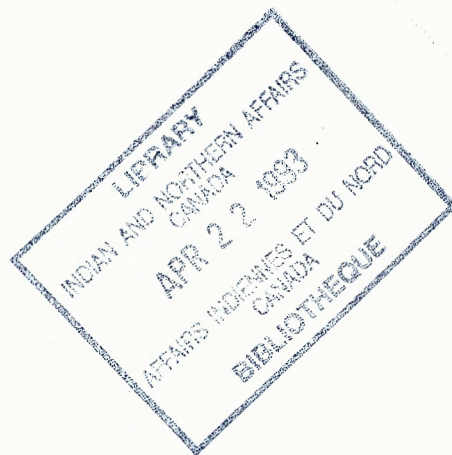
E96.65
.M36
C38
c.1

E96.1
M36
C38
c.1

INDIAN AND NORTHERN AFFAIRS CANADA

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

MARCH 16, 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, a telephone survey of 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.

Program Objective Achievement

- . In Saskatchewan, participation levels increased by 9.3% over the three year period with the largest increase in the Bill C-31 segment.
- . Respondents to the telephone survey 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 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 survey generally believed the drop out rate to be less than 40%.

Program Outcomes

- . Respondents to the telephone survey generally believed that 60% to 80% of graduates found employment, while generally less 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 survey, it would appear that at least one-half or more of graduates and non-graduates return to their reserves.



SOMMAIRE EXECUTIF

Le Programme d'aide à l'éducation postsecondaire (PAEP) financé par Affaires indiennes et du Nord Canada (AINC) vise à aider financièrement les Indiens et Inuit admissibles à poursuivre des études postsecondaires et à s'y préparer. Le présent rapport décrit les constatations d'une revue de l'application de ce programme au Manitoba et en Saskatchewan pendant l'année en cours et les deux années antérieures. L'étude portait sur les Indiens inscrits, les Inuit et les personnes visées par le projet de loi C-31 et comprenait la revue d'évaluations antérieures semblables et de données de base fournies par un échantillon de bandes du Manitoba et de Saskatchewan, ainsi que par un sondage téléphonique auprès de conseillers pédagogiques, de conseillers de bande, d'administrateurs de conseil de tribu et de dirigeants régionaux d'AINC, et par un groupe de travail formé de boursiers.

Les quatre principaux sujets couverts par l'étude ont été l'atteinte des objectifs du programme, les cours suivis, les profils de réussite et d'échec et les retombées du programme.

Atteinte des objectifs du programme

- . En Saskatchewan, la participation a progressé de 9,3 % depuis trois ans. La plus forte hausse a été constatée chez les personnes visées par le projet de loi C-31.
- . De façon générale, les répondants au sondage téléphonique font état d'une participation accrue au programme.
- . La participation au volet Préparation à l'entrée à l'université et au collège tend à régresser.
- . En Saskatchewan, la participation des femmes au programme est près du double de celle des hommes.

Cours suivis

- . Les étudiants continuent de s'inscrire surtout à des programmes offerts par les facultés des arts et de l'éducation (environ 60 % des étudiants).



. Les choix de cours des étudiants sont motivés surtout par le désir de trouver un emploi. La méconnaissance d'un grand nombre de domaines d'occupation dans les réserves, ainsi qu'une préparation insuffisante en sciences et en mathématiques, restreignent les choix de cours que font les étudiants autochtones.

Profils de succès et d'échec

. Les caractéristiques propres à la maturité personnelle, comme le sens de l'engagement et la motivation personnelle, ont reçu les cotes les plus élevées à titre de facteurs de succès, suivies de près par le soutien de la famille et le milieu familial.

. Les femmes paraissent avoir plus de facilité à terminer leurs études, en raison d'un engagement personnel plus intense face aux études postsecondaires.

. Les étudiants venant de milieux urbains connaissent un taux de succès légèrement supérieur, en ce qui concerne l'achèvement des études et l'obtention d'un emploi, en raison surtout d'une meilleure préparation scolaire et d'une meilleure assimilation au milieu urbain et à la vie universitaire.

. L'absence d'engagement personnel ferme a été mentionnée à titre de principale cause d'abandon des études postsecondaires.

. Les répondants au sondage téléphonique croient, de façon générale, que le taux d'abandon est inférieur à 40 %.

Retombées du programme

. De façon générale, les répondants au sondage téléphonique estiment que de 60 % à 80 % des diplômés trouvent un emploi, mais que moins de 60 % des non-diplômés en trouvent un.

. Les emplois appartiennent principalement aux professions les plus connues dans les réserves : enseignants, travailleurs sociaux et administrateurs de bande.

. Les diplômés en enseignement trouvent plus souvent des emplois liés à leur domaine de formation que ceux qui ont fait des études dans d'autres domaines.

. D'après les réponses au sondage téléphonique, il semble qu'au moins la moitié des diplômés et des non-diplômés retournent dans leurs réserves.



SYNOPSIS

The Post-Secondary Education Assistance Program (PSEAP) has been in existence in its present form since 1975. The program, funded by Indian and Northern Affairs Canada (INAC), provides financial assistance to eligible Indians and Inuit to assist them in preparing for and acquiring post-secondary education. The program has three main components, two of which were reviewed in this study:

- . the Student Assistance Program which provides financial support for post-secondary education. (This component is commonly referred to as "PSEAP"); and
- . the University and College Entrance Preparation (UCEP) Program which provides financial assistance for entrance preparation programs into post-secondary institutions.

These two components, as well as the third smaller component, fund about 14,000 students annually with an estimated expenditure in 1988-89 of \$131 million.

The review covers program activities in the current year and over the previous two years in Manitoba and Saskatchewan, and includes Treaty Indians, Inuit and Bill C-31 individuals. By design, the review is intended to bring out a variety of views on four major issues. These views were obtained from a small sampling of individuals and do not necessarily represent the views of the population of Natives in the study region.

Four major data collection methodologies were utilized in this study. These were:

- . a review of five similar previous evaluations that included participation and completion data;



- . a review of baseline data of a sample of bands in Manitoba and Saskatchewan;
- . a telephone survey questionnaire of fifty-one people which included college counsellors, band counsellors, tribal council administrators and regional INAC officials; and
- . a focus group session with students who are funded under the program.

Four major questions were addressed in this study:

1. To what extent has the program objective of increasing participation rates been achieved?

A principal objective of the program is to increase levels of post-secondary education participation.

From the literature review, compared to other Canadians, Indians had a lower post-secondary enrollment rate in 1981. The literature reviewed also indicated that in 1980 to 1983, national participation in PSEAP increased by an average of 16.7% per year; however, Manitoba participation during 1979 to 1983 generally appears to have decreased.

The review of baseline data indicates that in Saskatchewan participation levels increased by 9.3% over the three year period (1986 to 1989), with the largest increase in the Bill C-31 segment. The Manitoba data is inconclusive in that it represents a relatively small sample.

The telephone survey respondents generally indicated an increase in program participation although they did not have any statistical data. They also responded 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. It appears that some students are enrolling prematurely in the PSEAP program because access to the preparatory component is limited.



Participation rates among females appears to be increasing. In 1981, the review of literature reported about an equal proportion of males and females enrolled in post-secondary education. The current enrollment statistics obtained for Saskatchewan would indicate participation by approximately twice as many females as males.

2. What courses have been taken? What are the factors influencing enrollment in the courses taken?

Consistent with the review of literature, responses to the telephone survey questionnaire showed that students continue to choose arts and education faculties to the largest extent (around 60%). The choice of these areas of study is due to the following factors:

- . lack of exposure to other occupational areas on reserves;
- . poor grade school preparation in the sciences and mathematics (Admission to most professional faculties requires a strong foundation in these subjects.); and
- . aboriginal culture tends to focus on spiritual based customs and beliefs, and often down plays the role of science.

No significant differences in course selection were noted in the baseline statistics and the telephone survey questionnaire between Treaty Indian students and Bill C-31 students.

In the opinion of the respondents to the survey questionnaire, the main reason for a student's choice of courses is the desire to get a job. This was supported in the focus group session, although not supported in the literature review. A major motivation found in all sources is a "desire to help Native people and personal interest". No differences between Treaty Indian students and Bill C-31 students were noted in regard to reasons for course selection.



