



HOUSE OF COMMONS

**A REVIEW OF THE  
POST-SECONDARY STUDENT ASSISTANCE  
PROGRAM OF THE DEPARTMENT OF  
INDIAN AFFAIRS AND NORTHERN DEVELOPMENT**

**FIRST REPORT  
OF THE  
STANDING COMMITTEE ON ABORIGINAL AFFAIRS**

**June 1989**

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Session No. 42  
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Chairman: John Reimer

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Le mardi 20 juin 1989  
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Président: John Reimer

**A REVIEW OF THE  
POST-SECONDARY STUDENT ASSISTANCE  
PROGRAM OF THE DEPARTMENT OF  
INDIAN AFFAIRS AND NORTHERN DEVELOPMENT**

*Manner of Proceeding* Standing Committee on Indian Affairs and Northern Development

Aboriginal Affairs      Affaires autochtones

**RESPECTING:**

In accordance with its mandate under Standing Order 108(3), an examination of the Post-Secondary Student Assistance Plan of the Department of Indian Affairs and Northern Development

**CONCERNANT:**

En conformité avec son mandat en vertu de l'article 108(3) du Règlement, une étude du Programme d'aide aux étudiants du niveau postsecondaire, administré par le ministère des Affaires indiennes et du Nord canadien.

**INCLUDING:**

The First Report to the House

**Y COMPRIS:**

Le premier rapport à la Chambre

**FIRST REPORT  
OF THE  
STANDING COMMITTEE ON ABORIGINAL AFFAIRS**

June 1989

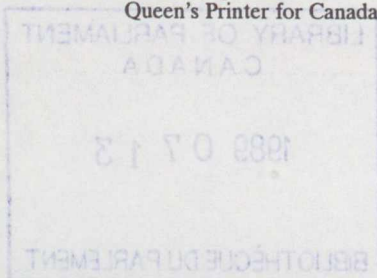
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A REPORT OF THE  
POST-SECONDARY STUDENT ASSISTANCE  
PROGRAM OF THE DEPARTMENT OF  
INDIAN AFFAIRS AND NORTHERN DEVELOPMENT

ANNUAL REPORT  
OF THE  
STANDING COMMITTEE ON INDIAN AFFAIRS

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HOUSE OF COMMONS

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Wednesday, June 7, 1989  
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Chairman: John Reimer

CHAMBRE DES COMMUNES

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*Minutes of Proceedings and Evidence of the  
Standing Committee on*

## Aboriginal Affairs

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*Procès-verbaux et témoignages du Comité  
permanent des*

## Affaires autochtones

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RESPECTING:

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INCLUDING:

The First Report to the House

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Y COMPRIS:

Le premier rapport à la Chambre

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Second Session of the Thirty-fourth Parliament,  
1989

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Deuxième session de la trente-quatrième législature,  
1989

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# STANDING COMMITTEE ON ABORIGINAL AFFAIRS

THE STANDING COMMITTEE ON  
ABORIGINAL AFFAIRS



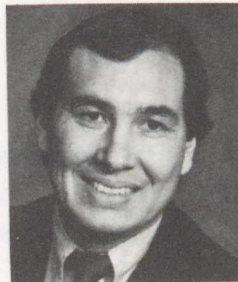
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 ABORIGINAL AFFAIRS**

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In accordance with its mandate under Standing Order 108(2) and an Order of the Committee dated Thursday, April 20, 1989, your Committee has considered and heard evidence relating to the Post-Secondary Student Assistance Program of the Department of Indian Affairs and Northern Development and reports its findings and recommendations.



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## PREFACE

While Parliament is a place for often lengthy deliberation, it can and does sometimes react quickly to the pressures and sufferings of individuals or groups.

In the present case, the newly formed Standing Committee on Aboriginal Affairs moved, within twenty-four hours of first being organized, to examine the Post-secondary Student Assistance Program of the Department of Indian Affairs and Northern Development and to respond to the widespread concern which the announcement of new guidelines for this program had caused in the previous two months.

We began public hearings on the Post-secondary Student Assistance Program on April 26, 1989 with an appearance by the Minister who had introduced the new guidelines in March, two months after assuming the portfolio and nine months after his predecessor had announced an intention to consult on and modify the existing policy.

We heard from a number of Indian students from universities both east and west, who brought before us in a representative way the concerns of many other students throughout the country. We have heeded their words, including those in which one student, speaking for the group, said "we entrust the members to hear our concerns with an objective ear and to report to the House of Commons our position, our rationale and our concerns" (Issue 3:6).

This we have attempted to do in the report that follows.

Besides students, we invited representative groups to appear, and to the extent possible within a short time period, we sent out word requesting written submissions from the native peoples and their organizations to help us in our examination. We are aware that we have not been able to hear from all those who might have appeared, but we heard from as broad a range of groups as the time permitted, receiving testimony from forty witnesses in the course of a little more than a month. To all of our witnesses, and to those who communicated their views to us in written form, we are deeply grateful. They have helped us see the impact of the Post-secondary Student Assistance Program upon people, in their variety and their individuality, with greater clarity.