3. Are there established patterns as to which participants succeed? What are the reasons people drop out?

Success factors in completing their academic studies are not different among PSEAP, UCEP or Bill C-31 students. Maturity attributes such as commitment and personal motivation rated most highly as required success factors, followed closely by family support and family environment. The absence of these success factors was cited as the principal reason for students dropping out, as well as lack of proper academic foundation in English and mathematics.

Financial difficulty was also given as a reason for dropping out, and appeared to be a more prevalent reason cited by students during the focus group meetings and in the literature review.

Completion data were not available for this program from the sources reviewed. Generally, completion data are difficult to obtain for any post-secondary programs. From the telephone survey, respondents indicated that completion rates were no different than the general population. This finding was supported in the literature review. Female students were generally more successful due to a higher incidence of those success characteristics noted above. The consensus of opinion from the telephone survey would indicate that 80% of the respondents believed the overall drop out rate to be less than 40%. The literature review indicated that approximately 5% to 30% of students drop out.

4. What happens to students who graduate and to those who do not graduate?
 - a) What percentage find jobs? Are jobs related to their field of study?

A large portion of respondents to the telephone survey could not comment on the career outcomes of graduates and non-graduates. However, from those comments received, it was believed that a high percentage (60% to 80%) of graduates do find employment, and mostly in those professions that are prevalent on reserves: teachers, social



workers and band administrators. The review of literature would support these findings as those studies reported employment rates of 79% to 90% for graduates.

From the telephone survey questionnaire, it was found that graduates with teaching degrees were more likely to find jobs related to their field of training than other occupations. Non-graduates generally do not find as rewarding occupations as those who graduate and are generally less likely to find employment. Those graduates who do return to the reserve make significant contributions to the community. A very frequently cited contribution was the role model for others that they establish.

b) What percentages return to reserves?

Although inconclusive, from the response to the telephone survey it would appear that at least one-half or more of graduates and non-graduates return to their reserves. The review of literature indicated that approximately two-thirds return to the reserves.

c) Are there differences between women and men participants?

Respondents to the telephone survey questionnaire could not comment on differences between women and men in terms of employment outcomes. As noted previously, there were differences between women and men in terms of participation and completion.

d) Are there differences between participants from urban and rural areas?

Post-secondary students from urban environments were seen to be more successful in terms of completion rates and somewhat more successful in securing employment. The major reasons for these higher success rates were because urban students did not experience the dramatic social adjustment



that rural students often underwent, and urban students were generally better academically prepared.



INDIAN AND NORTHERN AFFAIRS CANADA

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

TABLE OF CONTENTS

	<u>PAGE</u>
I. INTRODUCTION	1
II. METHODOLOGY	3
1. Review of Similar Previous Evaluations	3
2. Review of Baseline Data.	4
3. Telephone Survey Questionnaire	4
4. Focus Group Interview	6
III. FINDINGS	7
1. Participation in PSEAP and UCEP	7
2. Choice of Courses	10
3. Completion of Post-Secondary Studies	17
4. Career Outcomes of Graduates and Non-graduates	23
5. Differences Between Men and Women	27
6. Differences Between Students of Urban and Rural Origin	28
7. Alternatives in the Absence of PSEAP	30



TABLE OF CONTENTS, continued

IV. SUGGESTIONS FOR IMPROVEMENTS	30
1. Improvements for Data Collection	30
2. Improvements for PSEAP	31
BIBLIOGRAPHY	35

TABLES

1: PROFILE OF RESPONDENTS TO PSEAP TELEPHONE SURVEY	5
2: PSEAP, UCEP AND BILL C-31 PARTICIPATION RATES	9
3: DISTRIBUTION OF COURSES TAKEN, MANITOBA	12
4: DISTRIBUTION OF COURSES TAKEN, SASKATCHEWAN (BILL C-31 STUDENTS, PSEAP)	13
5: DISTRIBUTION OF COURSES TAKEN, SASKATCHEWAN (PSEAP STUDENTS)	13
6: MANITOBA PARTICIPANTS BY INSTITUTION	14
7: SASKATCHEWAN PARTICIPANTS BY INSTITUTION	15
8: SURVEY QUESTIONNAIRE RESPONDENTS OBSERVATIONS ON COURSES OF STUDY MOST FREQUENTLY TAKEN BY PSEAP STUDENTS	16
9: TELEPHONE SURVEY RESPONDENTS PERCEIVED DROP OUT RATES FOR PSEAP AND UCEP-FUNDED STUDENTS	21
10. TELEPHONE SURVEY RESPONDENTS' OPINIONS ON CAREER OUTCOMES OF GRADUATES AND NON-GRADUATES RETURNING TO RESERVES	26

APPENDIX A: REVIEW OF SIMILAR PREVIOUS EVALUATIONS



INDIAN AND NORTHERN AFFAIRS CANADA

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

I. INTRODUCTION

The Post-Secondary Education Assistance Program (PSEAP) began in its present form in 1975. The program, funded by Indian and Northern Affairs Canada (INAC), provides financial assistance to eligible Indians and Inuit to assist them in preparing for and acquiring post-secondary education. Some 14,000 students are enrolled annually with expenditures during the current fiscal year estimated to be \$131 million.

Three major components are involved in the PSEAP program:

- . the Student Assistance Program, which provides financial support for attendance in post-secondary institutions. (This component is commonly referred to as "PSEAP");
- . the University and College Entrance Preparation Program, which provides financial assistance for preparation programs for entrance into post-secondary institutions. (This component is commonly referred to as "UCEP"); and
- . the Institutional and Special Programs support, which funds Indian-controlled and other post-secondary institutions for developing and implementing special post-secondary education programs.

The objective of this review is to address four 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 enrollment 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 percentage 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?

This review covers two program components:

- . the Student Assistance Program (PSEAP); and
- . the University and College Entrance Preparation Program (UCEP).

The review collects data from the current and previous two federal government fiscal years (1986-87, 1987-88 and 1988-89), from selected Indian bands and tribal councils in Manitoba and Saskatchewan.

This review is one of three studies being conducted on a national basis. The major study is a Survey of Students, to which this study, and a similar study covering the Atlantic region of Canada, are intended to provide supplementary information. In this regard, this report should be interpreted in relation to the more rigorous Survey of Students.



II. METHODOLOGY

Four areas of data collection were used in this evaluation:

- . a literature review and summarization of previous similar evaluations and reviews;
- . a compilation of baseline data for representative Indian bands;
- . administration of a survey questionnaire among education counsellors in Indian bands or tribal councils, Indian education counsellors at post-secondary institutions and regional Indian and Northern Affairs Canada (INAC) education administrators; and
- . a focus group interview with Indian students currently enrolled in the PSEAP and UCEP programs at the University of Winnipeg.

1. Review of Similar Previous Evaluations

A review of five similar studies that dealt with participation and completion in post-secondary education was conducted. These studies are as follows:

- . *Post-Secondary Education Assistance Evaluation Study*, The DPA Group Inc., January 1985;
- . *An Overview of the Educational Characteristics of Registered Indians in Canada*, Jeremy Hull, The Working Margins Consulting Group, 1987;
- . *An Overview of Registered Indian Conditions in Manitoba*, Jeremy Hull, Lithwick Rothman Schiff Associates Ltd., 1987;
- . *Student Financial Assistance Program in British Columbia*, Price Waterhouse, Vancouver, October 1988; and
- . *Summative Evaluation of the Native Indian Teacher Education Program*, F. C. Pepper, U.B.C., January 1988.



With the exception of the fourth report, all of the studies dealt with Native students. The summary appears in Appendix A.

2. Review of Baseline Data

Baseline data for the current and previous two years were obtained for six Indian bands/tribal councils in Manitoba representing twenty-one of the sixty bands in the province. In Saskatchewan, data were obtained for all sixty-eight bands in the province. These data were provided by the regional INAC offices in each province.

In Manitoba, data for the following bands, tribal councils or education authorities were used:

- . Keeseekoowenin Tribal Council;
- . South East Resource Development Council;
- . West Region Tribal Council;
- . Norway House Indian Band;
- . Cross Lake Education Authority; and
- . Interlake Tribal Division for Schools.

The Manitoba data contained numerous inconsistencies from band to band and from year to year within bands. As a result, those data are not reliable. The data obtained from Saskatchewan, however, were quite complete and are more reliable.

3. Telephone Survey Questionnaire

A telephone survey questionnaire was conducted amongst fifty-one university and college counsellors, band education counsellors, tribal



council education administrators and regional INAC officials. Table 1, following, outlines the distribution of interviews.

TABLE 1

Profile of Respondents to PSEAP Telephone Survey

<u>Occupation of Participants</u>	<u>Manitoba</u>	<u>Saskatchewan</u>	<u>Total</u>
University/College Counsellors	6	11	17
Band Education Counsellors	12	11	23
Tribal Council Education Administrators	4	1	5
Regional INAC Officials	<u>3</u>	<u>3</u>	<u>6</u>
TOTAL	<u>25</u>	<u>26</u>	<u>51</u>

Ten of the above respondents had been in their present jobs for eleven or more years, twenty-five for between six and ten years, while sixteen had been in their present jobs for five years or less.

Thirty-eight respondents had dealt with less than 1,000 PSEAP-funded students, while forty-five had personally dealt with less than 1,000 UCEP-funded students.

The survey questionnaires administered to these respondents were provided by INAC. Three questionnaires were used:

- . one for university/college counsellors and band education counsellors;
- . one for tribal council education administration; and
- . one for regional INAC officials.

The three questionnaires covered the same topic areas, but had some wording and content modifications representing varying relationships to the program and to the students.



Respondents to the survey questionnaire generally had difficulty in responding to quantitative questions. As a result, the findings had quite broad categories in these areas. They had particular difficulty in identifying what graduates and non-graduates do following their post-secondary education experiences. A major contributing factor to the difficulty in responding to questions about the ultimate destination of students was the lack of definition between a graduate and a non-graduate, as program participants often took a considerable period of time to complete their studies and frequently took substantial breaks between periods of university attendance.

Caution should be taken when reviewing and interpreting the following findings, as the data only represent a small sample of individuals. Again, the primary intent of these data and this review is to gain a perspective on the range of responses to the four review questions. It should be interpreted in relation to the more rigorous Survey of Students.

4. Focus Group Interview

A focus group interview was held at the University of Winnipeg, Native Student Lounge. The nine participants, three of whom were women, were all members of the University of Winnipeg, Native Students Association. One male participant was UCEP funded; the remainder were PSEAP funded.

Participants were recruited through a posted bulletin in the lounge. All those who wished to participate were allowed to present their views (i.e., no selection of participants was made). Participation was on a voluntary, non-paid basis. Due to the late afternoon meeting time, food was provided.



The purpose of the focus group was to provide some background to the other data collected in this review. The views and opinions collected from this focus group represent the views of a very small portion of the Native student population and may not necessarily be in agreement with the views of the entire Native student population.

A second focus group meeting was planned, but was cancelled due to the lack of cooperation among students at several institutions.

III. FINDINGS

1. Participation in PSEAP AND UCEP

Review of Literature

Participation rates at all Canadian colleges and universities in 1987/88 were 17.4% among the general population of 18 to 24 year old Canadians. This participation rate, over the three year period starting in 1985, has been increasing at a rate of 2.8% per year, even though this age category declined by 4.2% over the same period¹. In 1981, registered Indians had a lower post-secondary enrollment rate than other Canadians, but the PSEAP enrollment rate increased at an average annual rate of 16.7% between 1980 and 1983². However, in Manitoba, over the period from 1979 to 1983, a sharp decline in all Native continuing education enrollment occurred³. During 1987, non-Indians were three times as likely to be

¹ Price Waterhouse, *Student Financial Assistance Program in British Columbia* (Vancouver: Price Waterhouse, October 1988), p. 15.

² The DPA Group Inc., *Post-Secondary Education Assistance Evaluation Study* (Indian and Northern Affairs Canada, January 1985), p. 82.

³ Jeremy Hull, *An Overview of Registered Indian Conditions in Manitoba* (Lithwick Rothman Schiff Associates Ltd., 1987), p. 91.



enrolled in university and twice as likely to be enrolled in non-university post-secondary education as are Indians in Canada⁴.

Baseline Data

Participation rates in Saskatchewan have increased by about 9.3% over the three year period reviewed. The Manitoba data, which may not be reliable, shows a decrease in the first year and essentially no change from the second to third year (Table 2). Bill C-31 student enrollment had consistently large increases in both provinces and accounted for the majority of the overall increases in enrollment. UCEP participation tended to generally decrease in both provinces.

⁴ Jeremy Hull, *An Overview of the Educational Characteristics of Registered Indians in Canada* (Winnipeg: The Working Margins Consulting Group, 1987), pp. 67-68.



TABLE 2

PSEAP, UCEP and Bill C-31 Participation Rates, 1986 to 1989*

	-----1986-87-----			-----1987-88-----			-----1988-89-----		
	<u>Male</u>	<u>Female</u>	<u>Total</u>	<u>Male</u>	<u>Female</u>	<u>Total</u>	<u>Male</u>	<u>Female</u>	<u>Total</u>
<u>Manitoba</u>									
PSEAP	190	241	431	141	214	355	131	198	329
UCEP	39	40	79	33	60	93	25	30	55
C-31 (total)			<u>37</u>			<u>86</u>			<u>136</u>
Total all categories, Manitoba			<u>547</u>			<u>534</u>			<u>520</u>
<u>Saskatchewan</u>									
PSEAP	424	848	1,272	437	847	1,284	444	886	1,330
UCEP	105	155	260	94	114	208	81	132	213
C-31	<u>46</u>	<u>94</u>	<u>140</u>	<u>56</u>	<u>137</u>	<u>193</u>	<u>81</u>	<u>204</u>	<u>285</u>
Total all categories, Saskatchewan	<u>575</u>	<u>1,097</u>	<u>1,672</u>	<u>587</u>	<u>1,098</u>	<u>1,685</u>	<u>606</u>	<u>1,222</u>	<u>1,828</u>

*Source: See methodology "Review of Baseline Data", page 4.

Female participation exceeded male participation in both provinces. In Saskatchewan, approximately twice as many females were enrolled than males.

Survey Questionnaire

In the opinion of the majority of respondents (forty-two of fifty-one) to the telephone survey questionnaire, the PSEAP component has been successful in achieving an increase in Native participation in post-secondary education. However, no firm statistics on participation levels were available.



A smaller proportion, but still a majority of respondents (thirty-four), indicated that, in their opinion, the UCEP component was as successful as the PSEAP.

Many of those interviewed said that participation in UCEP would be considerably higher if more funding were available under this program. In their opinion, many participants in the PSEAP program should have been enrolled in the UCEP program, but, because of limited funding in the UCEP program, students were forced into the PSEAP prematurely. (UCEP funding may be limited because funds are expended in the following priority: continuing PSEAP students, PSEAP deferrals from previous fiscal year, first-time PSEAP students who are high school graduates or mature students, UCEP post graduate and professional programs.)

Focus Group Interview

Focus group participants perceived an increasing use of PSEAP and UCEP, particularly among older individuals who were not satisfied with their current employment opportunities.

2. Choice of Courses

Review of Literature

Across Canada, Natives were most often enrolled in general and preparatory courses followed by education and social sciences. While enrollment in university Bachelor of Arts programs has been increasing, other areas, such as technical training, have been decreasing slightly. The distribution of Indians in post-secondary fields of study strongly



reflected stereotypes with more than half of the women in social sciences, teaching and clinical fields⁵.

The following three reasons ranked as very important for enrolling in post-secondary education:

- . to learn more;
- . self improvement; and
- . to contribute to Indian people⁶.

Baseline Data

Arts and Science faculties, followed by Education, predominated the course selections in both provinces (Tables 3, 4 and 5). This trend was also evident when comparing Bill C-31 students to other PSEAP students in Saskatchewan, although other PSEAP students tended to have lower percentage enrollments in these faculties. In Saskatchewan, a much higher percentage of other PSEAP students were enrolled in professional faculties (Law, Business, Agriculture and Pre-medicine) than Bill C-31 students. In Saskatchewan, a significant number of other PSEAP students were enrolled in "Business" education programs. The exact nature of the business courses is not known.

In Saskatchewan, more Bill C-31 students chose nursing than other PSEAP students.

When comparing enrollments from year to year, there is a general trend

⁵ Hull, *An Overview of the Educational Characteristics of Registered Indians in Canada*, pp. 72-73.

⁶ The DPA Group Inc., pp. 87-93.



of decreasing enrollment percentages in the "traditional" faculties -- Arts, Science and Education -- particularly over the last year.