As a Committee, we feel very fortunate to count among our number two Members of Parliament who themselves belong to Canada's First Nations.

Ethel Blondin, newly elected Member for the riding of Western Arctic is a member of the Dene nation and herself a graduate in Education of the University of Alberta. Willie Littlechild, newly elected Member for the riding of Wetaskiwin in Alberta, is the first treaty Indian ever elected to the House of Commons and is, by training, a lawyer.

These two Members exemplify the value that access to post-secondary education can have for Canada's aboriginal peoples, both of them having distinguished themselves in their communities before their election to the House of Commons. As well as providing examples to follow for the students with whose futures this report is concerned, these two Members have provided the Committee with a direct and personal knowledge of the subject of this report that has greatly assisted our labours. The views expressed in this report are those of the Committee and not of its individual members, but we are grateful to these two Members of Parliament for their contribution to our efforts.

This report is not the end of a process, but a part of what we hope will be a continuing process of examining the needs which Indian and Inuit Affairs programs are intended to meet, a process in which, as a Committee, we intend to continue to be active.

## INTRODUCTION

Recently announced changes to a program intended to encourage aboriginal people<sup>1</sup> to pursue post-secondary education studies have been the object of much concern and protest in the aboriginal community. The program is clearly one of great importance to aboriginal people, particularly treaty people, and is valued as a means of realizing their individual and collective goals.

This report will begin with an overview of events leading to the Minister's announcement in March of 1989 of the new policy governing the operation of the program, which is now entitled "Post-Secondary Student Assistance Program". This overview (Chapter 1) will be followed by: a summary of the changes made to the post-secondary education assistance program under the 1989 policy (Chapter 2); a summary of the evidence received by the Committee on this issue (Chapter 3); a review of the 1988 Report of the Auditor-General as it is relevant to the post-secondary education assistance program (Chapter 4); a review of the report of the Assembly of First Nations on First Nations education in terms of post-secondary education issues (Chapter 5); the recommendations of the Committee on this issue (Chapter 6).

## TERMINOLOGY

In order to understand the scope of activities covered by the Department's program, it is necessary to have some understanding of the term "post-secondary education" and the distinctions made between this level of study and vocational and skilled trades training. It should be noted that provincial definitions of post-secondary education vary widely. For the purposes of Statistics Canada's classification system, post-secondary education programs are defined as meeting the following criteria:

- the normal entrance requirement is high school completion;
- the program is one year or more in duration;
- the program leads to a certificate, diploma or degree; and
- the program is not classified as trade/vocational.<sup>2</sup>

Post-secondary education programs have been described as preparing students for occupations beyond the skilled trades/vocational level and as including university programs, college programs delivered at a post-secondary

rather than trade level, and technical and applied arts and sciences programs.<sup>3</sup>

Thus, post-secondary education is usually defined as excluding trade or vocational programs. For statistical purposes, trade and vocational programs have been defined in the following manner by the Department of the Secretary of State of Canada:

Trades programs are those recognized by the Interprovincial Standards Program Coordinating Committee (ISPPCC), established by the provinces to provide formal recognition to trade training and apprenticeship programs.

Vocational programs do not involve a period of apprenticeship, and lead to careers not officially recognized by the provinces as trades. They are not categorized as post-secondary education, regardless of entrance requirements, and they prepare students for occupations where the emphasis is on manipulative skills and on the performance of well-defined or well-established procedures.<sup>4</sup>

Again for statistical purposes, the Department of the Secretary of State has described "universities" as including all public or private degree-granting institutions and their affiliates and has described "colleges" as including all public or private institutions that deliver post-secondary programs without granting degrees. (Many colleges also provide programs at a trade/vocational level, but these programs are not included in statistics on post-secondary education.)



## FOOTNOTES

1. For ease of reference, this report will use the term "aboriginal people" to refer to the students eligible for this program under Departmental policy i.e. Inuit and "registered Indians", including treaty Indians. The Committee recognizes that for the purposes of the *Constitution Act, 1982*, the term "aboriginal peoples of Canada" refers to "Indian, Inuit and Metis peoples".
2. Department of the Secretary of State of Canada, *Federal and Provincial Support to Post-Secondary Education in Canada: A Report to Parliament, 1987-88*. Minister of Supply and Services Canada, 1989, pp. 85-86.
3. *Ibid*, pp.86-87.
4. *Ibid*, p. 86.

By the end of the program's first year of operation (1968-69), approximately 27 students were being funded under this program for post-secondary studies.

In 1972, the Department received authority from Treasury Board to transfer funds to individual bands for the administration of the program in accordance with federal policy.