TABLE 3

Distribution of Courses Taken

Manitoba*

	<u>1986</u>	<u>1987</u>	<u>1988</u>
Arts/Science	38%	45%	36%
Education	16%	20%	19%
Social Work	3%	1%	2%
Nursing	2%	2%	2%
Theology	-	2%	-
Post Graduate	2%	1%	1%
Other	40%	29%	39%
n =	404	303	314

*Source: See methodology "Review of Baseline Data", page 4.



TABLE 4

Distribution of Courses TakenSaskatchewan (Bill C-31 Students, PSEAP)*

	<u>1986</u>	<u>1987</u>	<u>1988</u>
Arts/Science	31%	31%	27%
Education	32%	32%	22%
Social Work	6%	6%	6%
Nursing	8%	7%	13%
Theology/Native Studies	3%	2%	3%
Post Graduate	1%	2%	4%
Professional**	10%	8%	14%
Other	9%	12%	11%
n =	129	182	283

* Source: See methodology "Review of Baseline Data", page 4.

**Professional categories include Law, Business, Agriculture and Pre-medicine.

TABLE 5

Distribution of Courses TakenSaskatchewan (PSEAP Students)*

	<u>1986</u>	<u>1987</u>	<u>1988</u>
Arts/Science	24%	29%	24%
Education	30%	30%	24%
Social Work	7%	6%	11%
Nursing	2%	4%	3%
Theology/Native Studies	3%	3%	4%
Post Graduate	1%	1%	2%
Professional**	15%	12%	22%
Other	18%	15%	10%
n =	1,272	1,279	1,311

* Source: See methodology "Review of Baseline Data", page 4.

**Professional categories include Law, Business, Agriculture and Pre-medicine.



In Manitoba, the University of Brandon had the highest percentage of program participant enrollment (Table 6), while in Saskatchewan the University of Saskatchewan had the highest enrollment (Table 7). However, in Saskatchewan, the Saskatchewan Indian Federated College appears to have increased enrollment (as did "Other" colleges) at the expense of Kelsey Institute, University of Saskatchewan and, particularly, the University of Regina.

TABLE 6

Manitoba Participants by Institution*

<u>Institution</u>	<u>1986</u>	<u>1987</u>	<u>1988</u>
University of Winnipeg	8%	11%	12%
Brandon University	35%	31%	40%
University of Regina	2%	3%	3%
University of Manitoba	17%	17%	14%
Success Commercial College	2%	1%	1%
Red River Community College	6%	10%	7%
Assiniboine Community College	4%	5%	3%
Saskatchewan Federated Indian College	2%	3%	3%
Other	22%	20%	18%
n =	448	354	336

* Source: See methodology "Review of Baseline Data", page 4.



TABLE 7

Saskatchewan Participants by Institution*

<u>Institutions</u>	<u>1986</u>	<u>1987</u>	<u>1988</u>
Saskatchewan Indian Federated College	10%	17%	27%
Saskatchewan Indian Inst. of Technology	5%	1%	1%
University of Saskatchewan	31%	34%	28%
University of Regina	22%	14%	7%
Lakeland Community College	2%	2%	1%
Kelsey Institute	12%	1%	1%
Robertson Business College	3%	1%	2%
University - Other	7%	8%	7%
College - Other	18%	22%	26%
n =	1,265	1,184	1,343

* Source: See methodology "Review of Baseline Data", page 4.

It should be noted that, in the foregoing data, the total numbers of students shown in the various tables do not match from table to table. This is because of gaps in the data provided.

Survey Questionnaire

The majority of respondents indicated that education, arts (Native studies, history, geography, sociology, psychology) and social work are the courses of study most frequently taken by PSEAP students. Table 8, following, outlines the actual distribution of responses.



TABLE 8

Survey Questionnaire Respondents
Observations On Courses of Study Most Frequently Taken By PSEAP Students

<u>Course of Study</u>	<u>Number of Respondents Indicating Course Most Frequently Taken</u>
Education	21
Arts	15
Social Work	7
Business Administration	5
Science	2
Nursing	<u>1</u>
Total	51 <u> </u>

Most respondents (forty-two of fifty-one) also believed that the choice of courses among Bill C-31 students is the same as for other PSEAP students.

Although many respondents (twenty-six) did not know whether there had been a change over the past ten years with respect to the diversity of programs chosen, twenty respondents (39%) believed that there had been no change in course selection.

Many of these commented that education, arts and social work programs remain the dominant choice of students. Concern was expressed that many students tend not to take science and math-related courses, hence limiting the number of potential graduates in programs such as commerce, engineering, medicine and agriculture. This lack of interest in science courses was predominantly attributed to two factors:

- . the aboriginal culture tends to focus more on spiritual based customs and beliefs, and often down plays the role of science; and



on the reserves, the quality of science education at the elementary, junior high and high school levels was considered to be below that of non-reserve schools. Accordingly, many students are not adequately prepared to take courses of this type at the post-secondary level.

The dominant factor in influencing the choice of courses, as perceived by the respondents, was the desire to get a job, followed by personal interest. Only eight respondents believed that the desire to help Natives was a very important factor influencing the choice of courses.

Focus Group Interview

Most focus group participants indicated that their choice of courses was similar to that of non-Native students -- personal interest. A few students felt that the desire to improve the conditions of Native people on reserves influenced their choice of study.

Their choice of the University of Winnipeg was primarily because of its relatively small size, allowing more personal contact between professors and students.

3. Completion of Post-Secondary Studies

Review of Literature

According to 1981 census data, approximately 6% of the Canadian Indian population had some post-secondary education, compared to almost 21% of other Canadians⁷. In Manitoba, the non-Indian population were more than

⁷ The DPA Group Inc., p. 85.



six times as likely to have completed some post-secondary education as compared to Indians⁸.

Of Indian students first enrolling in training or education programs in 1979 or 1980, slightly more than 14% had graduated by June 1984. Students enrolled in private institutions had the highest graduation rates, while students enrolled in Bachelor's programs had the lowest⁹.

For students withdrawing from post-secondary programs, the most common reasons were "social and personal problems", followed by "academic problems"¹⁰.

Baseline Data

No data were available on PSEAP or UCEP completion rates.

Survey Questionnaire

Three topic areas relating to completion of post-secondary studies were tested in the survey questionnaire.

a) Factors Pertaining to Successful Completion

Eighteen of the fifty-one respondents indicated that strong personal motivation was considered to be the main characteristics of PSEAP and UCEP participants who

⁸ Hull, *An Overview of Registered Indian Conditions in Manitoba*, p. 76.

⁹ Hull, *An Overview of the Educational Characteristics of Registered Indians in Canada*, p. 84.

¹⁰ Hull, *An Overview of the Educational Characteristics of Registered Indians in Canada*, p. 87.



succeed in completing their post-secondary studies. Fifteen responded that strong family support was the major requirement. Many commented that academic success was largely dependent upon the commitment of the individual to his/her studies, combined with a commitment on the part of the immediate family of the student to provide continual support and encouragement.

Six respondents indicated that good academic preparedness was a main characteristic, while five noted that band support and having a positive self-image were major determinants of success.

Although many respondents (twenty-four) did not believe that there were unique characteristics shared by Bill C-31 students that determined their completion rates, eighteen respondents did believe that Bill C-31 students possessed some unique characteristics. Many of these 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.

b) Factors Pertaining to Lack of Successful Completion

Many respondents attributed lack of success in completing post-secondary studies to be a combination of factors.



Sixteen of the fifty-one respondents indicated that lack of motivation was a common characteristic of PSEAP participants who do not successfully complete their post-secondary studies. Lack of motivation encompassed such elements as being unwilling to study or to work hard.

Twelve respondents indicated that family support was critical for many students to succeed. However, this support would be required throughout the entire education of a student, from elementary school to a post-secondary level. Without strong and on-going encouragement from their immediate family, students often become discouraged when encountering academic or adjustment difficulties, whether attending school on or away from the reserve. Without this family support, students are not likely to succeed at any level of schooling.

Twelve respondents indicated poor academic preparation as the major contributing factor for lack of success. Many students are deficient in basic English and mathematics skills, and are often not academically prepared to take post-secondary level programs. This lack of preparedness was the result of some Native students being admitted into university as mature students.

Sixteen respondents indicated that financial problems, indifferent attitude, poor self-image, lack of band support and cultural differences were common characteristics of students who did not complete their post-secondary studies.