At this time, the Department also began seeking authority for post-secondary education assistance separate from vocational program assistance. A report performed under contract for the Department (the DEA report) states that although Department staff believed that a separate, definitive policy and set of administrative procedures would minimize implementation inconsistencies across the country and encourage use of the program, this approach was not supported by the representatives from the native Indian community.

Until 1975, post-secondary education assistance and vocational and other programs continued to be covered by the same Treasury Board authority (#683951). Then in 1975, an interim set of guidelines were approved by Treasury Board specifically for post-secondary education assistance. These interim guidelines would ultimately form the basis of the



## CHAPTER I

### HISTORICAL OVERVIEW OF THE DEVELOPMENT OF THE POST-SECONDARY EDUCATION ASSISTANCE PROGRAM FOR REGISTERED INDIANS AND INUIT

Financial assistance to aboriginal people for education and training beyond the secondary level began in the 1950's but at that time did not extend beyond vocational and skilled trades training. In 1964 (when there was still no specific program of post-secondary education assistance for aboriginal people), there were approximately 60 aboriginal people enrolled in post-secondary programs.<sup>1</sup>

In 1968, the Department introduced a new program of financial assistance for the training needs of aboriginal people at a vocational level because of difficulties experienced by aboriginal people in gaining access to programs from the Department of Manpower & Immigration. In addition, this program for the first time provided direct assistance to Indians and Inuit resident in Canada, who were enrolled in post-secondary programs at a university or college level.

By the end of the program's first year of operation (1968-69), approximately 247 students were being funded under this program for post-secondary studies.

In 1972, the Department received authority from Treasury Board to transfer funds to individual bands for the administration of the program in accordance with federal policy.

At this time, the Department also began seeking authority for post-secondary education assistance separate from vocational program assistance. A report performed under contract for the Department (the DPA report) states that although Department staff believed that a separate, definitive policy and set of administrative procedures would minimize implementation inconsistencies across the country and encourage use of the program, this approach was not supported by the representatives from the native Indian community.<sup>2</sup>

Until 1975, post-secondary education assistance and vocational and other programs continued to be covered by the same Treasury Board authority (#683951). Then in 1975, an interim set of guidelines were approved by Treasury Board specifically for post-secondary education assistance. These interim guidelines would ultimately form the basis of the

1977 E-12 Guidelines later approved by Treasury Board. Between the adoption of the interim guidelines in 1975 and the E-12 Guidelines of 1977, a consultation process with the Indian community was undertaken.

Between 1977 and 1982, discussions between the Department and the Indian community took place intermittently on revisions to the E-12 Guidelines.

In 1980-81, for example, DIAND invited comments on a revised draft of the E-12 Guidelines. The National Indian Brotherhood reportedly responded with a statement that support for continuing education should not be administratively separated into occupational skills training, post-secondary, and adult education and that the revised guidelines did not incorporate major suggestions made by the Brotherhood.<sup>3</sup> The consultation process of four-and-a-half months' duration was criticized by the Ontario Indian Educational Council as being too brief for what was perceived to be a complex task.<sup>4</sup>

In 1979, at the urging of aboriginal representatives, the federal government changed the status of funding the program to non-discretionary (Letter to Noel Starblanket from the Honourable Jake Epp, 22 September 1979). For budgetary purposes at least, the program became mandatory, meaning that funds could not be moved to other programs. However, the program has never had and still does not have a legislative base.

In March of 1982, eligibility criteria were expanded (by Treasury Board approval) to include mature students required to complete secondary school courses for university entrance.

An evaluation assessment of the program was completed in December of 1982<sup>5</sup> which recommended the parameters of the evaluation study carried out by the DPA Group Inc. in 1984.

In March of 1983, the Treasury Board approved the University and College Entrance Preparation Program (UCEP) to provide financial assistance to Inuit and registered Indians enrolled in university and college entrance preparation programs offered by Canadian post-secondary institutions.

In 1984, while the Department carried out its internal evaluation of the program through DPA Group Inc., the Assembly of First Nations began a comprehensive review of First Nations education, including education at the post-secondary level. A summary of the areas covered in this four-volume report is provided in Chapter 5. The report of this review included in its

observations the criticism that the E-12 Guidelines were developed without proper consultation with the aboriginal community.<sup>6</sup>

In May of 1987, the then Minister of Indian Affairs and Northern Development, the Honourable William McKnight announced in a letter to Chiefs and councils that the post-secondary education assistance program as it existed under the E-12 Guidelines would be reviewed. This review took place between 1987 and 1989, and included, the Department says, a period of consultation with the aboriginal community over the last six months of 1988.

In the same letter announcing the policy review, the then Minister announced several interim changes to the E-12 Guidelines:

- eligibility for the program would in future require residency in Canada for the 12 months prior to application (previously, students need only have been resident in Canada at the time of application);
- deletion of the composite allowance for graduate students equal to half the salary of the previous year's employment;
- no appeal on the basis of refusal of assistance because of lack of program funds;
- once the program budget as allocated by the Main Estimates was exhausted, no supplementary funds would be sought for that fiscal year;
- given the possibility of deferrals, a system was introduced to prioritize the processing of applications; priority was to be given to deferred approvals and continuing students and assistance to other categories of applicants would be approved to the extent there were any remaining funds.