Again, respondents (forty-one) believed that there were no unique factors shared by Bill C-31 students funded by PSEAP who do not successfully complete their studies.

c) Factors Influencing Student Drop Out

Survey respondents were not able to provide firm statistics on drop out rates among PSEAP and UCEP-funded students. Table 9, following, outlines the distribution of opinions among survey respondents as to drop out rates.

TABLE 9

Telephone Survey Respondents
Perceived Drop Out Rates for PSEAP and UCEP-Funded Students

<u>Drop Out Percentage Range</u>	<u>Number of Responses</u>
0-20	21
21-40	12
41-80	5
Greater than 80	0
No response	<u>13</u>
Total	<u>51</u>

Problems related to family, finances and the adjustment to a changed environment were most often cited by respondents as explaining why PSEAP participants leave school.

Twenty-five of the fifty-one respondents noted that personal/family problems are very important reasons as to why students drop out. Problems related to family



usually focused on the personal circumstances of students, many of whom are single mothers. These students drop out because of concerns regarding day care and the stresses associated with caring for small children while attending university at the same time.

Eleven of those surveyed indicated that adjustment problems are very important in explaining why students drop out. Students have problems adjusting to the lifestyle of urban centres and the university environment, particularly those students from small, remote communities.

Another eleven respondents noted that problems related to finances are a major factor why students drop out. Many indicated that the funding provided through PSEAP and UCEP was inadequate for the needs of the students, hence, students become discouraged and drop out. They also noted that a number of students have difficulties in budgeting their money and handling credit because of their lack of experience in basic money management.

Only four respondents indicated that students drop out because they cannot handle the workload or left to get a job.

A large portion (forty-three) of respondents indicated that are no reasons for dropping out which are unique to Bill C-31 students funded by the program. The remainder of the respondents said that they did not know of any differences.



Focus Group Interview

The ability to adapt to the urban and university environment was given as the main characteristic required for successful completion, while three reasons were given for participants dropping out:

- . current funding levels for many students is insufficient, causing some students to leave school in frustration;
- . many students feel alienated and isolated in the urban/university environment, prompting some students to return home to the reserve; and
- . most of the students are parents, hence, they have additional responsibilities along with their school work. Many of these students are unable to properly care for their children and attend school at the same time, hence, they drop out.

4. Career Outcomes of Graduates and Non-graduates

Review of Literature

Native post-secondary graduates are generally very successful in securing employment. Between 79% and 90% of graduates¹¹ find employment compared to 86% of all other non-Native graduates¹². The proportion of PSEAP graduates who were employed was considerably higher than drop-outs. In 1980, in Manitoba, Indians with high school completion or further education were twice as likely to be employed than those with nine years of schooling or less¹³.

¹¹ The DPA Group Inc., p. 106.

¹² Hull, *An Overview of the Educational Characteristics of Registered Indians in Canada*, p. 113.

¹³ Hull, *An Overview of Registered Indian Conditions in Manitoba*, p. 115.



Graduates with teaching degrees were most likely to find employment in their fields than were graduates in other areas of study¹⁴.

Baseline Data

No data was available outlining career outcomes for graduates and non-graduates.

Survey Questionnaire

Although a large portion of respondents (twenty-one of fifty-one) did not know what proportion of recent graduates found jobs, seventeen of those surveyed noted that between 61% and 80% of recent graduates have found jobs, while seven respondents indicated that between 81% and 100% of recent graduates have found work. The remainder of the respondents noted that between 21% and 60% of recent graduates have found jobs.

In general, respondents indicated that graduates are most successful in finding jobs as teachers and social workers (twenty-seven respondents indicated teaching, while sixteen of those surveyed noted social work). The remainder of the respondents noted that graduates are most successful in finding work related to nursing, business administration and law enforcement.

A larger portion (thirty-three respondents) of these surveyed did not know of the career outcomes for non-graduates. Twelve respondents indicated that between 21% and 60% of non-graduates found work; four respondents indicated that between 61% and 80% found work. Only two respondents believed that less than 20% of non-graduates found jobs.

¹⁴ The DPA Group Inc., p. 113.



Less than half of the respondents knew whether the jobs taken by non-graduates related to their field of study or even required post-secondary training.

A large percentage of respondents did not know what percentage of graduates and non-graduates returned to the reserves. Seventeen of the twenty-eight respondents who had an opinion on the number of graduates returning to the reserve said that more than 40% returned to the reserve. Fifteen of the twenty-five respondents who had an opinion on the number of non-graduates returning to the reserve said that more than 40% returned to the reserve.

Although nearly one-third (fifteen respondents) did not know how graduates returning to their reserves contribute, twenty-four respondents indicated that the graduates who return to the reserves contribute to their communities as positive role models. They illustrate that they have been able to get an education and succeed in a non-Native culture, encouraging others to attempt to do the same, while twelve respondents noted that the graduates provided a broad range of experience and expertise, providing 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. Table 10, following, outlines the range of career outcomes for graduates and non-graduates that return to the reserve as perceived by the survey respondents. Those non-graduates who obtain employment in band administration were more likely to be in lower level clerical positions.



TABLE 10

Telephone Survey Respondents' Opinions on
Career Outcomes of Graduates and Non-graduates Returning to Reserves

<u>Career Outcome</u>	<u>Number of Responses</u>	
	<u>Graduates</u>	<u>Non-graduates</u>
Teacher	20	--
Band Administration	15	15
Social Worker	6	--
Labourer	--	15
Consultant	4	--
Unemployed	--	7
No response	6	9
Further education	<u>--</u>	<u>5</u>
Total	<u>51</u>	<u>51</u>

Non-graduates returning to the reserves do, however, contribute positively. In the opinion of thirteen of the respondents, although these individuals did not graduate, they still were among the best educated on the reserve and contributed as positive role models.

Focus Group Interview

Focus group participants did not know about career outcomes for graduates and non-graduates, but indicated that graduates represented strong, positive role models on reserves. They indicated that there are very limited employment opportunities on the reserves. Virtually the only economic activity on most reserves is the nursing station, RCMP detachment, Hudson Bay store and the school.



5. Differences Between Men and Women

Review of Literature

The literature review disagrees as to enrollment levels for Native men and women. As reported in a 1985 study conducted by The DPA Group Inc., in 1981 the differences in enrollment rates for Native males and females was minimal, while among other Canadians the full-time enrollment rate was considerably higher for men than for women¹⁵. However, in Manitoba, for the period from 1979 to 1983, 57% of Native students in continuing education courses were women¹⁶.

In terms of success rates, Native women generally had higher success rates than did men¹⁷.

Baseline Data

As can be seen on Table 2, participation levels for women in the program is higher than for men. This trend is particularly evident in Saskatchewan where women outnumber men by approximately two to one.

Survey Questionnaire

About one-half of the respondents (twenty-five of fifty-one) indicated that women have better completion rates than men.

Many indicated that women do better than men because of the differing lifestyle situations of each. Many of the women students, as single

¹⁵ The DPA Group Inc., p. 80.

¹⁶ Hull, *An Overview of Registered Indian Conditions in Manitoba*, p. 89.

¹⁷ Hull, *An Overview of the Educational Characteristics of Registered Indians in Canada*, p. 90.



mothers, have more responsibility and are hence more mature in dealing with the situations associated with being a student. It was also noted that many of the women students with children have a strong motive to complete their education in order to improve the welfare of their children.

However, in terms of success in finding jobs, particularly in relation to their field of study, over three-quarters of respondents (thirty-nine) saw no differences between Native men and women graduates. Of those who noted a difference, five said women were generally more successful, while two said men were more successful.

Focus Group Interview

Most of the participants indicated that there are no differences between Native men and women with respect to completion rates. However, it was noted that women often have more pressures because the majority are single mothers, and therefore they have the added responsibility of caring for young children in addition to completing their school work.

6. Differences Between Students of Urban and Rural Origin

Review of Literature

Very little was found in the literature review to compare students of urban and rural origin except one study in Manitoba which found that twice as many off-reserve Indians in Manitoba had completed some university compared to those living on-reserve¹⁸. This, however, does not necessarily mean that the off-reserve Indians were of urban origin.

¹⁸ Hull, *An Overview of Registered Indian Conditions in Manitoba*, p. 81.



Baseline Data

No data were available that separated students of urban and rural origin.

Survey Questionnaire

Although a large portion of respondents (twenty-one of fifty-one) were not aware of differences between students of urban and rural origin, almost half (twenty-five) indicated that urban originating students do better. Rural participants often encountered considerable adjustment problems when moving from remote communities to the city. As well, rural students generally were not as well prepared for university because of the lower standards of education in reserve schools.

As to success in securing employment, most respondents (twenty-eight) did not know if there were differences between students of urban and rural origin. Eighteen respondents indicated that urban originating students are more successful, primarily because of their greater familiarity with urban lifestyles and values.

Focus Group Interview

Participants indicated that rural originating students generally had more difficulty in adjusting to the university lifestyle. Individuals from far northern areas often come from conditions of great poverty, and have difficulty in adapting to the urban way of life. Many students from remote areas also have language problems, making their university studies more difficult.



7. Alternatives in the Absence of PSEAP

Survey Questionnaire

In the absence of PSEAP and UCEP, nineteen of fifty-one respondents indicated that no Native students would have been able to attend university. Most Native families would have been unable to afford to send their children to post-secondary education facilities, and the students could not afford to go on their own. Another nineteen respondents indicated that while most Native students would have been unable to attend post-secondary institutions without PSEAP and UCEP, a few would have likely succeeded. They would have entered and completed university whatever the obstacles because of their strong motivation and will to succeed.

Eight of those surveyed indicated that Native students would have likely applied for Canada student loans, similar to non-Native students, to finance their education.

IV. SUGGESTIONS FOR IMPROVEMENTS

1. Improvements for Data Collection

No improvements for data collection were given by survey respondents. However, based upon our review, the following suggestions are offered:

- . Data collection at the band level should be standardized across all regions and from year to year.
- . Data collection should include:
 - program component,
 - Band/origin,
 - educational level (for new students),
 - sex, age, marital status, dependents (number),
 - year in program,
 - completion - both advancement into next year plus graduation,



- course of study - a definitive numerically coded list may be developed for this purpose, and
 - institution.
- . This data should be entered in raw form into a computer data base that would allow subsequent re-sorting and analysis.

2. Improvements for PSEAP

The following recommendations were collected from respondents to the telephone survey questionnaire and from the focus group. Care should be taken in their consideration, given that they represent the views of a relatively small sample of individuals. These are not necessarily recommendations that would have been made by Price Waterhouse, Management Consultants. The limited scope of this review does not permit us to provide our recommendations nor did the terms of reference require that our recommendations be provided. The following suggestions for improvement are given merely to provide additional scope and background to the national evaluation being conducted by INAC.

Survey Questionnaire

A wide variety of suggestions were made by respondents for ways to increase the proportion of students who successfully complete post-secondary studies. In general, respondents indicated that more counsellors at university and better education on the reserve were required to increase the completion rates of PSEAP and UCEP-funded students.

Eighteen respondents indicated that more counsellors were needed on site at the university to provide assistance related to school work, as well as with counselling on social and personal issues. Many noted that more individuals were needed to provide remedial services to students,



particularly in helping with reading and writing skills. One respondent indicated that existing Access programs (which provide intensive individual counselling to students on request) should be used as a model to counsel PSEAP and UCEP-funded students. A minority of respondents also noted that counsellors should be given more authority to monitor the progress of students.

Eleven respondents indicated that better education on the reserve was necessary to increase the success of students at post-secondary levels. It was noted that more and better counselling should be provided to students starting at the band level, focusing on the academic and lifestyle skills that will be required in the university environment. More effort should be placed on encouraging academic achievement and attendance at school, beginning at the elementary school level. Many respondents also noted that efforts should be made to improve science-related teaching and facilities in the reserve schools to encourage more students to enter programs such as medicine, engineering, commerce and agriculture.

Other responses received from a relatively few respondents included:

- . increase the living allowance to students;
- . provide orientation sessions to students on city living. This would involve teaching the student such things as how to look for an apartment, how to budget and handle credit, and how to use the transit system;
- . enable students funded through PSEAP and UCEP to take technical courses and training in areas such as carpentry, plumbing and electrical. It was noted that some students go to university strictly because funding is available, even though they would prefer to enroll in a technical course. While students should still be encouraged to attend university, technical training should be a viable option;



- . sponsor a "career day" in band schools to expose students to a wider variety of occupations. A few respondents noted that most Native students select education and social work programs at a post-secondary level because these are virtually the only occupational fields that they have been exposed to in their upbringing. The objective of the career day would be to broaden the scope of Native students in setting career goals, and choosing where and what to study at a post-secondary level;
- . the PSEAP and UCEP funding should be more formula-based. A few respondents noted that attempts should be made to attach greater equity to the distribution of funds to bands, encompassing variables such as the number of students and the distance of the band from a university. It was noted that the current system merely bases funding on past levels of funding with little or no regard to the current and changing needs of individual bands;
- . more local control should be granted to the bands in delivery and administration of PSEAP. A few respondents indicated that band administrators are more aware and sensitive to the needs of individual students than are Indian Affairs officials. While some respondents indicated that more local control was needed, a few respondents expressed concern regarding the trend toward more local control in PSEAP delivery. They indicated that internal politics and nepotism at the individual band level may unduly influence those students selected to participate in the program and/or the level of funding that they receive; and
- . other recommendations included: providing more money for child care; encouraging parents to be more supportive to their children in attending school; and enabling students on reserves to visit and/or take classes in "urban" schools. This should be done at earlier levels, preferably during high school, to familiarize the student with the academic requirements and lifestyle of non-Native schools.



Focus Group

Some focus group participants recommended:

- . The University of Winnipeg should significantly increase its support staff who counsel Native students. More assistance is required to help students with their English skills, general university work and general adjustment to the "urban/university" environment.
- . More money should be provided to day care because between 50% and 60% of students have children.
- . The program should provide incentives for students to find employment while attending university. Currently, there is no incentive as any employment earnings are cut back proportionally from any funding received from PSEAP.
- . A few respondents expressed concerns regarding the home placement of Native students. It was noted that the students would feel more comfortable in a group environment, hence, arrangements should be made to allow Native students to live together while attending school.
- . Native students need to be better prepared socially for the adjustment to urban society. It was recommended that counsellors visit the schools on the reserves and educate the students regarding the lifestyle of urban society.

*** ***** ***** ***** ***

Price Waterhouse

PRICE WATERHOUSE,
MANAGEMENT CONSULTANTS,
WINNIPEG, MANITOBA,
MARCH 16, 1989.



BIBLIOGRAPHY

- The DPA Group Inc. *Post-Secondary Education Assistance Evaluation Study*.
Indian and Northern Affairs Canada, January, 1985.
- Hull, Jeremy. *An Overview of the Educational Characteristics of
Registered Indians in Canada*. Winnipeg: The Working Margins
Consulting Group, 1987.
- Hull, Jeremy. *An Overview of Registered Indian Conditions in Manitoba*.
Lithwick Rothman Schiff Associates Ltd., 1987.
- Pepper, F. C. *Summative Evaluation of the Native Indian Teacher
Education Program*. U.B.C., January, 1988.
- Price Waterhouse. *Student Financial Assistance Program in British
Columbia*. Vancouver: Price Waterhouse, October, 1988.



APPENDIX A

REVIEW OF SIMILAR PREVIOUS EVALUATIONS



REVIEW OF SIMILAR PREVIOUS EVALUATIONS

A review of five similar studies that dealt with Native participation and completion in post-secondary education was done. These studies were as follows:

- 1.0 *Post-Secondary Education Assistance Evaluation Study*, The DPA Group Inc., January 1985;
- 2.0 *An Overview of the Educational Characteristics of Registered Indians in Canada*, Jeremy Hull, The Working Margins Consulting Group, Winnipeg, 1987;
- 3.0 *An Overview of Registered Indian Conditions in Manitoba*, Jeremy Hull, Lithwick Rothman Schiff Associates Ltd., 1987;
- 4.0 *Student Financial Assistance Program in British Columbia*, Price Waterhouse, October 1988; and
- 5.0 *Summative Evaluation of the Native Indian Teacher Education Program*, F. C. Pepper, U.B.C., January 1988.



1.0 Post-Secondary Education Assistance Evaluation Study (The DPA Group, Indian and Northern Affairs Canada, January, 1985)

INTRODUCTION

1.01 The DPA Group conducted an evaluation of the PSEA program to assess and review:

- . its five program objectives (financial access, participation rate, employment, community needs and self-development);
- . other program effects (e.g., special programs, vocational enrollment); and
- . the program delivery process.