In March of 1988, the Honourable William McKnight announced his intention to circulate a consultation package consisting of a questionnaire and a proposed statement of policy to govern the program, that would be separate from operating guidelines (to be developed later by the Department and administering organizations). The consultation process originally scheduled to end in September of 1988 was extended to December of that year.

In a letter to Chiefs and Councils dated March 20, 1989, the current Minister of Indian Affairs and Northern Development, the Honourable Pierre

Cadieux, announced the new policy entitled "Post-Secondary Student Assistance Program", which the government says includes changes to its 1988 proposal, made as a result of the consultation process.

In his appearance before the Committee on June 1, 1989 (Issue 10:4), the Minister repeated his offer (made in his appearance of April 26, 1989) to pursue discussions with Indian leaders and students on three fronts:

- (1) to establish a short-term bilateral process to look at specific concerns about the Post-Secondary Student Assistance Program and to make any adjustments possible before September;
- (2) to establish a longer-term bilateral process to review the government's overall approach to supporting post-secondary education, including the cooperative development of a data base; and
- (3) in a separate but related process, to discuss matters related to treaty rights.

## FOOTNOTES

1. Indian and Northern Affairs Canada, *History and Development of the Post-Secondary Student Assistance Program*, (unpublished), 1989.
2. *Post-Secondary Education Assistance Evaluation Study, Final Report*, January 1985, Prepared by DPA Group Inc., p.6.
3. *Ibid.* (the DPA report), p.5.
4. The Ontario Indian Educational Council, *An Assessment Of The Post-Secondary Education Assistance Program And The Occupational Skills Training Program*, Toronto, March 1981, p.4.
5. Indian and Northern Affairs Canada, *Evaluation Assessment of the Post-School Program Evaluation Component of the Indian & Inuit Affairs Program Education Activity*, December 1982.
6. Assembly of First Nations/National Indian Brotherhood, *Tradition and Education: Towards a Vision of Our Future. National Review of First Nations Education*, 1988.

### 2. STRICTER RESIDENCY REQUIREMENT FOR ELIGIBILITY

Under the 1977 policy, any Indian or registered Indian attaining entrance to a recognized post-secondary program was eligible provided he/she was a resident of Canada at the time of application.

Under the 1989 policy an applicant must have been resident in Canada "for the twelve consecutive months prior to the date of application".

### 3. EDUCATION ASSISTANCE AVAILABLE FROM OTHER SOURCES

Under the 1977 policy, students were specifically obliged to accept any financial assistance available elsewhere to offset as much as possible the funding assistance available under the INAC program. Provincial, territorial or private bursaries, scholarships and fellowships awarded on the basis of need were considered a replacement for a portion or all of the costs covered by the INAC program. In this regard, a program for students (aboriginal and





## CHAPTER II

### SUMMARY OF CHANGES TO POST-SECONDARY EDUCATION ASSISTANCE

#### 1. PROGRAM OBJECTIVES

The objects of the program under the new policy still include:

- i) increasing the number of aboriginal people with university and professional qualifications, and
- ii) creating a greater degree of economic self-sufficiency among aboriginal people.

There are however two changes worth noting. First, the 1989 program aims to contribute to aboriginal self-government as well as economic self-sufficiency. Second, there are certain nuances in language that could be taken to suggest a change in the level of the government's commitment to fund aboriginal post-secondary education. Whereas the 1977 E-12 Guidelines stated without qualification that the program "provides counselling and adequate financial assistance" to Inuit and registered Indians, the 1989 policy statement speaks of providing "financial assistance to eligible Indians and Inuit towards the costs of their post secondary education". In addition, much of the mandatory language of the E-12 Guidelines (will, shall) has been replaced by discretionary language (may) in the new policy.

#### 2. STRICTER RESIDENCY REQUIREMENT FOR ELIGIBILITY

Under the 1977 policy, any Inuk or registered Indian attaining entrance to a recognized post-secondary program was eligible provided he/she was a resident of Canada *at the time of application*.<sup>1</sup>

Under the 1989 policy an applicant must have been resident in Canada "for the *twelve consecutive months prior to the date of application*".

#### 3. EDUCATION ASSISTANCE AVAILABLE FROM OTHER SOURCES

Under the 1977 policy, students were specifically obliged to accept any financial assistance available elsewhere to offset as much as possible the funding assistance available under the INAC program. Provincial, territorial or private bursaries, scholarships and fellowships awarded on the basis of need were considered a replacement for a portion or all of the costs covered by the INAC program. In this regard, a program for students (aboriginal and

non-aboriginal) in the Northwest Territories has been treated as a total replacement for the program under study, and has been federally funded through transfer payments to the territorial government.

Under the 1989 policy, there is no stated expectation that students will try to seek funds from alternate sources as much as possible. However the new policy does state that the program is not available for students eligible for post-secondary education assistance under "special arrangements".<sup>2</sup> The *James Bay and Northern Quebec Agreement* and the Northwest Territories Student Financial Assistance Program are cited as specific examples. This suggests that these are not the only two programs that may be considered total replacements for INAC assistance. It is not clear however what criteria will be used to determine a "special arrangement" justifying exclusion of otherwise eligible students.

#### 4. CATEGORIES OF ASSISTANCE EXCLUDED

Under the 1989 policy, assistance is provided for three types of expenses: tuition, travel and living. Under the 1977 policy, the description of assistance categories is much more detailed and broken down into specific components. Under the 1989 policy changes, there appear to be no new categories of assistance and some categories of assistance are no longer separately identified or have been eliminated altogether.

The following categories of assistance are not mentioned in the policy statement of March 1989:

- a) **Counselling Services:** The Department funded Receiving and Sending Counsellors who provided a range of counselling services to students. These services included orientation and career counselling and are described in some detail in the E-12 Guidelines.<sup>3</sup>
- b) **Special Services and Contingencies:** This seems to have been a catch-all category for unexpected or special needs that the Department chose to finance at its discretion. The E-12 Guidelines do not provide any indication on how decisions were made to fund under this category. It appears that each regional office of the Department would develop procedural manuals and inform its staff of the regional interpretation of the Guidelines on this question. (In essence, all non-fixed allowances under the Guidelines were determined at the regional level. Some regions more than others emphasized individual student needs while others applied flat rates.)

Under this category childcare expenses were routinely covered for single parents or for families where both parents were full-time students. In some regions, regional officers were permitted to exercise a good deal of discretion in determining the level of these variable allowance rates. There is no express provision for child care expenses under the 1989 policy. In the case of some individuals, despite the general increase in "living expenses", this could mean a total decrease in funding assistance of three hundred dollars or more, depending on the age and number of pre-school children and the local cost of daycare.

- c) Special Tutorial Assistance: The E-12 Guidelines allowed financial assistance for tutoring when recommended by the student's instructor.
- d) Clothing: In cases of obvious and reasonable need, Sending Counsellors had the authority to approve an allowance for regular clothing and the amount of such an allowance.
- e) Special Clothing and Equipment: Receiving and Sending Counsellors were jointly responsible for taking the necessary steps to assist students requesting assistance for the rental or purchase of special clothing or equipment (such as tools, microscopes) required for a course of study as specified by the institution. This category of assistance was listed separately from regular "Books and Supplies" under the E-12 Guidelines.<sup>4</sup>
- f) Daily Travel Allowances: Sending Counsellors could approve a daily travel allowance when the approved location of the accommodation in relation to the training institution required "extraordinary travel costs" to attend classes.
- g) Emergency Travel: With the prior approval of the Sending Counsellor a student could receive an allowance to cover the cost of emergency travel for him/herself and dependents to the student's home community.

## 5. CHANGES TO LEVELS OF ASSISTANCE

### a) *Tuition Assistance:*

Tuition assistance under the new policy is without limits at all levels of study. Under the E-12 Guidelines, such assistance was subject to the same time restrictions as other categories of assistance.

Tuition assistance under the new policy is defined as including "students' fees for registration, tuition, and the cost of books and supplies which are listed as required by the post-secondary institution".<sup>5</sup>

Requirements for funding of tuition costs at foreign institutions are a little tighter than previously. Under the E-12 Guidelines, tuition costs could not exceed those for a comparable program of studies offered in Canada. If the program was not available in Canada, actual tuition costs would be covered.

Under the new policy, actual tuition costs will still be covered if no comparable program is available in Canada. If there is a comparable program, tuition costs are not to exceed those charged by the Canadian institution where a comparable program is offered nearest to the student's place of residence at the time of application.

### b) *Seasonal Travel Allowances:*

The 1989 policy is not as extensive as the 1977 policy in the range of seasonal travel expenses covered, with one possible exception resulting from the revised definition of "dependent". Under both policies, a student's dependents are included in the seasonal travel allowance. Under the 1977 policy, "dependent" included a spouse or any child with annual gross earnings less than \$2,000. Under the 1989 policy "dependent" is defined by Revenue Canada's Income Tax regulations and will likely result in a broader possible class of dependents.

The number of return trips home funded in one academic year under each form of the program appears to be two. The 1977 E-12 Guidelines allowed one return trip home "for each period of time covered by their enrollment" (one academic year), and upon the approval of the Sending Counsellor, a return trip home for the Christmas holidays was funded. Under the 1989 policy, students are eligible for travel assistance for themselves and

their dependents living with them once every semester, a rate which would normally amount to twice an academic year.

Under both policies, travel assistance is limited to the cost of return transportation from the student's permanent place of residence to the nearest Canadian post-secondary institution offering the program of studies selected by the student.

However, under the 1977 policy there were a number of allowable exceptions to this restriction (i.e., exceptions where greater travel costs were covered):

- i) when Masters or Ph.D. students travelled to the Canadian university of their choice;
- ii) when the language of instruction at the nearest university was not appropriate for the student;
- iii) when to reach the geographically nearest university was actually more expensive;
- iv) when provincial accreditation was a requirement for the student and the nearest university was not within the student's province;
- v) when the program of studies selected was not available in Canada;
- vi) when the student could not gain admittance to the Canadian university nearest to his usual residence.

Under the new policy statement, these exceptional travel costs are no longer covered.<sup>6</sup>

**c) *Living expenses:***

Under the 1977 policy these expenses were referred to as "training allowances" and were described as intended to cover "normal daily expenditures such as food, lodging, local travel, recreation, etc." The 1989 policy statement does not set out the specific living expenses intended to be covered. In conversations with the Committee's research staff, Departmental

officials stated that the new policy is not intended to fully fund all student expenses. There is no express provision for childcare expenses in the policy statement, and departmental officials have not provided a definitive answer to the Committee's inquiries on whether or not childcare costs have been factored into the new living allowance rates.

The categories of family status used to determine the level of living expenses are basically the same. Monthly allowances for most categories have increased to account for inflation.

The subsidy for high rental areas is no longer available to all students as it was previously. Under the 1989 policy, a rental subsidy is only available to two categories of students: 1) married students with a dependent spouse and two or more dependents and 2) single parents with two or more dependents. (Under the E-12 Guidelines, the rental subsidy was officially called a "Special Shelter Allowance"; under the new policy it is referred to as the "Maximum Monthly Allowance For High Rental Areas".)

It should be noted that rental subsidies under the previous form of the program, like childcare subsidies, varied by region and inter-regionally. The Special Shelter Allowance was essentially based on actual shelter costs as these might vary by region and over time. The E-12 Guidelines suggest that this Allowance was intended to deal with high rental costs in the locale of post-secondary institutions. The E-12 Allowance was "equal to the difference between the actual cost of the necessary accommodation and 25% of the total of the current incomes of the student, the student's spouse and . . . dependents . . . residing with the student".

Under the new policy, high rental areas will be identified and revised annually based upon the Canada Mortgage and Housing Corporation's rental survey. A fixed rental subsidy will be universally applied to all areas identified as high rental areas. For the 1989-90 academic year, ten Canadian cities have been identified as high rental areas: Calgary, Peterborough, Thunder Bay, Oshawa, Windsor, Halifax, Barrie, Ottawa, Metropolitan Toronto, Vancouver.

The changes to Living Expenses are set out in the chart below:

**MAXIMUM LEVELS OF ASSISTANCE FOR LIVING EXPENSES**

	Current maximum \$	1982 maximum \$	1982 maximum in 1989 dollars \$
(a) Single student living with employed parent	290	288	408
(b) Single student	675	480	679
(c) Married student with employed spouse	675	288	408
— one dependant	850	604	855
— two dependants	1,030	652	923
— three dependants	1,205	692	979
(d) Married student with dependant spouse	895	604	855
— one additional dependant	1,045	652	923
— two additional dependants	1,205	692	979
— three additional dependants	1,355	736	1,042
(e) Single parent with			
— one dependant	1,045	604	855
— two dependants	1,205	652	923
— three dependants	1,355	692	979

**6. INCENTIVES**

The E-12 Guidelines provided incentive grants for graduate studies (Masters or Ph.D. level) and for advanced studies such as law or medicine. No incentive grants were offered under the program for studies at the undergraduate or community college level.

At a Masters (or equivalent) level, a student was eligible for an incentive grant of \$1,500 each year, up to a maximum of three academic years (24 student months) in addition to regular program assistance for tuition and living expenses.

At a Ph.D. (or equivalent) level, the incentive grant amounted to \$3,000 a year, up to a maximum of three academic years in addition to regular program assistance.

As an alternative to the combination of incentive and regular program benefits, graduate students could instead choose to be provided with: books, tuition, travel assistance and a composite assistance allowance equal to

one-half of the average salary earned by the student during the student's most recent 12 months of employment.

Under the 1989 policy three different types of incentive grants are offered over the three Levels of study defined by the policy:

Level I — Community College and CEGEP diploma or certificate programs

Level II — Undergraduate programs

Level III — Advanced or professional degree programs, e.g. M.D., Masters or Doctoral programs.

The first type of incentive is the Academic Achievement Scholarship. These scholarships may be awarded by the administering organization to full-time students at Levels I and II with a grade average of B or higher. Grants to individual students may not exceed \$1,000 annually and may be awarded at the end of each year of their program of studies. For eligible students, these incentives would be made in addition to regular allowances for tuition and living expenses.

The second type of incentive offered by the new policy is available to Level II students only and is intended to "encourage students to engage in studies that directly contribute to achieving self-government and economic self-reliance". After successfully completing one year of studies, full-time undergraduate students in the following fields may receive a maximum of \$3,500 annually from the administering organization: commerce, public administration, economics, applied and physical sciences, mathematics, computer science, forestry and engineering. Level II students may only be awarded one of a Strategic Studies Scholarship and an Academic Achievement Scholarship if eligible for both in a single academic year.

The third new incentive is offered to full-time Level III students. After the successful completion of their first year of graduate studies, students are eligible for a one-time grant of \$1,500 (regardless of how many graduate degrees are undertaken and completed). This is the only incentive grant available at the graduate level under the new policy.

The most notable change to the grant system is the shift in emphasis from the graduate to the undergraduate level. Whereas under the E-12 Guidelines incentive grants were available exclusively at the graduate level, under the new policy the bulk of grant moneys will be available at the



undergraduate level, through the Strategic Studies and Academic Scholarship Incentives.

Another notable aspect of the new policy is the higher level of grants available under the Strategic Studies program compared to the Academic Scholarship fund.

## **7. TIME LIMITATIONS**

Under the new policy, as with the old, limits have been placed on the length of time students may take to complete their program of studies and still receive funding for travel and living expenses. In this regard, the new policy statement limits assistance for such expenses to the program length normally set by the institution. It also restricts assistance to one degree at each level, including the graduate level, meaning that travel and living expense assistance is available for either a Master's degree or Doctorate but not both.

Time restrictions for travel and living allowances may be extended under some circumstances under the new policy: 1) students enrolled in Levels I and II will be assisted for up to one additional academic year per level if such an extension is approved in writing by the institution; 2) students enrolled in Level III may be assisted for up to one additional year for medical or personal reasons.

Under the new policy, funding time limits for travel and living assistance are not extended in the case of students changing their program of studies.

However, there are no time limits applied under the new policy to tuition assistance, whereas under the E-12 Guidelines funding could not exceed a total time limit of 96 student "months" for any category of assistance. (A student month was defined as a full month in which a full-time student had received assistance under the program. In the case of part-time students, two student months were equivalent to each full credit course for which assistance was received.) The 96 month total under the E-12 Guidelines was subdivided into maximum permitted time periods for funding at each degree level.

As can be seen from the chart below comparing the time restrictions of the two policy statements, at each degree level a year or two above the normal period required to complete a program of studies was provided under the E-12 Guidelines. This apparently was intended to provide an allowance

as necessary for students experiencing difficulties in adjusting to university and an urban setting. It also allowed students a grace period in the event they changed their program or major.

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**COMPARISON OF TIME RESTRICTIONS FOR PROGRAM ASSISTANCE**

	E-12 -applying to all categories of assistance	March '89* -applying to travel and living expenses only
a) community college, CEGEP, etc.	40 student months (5 academic years)	2 or more academic years
b) Bachelor's degree or equivalent	40 student months (5 academic years)	3 academic years
c) Honors Bachelor degree	48 student months (6 academic years)	4 academic years
d) Masters degree or equivalent	24 student months (3 academic years)	2 academic years
e) Doctorate (Ph.D.)	24 student months (3 academic years)	

\* Not counting possible extension for circumstances provided in new policy at different levels.

Travel and living allowances available for one graduate degree only, i.e., one only of Masters or Doctorate but not both.

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In the proposal circulated to Indian bands in late 1988, the concept of student months was retained but the total was reduced from 96 to 48. The term "student month" is not used in the new policy.

**8. PROGRAM LIMITATIONS**

While aboriginal students have been and still are free to enter any program of study on the same basis as other students, the old and new forms of the program have placed restrictions on the types of programs for which funding assistance will be provided. The previous policy extended funding assistance to a broader range of programs.

The E-12 Guidelines state that the program was available to students enrolled in university, college, CEGEP or technological institute programs (or courses) normally requiring completion of secondary school as a pre-requisite. There was apparently no restriction on the length of eligible programs so long as they involved a course of study at a post-secondary education institution.

Under the 1989 policy, post-secondary education is defined as "a program of studies, offered by a post-secondary institution, for which completion of secondary school studies or equivalent is a pre-requisite". Two other definitions provide new restrictions on programs eligible for funding.

First, "program of studies" is limited to post-secondary programs greater than one academic year in duration and leading to a certificate, diploma or degree. Second, the definition of "post-secondary institutions" is limited to degree, diploma or certificate-granting institutions which are recognized by a province, including affiliated institutions or institutions delivering accredited post-secondary programs by arrangement with a post-secondary institution.

(Note that the Department currently offers a University and College Entrance Preparation program (UCEP) under a separate policy.)

## 9. PROGRAM BUDGET

The E-12 Guidelines referred to a need for fair and reasonable student performance standards "to ensure that the maximum possible number of Indian students are able to achieve their academic and vocational goals through the funds available for this program". This could be interpreted as suggesting that the program was normally expected to remain within the amount allocated for the program in the Main Estimates. However this statement is rather ambiguous. Until 1987 as a matter of practice, Supplementary Estimates were routinely sought and received by the Department when forecasts of eligible students were inaccurate.

The new policy statement indicates that assistance will be limited to the funds voted by Parliament and that applications that cannot be accommodated within the budget will be deferred according to the rules to be set out in each administering organization's operating guidelines. This

statement is also somewhat ambiguous in that the term "funds voted by Parliament" would not necessarily exclude funds voted under Supplementary Estimates. On the other hand, the reference to deferrals suggests the possibility of an expenditure cap, whether or not it is as a result of funds, under the Main Estimates or even Supplementary Estimates, proving inadequate to meet student demand in a given year.

Under the 1975 policy, post-secondary education is defined as "a program of studies offered by a post-secondary institution for which completion of secondary school studies is a prerequisite." Two other definitions provide new reasons for program shifts for funding.

First, "program of studies" is limited to post-secondary programs greater than secondary level in duration and leading to a diploma, diploma or degree degree, the definition of "post-secondary institutions" is limited to degree, diploma or certificate institutions which are recognized by a provincial authority including institutions of post-secondary education.

(Note that the Department covers both University and College Entrance Examination program (UCEP) and a separate policy.)

### PROGRAM BUDGET

The E-12 Guidelines referred to a need for all responsible student performance standards to ensure that the number of students in the system is able to achieve their academic and vocational goals through the funds available for the program. This could be interpreted as suggesting that the program was normally expected to remain within the amount allocated for the program in the Main Estimates. However, this is not the case. The program is a multi-year program and the Department when forecast of right the student were necessary.

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## FOOTNOTES

1. Between 1977 and 1985, the interpretation of this provision varied by region. By 1985, the standard definition accepted by all regions was "physical presence in Canada at the time of application".
2. Paragraph 3(b) of the document Post-Secondary Student Assistance Program, states: "This program is not available to Indians or Inuit who are eligible for assistance under special arrangements for post-secondary assistance such as the *James Bay and Northern Quebec Agreement* or the Northwest Territories Student Financial Assistance Program."
3. While the new policy document makes no reference at all to the provision of counselling services, the Committee was informed by the Department that the program's budget for the 1989-90 year includes \$1 million for such services.
4. It is not clear whether the 1989 policy in referring to "the cost of books and supplies" under "Tuition Assistance" will include the expenses previously covered by the category of Special Clothing and Equipment.
5. See note 4 above on lack of clarity in policy statement as to whether or not assistance is provided for "Special clothing and Equipment" under the new policy's category of "Tuition Assistance".
6. A May 1989 Draft of the Department's Operating Guidelines suggests that some of the exceptional travel expenses allowed under the E-12 Guidelines may be retained. However, this document is still in the draft stage and therefore this aspect of the program remains unclear.



## CHAPTER III

### SUMMARY OF EVIDENCE

The urgent nature of the post-secondary education issue evidenced by the student hunger strike, the many protests in the aboriginal community, and the encroachment of the 1989-90 academic year made the Committee feel it necessary to study and report on this matter as soon as possible. As a result, time restraints limited the number of witness groups that could appear before the Committee. Major national groups and a small number of regional groups were invited to appear before the Committee and most did. The Assembly of First Nations (AFN) declined the Committee's invitation. However, some of the constituent groups of the AFN either appeared or provided written submissions. The groups who appeared before the Committee are listed in Appendix A.

The Committee also invited written submissions from other interested individuals and organizations. A list of written submissions received from individuals or organizations who did not have an opportunity to appear is provided in Appendix B. In addition, the Minister of Indian Affairs and Northern Development, the Honourable Pierre Cadieux, appeared twice before the Committee on the subject of this Report.

The Committee reports as follows on the issues raised and the evidence it received in the course of its study of the Post-Secondary Student Assistance Program of the Department of Indian Affairs and Northern Development.

#### GENERAL

The critical importance of education to aboriginal people and of post-secondary education in particular was emphasized by practically all witnesses and submissions.

If you talk to any Indian leader in this country, you will not get an argument about the value post-secondary education has brought to our communities. We have had all these other things in our communities—welfare programs, makework jobs, and all those other things—but the real changes are happening because our people are going to university and taking their skills and using them, with the knowledge of our old people, to start to make meaningful changes in our community. (Mr. George Watts, President, Nuu-chah-nulth Tribal Council, Issue 9:13)

Several witnesses referred to statistics on the significantly lower levels of educational achievement in the aboriginal population and other relevant socio-economic indicators. The Committee has included in Appendix C of

this report some recent statistics showing the continuing disparity in socio-economic conditions between aboriginal people and other Canadians.

Some witnesses referred to the statement of the Canadian Human Rights Commission in its 1988 annual report, that there is a greater probability of an Indian youngster being sent to prison than completing university.

Witnesses such as the Native Women's