1.02 The data are derived from:

- . the 1981 Census;
- . Canadian Education Information System (CEIS; incomplete and, except for 1983, unreliable);
- . PSEAP funding;
- . Statistics Canada publications and surveys;
- . interviews with band leaders and education program directors from bands and Tribal Councils;
- . interviews with administrators and counsellors from post-secondary education institutions;
- . survey of 346 current students, 99 graduates and 98 dropouts, all of whom had received PSEAP funding (non-random selection); and
- . interviews with DIAND education administrators.

1.03 Enrollment rates are defined using 18-29 year olds as the population base.

GENERAL ENROLLMENT RATES

1.04 In 1981, registered Indians had a lower post-secondary enrollment rate than other Canadians (Table 5.1, p. 80). This may have been due to factors such as the younger age structure of Indian population, the short history (seven years) of financial aid for post-secondary education for most Indians, and the higher post-secondary school drop out rate.



- 1.05 In 1981, Indians with at least a Grade 11 education had a higher overall enrollment rate than other Canadians with the same education level. The aggregate figure may be spuriously high, however, due to the small number of Indians achieving a Grade 11 education.
- 1.06 In 1981, the overall enrollment rate for Indians with at least Grade 11 and between 18 and 29 years old was slightly lower than for the same Canadian population, but full-time enrollment rates for the two populations were very similar.
- 1.07 In 1981, the differences in full-time, part-time and overall enrollment rates for Indian males and females was minimal, while among other Canadians the full-time enrollment rate was considerably higher for men than for women.
- 1.08 In 1981, the enrollment rate for off-reserve Indians was 8.5% and for on-reserve Indians, 4.4%. The authors compare off-reserve living to urban life and on-reserve to rural life, and noted that in the general Canadian population at the time, urban enrollment was also higher than rural enrollment.

PSEAP ENROLLMENT RATES

- 1.09 Based on CEIS (see p. 35 of DPA report for details), the average annual increase in enrollment rate between 1980/81 and 1982/83 for registered Indians 15 years and older was 16.7% (Table 5.2, p. 82).
- 1.10 Provinces in the Atlantic region showed the highest enrollment rate in both years, and the lowest average annual increase.
- 1.11 Regional disparities in Indian post-secondary enrollment are decreasing, as indicated by regions with low 1980/81 enrollment rates (e.g., Manitoba and British Columbia) showing average annual increases over 20%.

COMPLETION DATA

- 1.12 Because information on completion and graduation rates was unavailable at most of the sampled institutions, the findings



of this section are based mainly on information obtained during the evaluation interviews and data from the 1981 Census.

- 1.13 Interviewed counsellors and administrators reported that the annual withdrawal rate of Indian students in Native programs ranged from 5% to 30%.
- 1.14 Counsellors and administrators also generally felt that the PSEAP annual completion rates are slightly lower than rates for other Canadian students, with the largest loss in the first year of study.
- 1.15 According to 1981 Census data, approximately 6% of the Canadian Indian population had some post-secondary education, while almost 21% of other Canadians had similar levels (Table 5.4, p. 85).

FACTORS AFFECTING ENROLLMENT

- 1.16 Student responses to a survey question about the importance of selected reasons for enrolling in post-secondary education ranked the following top three reasons as "very important":
 - . to learn more;
 - . self-improvement; and
 - . to contribute to Indian people.
- 1.17 A wide range of factors was indicated as obstacles to post-secondary enrollment, with the consensus among interviewed officials relating to the lack of promotion of post-secondary education in the high schools.
- 1.18 In response to questions regarding factors affecting the choice of institution, interviewed officials and students most often indicated proximity to home, special Native programs and desired courses as most important.

FACTORS AFFECTING COMPLETION

- 1.19 Institution and DIAND officials reported the major reasons for dropping out were personal problems and academic difficulties. In contrast, the survey of students who dropped out indicated personal and financial problems as major reasons, while CEIS



data of PSEAP students indicated personal and academic reasons most often, and only a minority reported financial difficulties.

- 1.20 CEIS data indicate that a substantial number of PSEAP students (24%) have less than a Grade 11 education, but the proportion of these students who complete their post-secondary education (39%) is similar to the proportion of students with a Grade 12 education who complete their post-secondary education (Table 5.10, p. 95).

EMPLOYMENT

- 1.21 Seventy-nine percent of Natives with post-secondary education were employed in 1980. This proportion is nearly identical to other similarly educated Canadians (Table 6.1, p. 106).
- 1.22 The percentage of post-secondary educated Native women earning incomes over \$15,000 (21%) was slightly less than the percentage of other Canadian women earning more than \$15,000; only 46% of the Native men with post-secondary education earn more than \$15,000, compared to 67% of other Canadian men (Table 6.2, p. 108).
- 1.23 The proportion of PSEAP graduates who were employed is considerably higher than the proportion of dropouts, both on and off-reserve (Table 6.4, p. 113).
- 1.24 Graduates with teaching degrees were employed in equal numbers on and off reserves, while those in management and social work are more often employed on-reserve (Table 6.5, p. 113). Dropouts were frequently employed in clerical positions on reserves.
- 1.25 Over three-quarters of PSEAP students who had been enrolled in a teachers training program were employed as teachers, but only 26% of those with social work training were working as social workers (Table 6.6, p. 114).

RETURN TO RESERVES

- 1.26 Over two-thirds of the current students surveyed said they may return to their reserves when they complete their education.



1.27 Twenty-four percent of graduates surveyed were active on band councils.



2.0 Overview of the Educational Characteristics of Registered Indians in Canada (Jeremy Hull, The Working Margins Consulting Group, Winnipeg, 1987)

INTRODUCTION

2.01 The purpose of this report was:

- . to provide basic descriptive statistics concerning the education (elementary-secondary, post-secondary and occupational) of registered Indians in Canada; and
- . to analyze the relationship between educational attainment and other social and economic characteristics.

2.02 The data on post-secondary education are derived from the 1981 Census data and CEIS, the latter of which are incomplete, particularly in the British Columbia and Manitoba regions. (The authors suggest that the data should therefore be viewed as a large scale non-random sample rather than a total census of Indian students.)

2.03 Enrollment rates are defined using 18-24 year olds as the base population.

GENERAL (CEIS) ENROLLMENT RATES

2.04 Non-Indians are three times as likely to be enrolled in university, and twice as likely to be enrolled in non-university, post-secondary education as are Indians (Figures 4.1 and 4.2, pp. 67-68).

2.05 There were wide differences in university enrollment rates between Indians and non-Indians in most provinces. The largest gaps occurred in British Columbia and Quebec, and the smallest occurred in the Atlantic provinces (Figure 4.1, p. 67).

2.06 The differences between Indian and non-Indian enrollment rates in non-university education across provinces was high, but the gap was relatively small in many provinces (Figure 4.2, p. 68).

2.07 Enrollment in university B.A. programs has been increasing, and



falling slightly in most other programs, such as technical and private institutions (Figure 4.4, p. 71).

- 2.08 Across Canada and within provincial regions, Indians were most often enrolled in general and preparatory courses, followed by teaching and social sciences (Tables 4.1 and 4.2, pp. 72-73).
- 2.09 The distribution of registered Indians in post-secondary fields of study strongly reflected sexual stereotypes, with more than half of the women in the social sciences, teaching and clerical fields (Figure 4.6, p. 76).

COMPLETION DATA

- 2.10 Of students first enrolling in training or educational programs in 1979 or 1980, slightly more than 14% had graduated by June, 1984 (Table 4.6, p. 84).
- 2.11 The highest graduation rate was found among Indian students enrolled in private institutions, and the lowest rate among students enrolled in Bachelor's programs.

FACTORS AFFECTING COMPLETION

- 2.12 The most common reason given by Indian students (31%) for withdrawing from the programs was "social or personal problems", followed by "academic problems" (17%) (Table 4.7, p. 87).
- 2.13 Although having previously achieved at least a Grade 12 education was clearly associated with graduation from post-secondary training programs, the relationship was not as strong as expected (Table 4.8, p. 90).
- 2.14 Indian women generally had higher success rates than did Indian men, particularly in terms of successful completion of the year (Table 4.8, p. 90).
- 2.15 More married Indian students enrolled in post-secondary education programs (71%) achieved some level of success than did single Native post-secondary students (62%) (Table 4.9, p. 91).



2.16 Between 1979 and 1983, more than 300 Indians graduated with teaching degrees, and almost as many with professional and para-professional social worker degrees (Figure 4.11, p. 92).

EMPLOYMENT

2.17 Almost 90% of the registered Indian population 15 years of age or older with a university degree were employed in 1981, compared to 86% for all other similar Canadians (Table 5.7, p. 113).

2.18 Virtually all of the Indians with university degrees in the Atlantic provinces were employed in 1981 (Table 5.7), while the highest overall Indian employment rates were found in Ontario, British Columbia and Alberta (Table 5.8, p. 115).



3.0 An Overview of Registered Indian Conditions in Manitoba
(Jeremy Hull, Lithwick Rothman Schiff Associates Ltd., 1987)

INTRODUCTION

3.01 The purpose of this report was to provide a summary of the social, demographic and economic conditions of registered Indians in Manitoba.

3.02 Data were obtained from the following sources:

- . 1981 Census of Canada;
- . Statistics Canada reports and surveys;
- . the Indian Register of Indian and Northern Affairs;
- . the Nominal Roll of Indian and Northern Affairs;
- . Continuing Education Information System (CEIS);
- . Health and Welfare Canada reports;
- . justice information from Correctional Services Canada;
- and
- . other Indian and Northern Affairs reports.

PSEAP ENROLLMENT RATES IN MANITOBA

3.03 The findings were derived from CEIS data, which is incomplete primarily because PSEAP administrative responsibility has gone to Indian organizations and tribal councils in the region.

3.04 Almost 74% of the total registered Indians in continuing education were on-reserve residents, closely reflecting the distribution of Manitoba's Indian population (Table 6.7, p. 89).

3.05 Twenty-five percent more Indian women were enrolled in continuing education than Indian men.

3.06 There has been a predominant interest in academic programs versus those in community colleges or technical institutes over the years 1979 to 1983 (Figure 6.3, p. 91).

3.07 There was a significant decline in all continuing education enrollment over the years 1979 to 1983 (Figure 6.3, p. 91), in sharp contrast to the general increase noted for all of Canada (Figure 4.3, p. 70 in previous Hull report). Based on Statistics Canada data of the most recent years, however,



Manitoba's enrollment rate is on the rise again, along with the other provinces (Table 4.2, Student Financial Assistance Program in British Columbia report, below).

COMPLETION DATA

- 3.08 Manitoba's non-Indian population aged 15 and over were twice as likely as its Indian population to have completed some university (Table 6.4, p. 82).
- 3.09 The non-Indian population in the province were more than six times as likely as Indians to have received a university diploma, certificate or degree.
- 3.10 Off-reserve Indians in Manitoba were twice as likely to have completed some university or obtained a degree as those living on-reserve.
- 3.11 Twice as many Indian women in Manitoba had received university degrees or certificates as Indian men.

EMPLOYMENT

- 3.12 In 1980, Manitoba's Indians with high school completion or further education were more than twice as likely to be working as were those with less than nine years of schooling, particularly in the case of on-reserve Indians (Table 7.10, p. 115).



4.0 Student Financial Assistance Program in British Columbia
(Price Waterhouse, Vancouver, October, 1988)

INTRODUCTION

- 4.01 The Student Financial Assistance Program (SFA) was introduced in March, 1987, by the British Columbia Ministry of Advanced Education and Job Training. The program was designed to equalize accessibility to post-secondary education by removing financial barriers to otherwise qualified students.
- 4.02 In September, 1988, Price Waterhouse was commissioned to study the impacts of the SFA program on student participation rates and the financial effects of the program both on the SFA's budget and on the operating budgets of British Columbia's post-secondary institutions.
- 4.03 Because of the short history of SFA, it was not able to be determined whether the program has had any effect on increasing the participation rates in British Columbia.
- 4.04 Of the 275 students surveyed who were receiving SFA funds, 60% considered it to be of major importance in their decision to enroll in post-secondary education, and 59% considered it to have been a major factor in their continued attendance.

PARTICIPATION RATES IN BRITISH COLUMBIA

- 4.05 The participation rate at all British Columbia post-secondary institutions was calculated using the following formula:

$$\frac{\text{Full-Time Enrollment at Post-Secondary Institution}}{\text{British Columbia Population of 18-24 year olds}} \times 100$$

- 4.06 Full-time enrollment was used as it was one of the criteria necessary in qualifying for financial aid. The enrollment figures include full-time enrollment in both vocational and non-vocational programs.
- 4.07 The participation rates in British Columbia remained relatively constant from 1985/86 to 1987/88 (See Table 1, below). Colleges showed the highest increase (1.55%), but the growth was not much different from that in universities (1.51%).



TABLE 1Participation Rates at British Columbia Post-Secondary Institutions
(full-time enrollment only)

<u>18 - 24 BASE</u>	<u>YEAR</u>		
	<u>1985/86</u>	<u>1986/87</u>	<u>1987/88</u>
Institutes	2.4217	1.8772	2.0489
Colleges	8.7187	8.9423	10.2670
Universities	<u>10.3296</u>	<u>10.7795</u>	<u>11.8421</u>
Total	<u>21.4700</u>	<u>21.5990</u>	<u>24.1580</u>

Source: Post-Secondary Enrolment Statistics - 1985/86, 1986/87, 1987/88
Ministry of Advanced Education and Job Training

PARTICIPATION RATES IN CANADA

- 4.08 All provinces have shown a slight increase in participation rates over the last three years, with Quebec, Prince Edward Island, Saskatchewan and British Columbia showing the most growth (see Table 2, below).
- 4.09 The total participation rate throughout Canada grew by 2.80% from 1985/86 to 1987/88, even though the total Canadian population of 18-24 year olds decreased over those three years at an average annual rate of 4.2%.
- 4.10 It should be noted that the study also indicated that participation rate may be an inappropriate indicator of the success or failure of SFA, because of a declining population base, the capping of enrollments, and a growing number of students outside the traditional 18-24 year old cohort.



TABLE 2

Participation Rates at All Canadian Colleges and Universities
(full-time, non-vocational only)

<u>PROVINCE</u>	<u>YEAR</u>		
	<u>1985/86</u> %	<u>1986/87</u> %	<u>1987/88</u> %
Alberta	21.36	22.28	24.28
British Columbia	17.41	18.23	20.41
Manitoba	18.07	18.12	19.25
New Brunswick	18.24	18.63	20.33
Newfoundland	16.44	17.24	19.07
Nova Scotia	22.60	22.81	24.78
Ontario	24.49	25.20	26.85
P.E.I.	16.43	17.94	19.94
Quebec	32.96	34.54	36.75
Saskatchewan	17.32	18.92	20.42
Total	24.60	25.54	27.40

Source: Statistics Canada, Post-Census Annual Estimates of Population and Components of Growth by Sex and Age for Canada, Provinces and Territories, June 1, 1987;

Statistics Canada, Education in Canada, A Statistical Review for 1986/87.



5.0 Summative Evaluation Findings of the Native Indian Teacher Education Program (F.C. Pepper, U.B.C., January 1988)

INTRODUCTION

5.01 Instituted in 1974, the Native Indian Teacher Education Program (NITEP) is a program of the Faculty of Education for prospective elementary school teachers.

5.02 The purpose of the evaluation was:

- . to determine if the objectives and guidelines as stated in the original 1974 proposal were being met;
- . to determine if it is necessary to have an alternative program such as NITEP for Indian people;
- . to determine the ways in which NITEP differs from the regular program; and
- . to determine if NITEP is effective.

The sources of information were:

- . questionnaires and interviews with current NITEP students, NITEP graduates, former students, university professors, college personnel and members of the Indian community; and
- . NITEP publications and reports.

GENERAL ENROLLMENT RATES

5.03 As of 1987, 539 students have entered NITEP, 96 have graduated, and 19 hold Standard Teaching Certificates.

EMPLOYMENT

5.04 Of the 43 NITEP graduates responding to the survey, 26 were teaching, 12 were in education related jobs, and 5 were coordinators.



DIAND / MAINC



1000318862

5.05 Of the 50 former NITEP students responding, 12 are teaching, 10 are in education related jobs, and 28 are in other fields.

Date Due

MAR 18 1994			
27 DEC. 1998			
19 MAR 2001			
12 AVR. 2007			

BRODART, CO.

Cat. No. 23-233-003

Printed in U.S.A.

LIBRARY
INDIAN AND NORTHERN AFFAIRS
CANADA
APR 22 1993
AFFAIRS INDIENNES ET DU NORD
CANADA
BIBLIOTHEQUE

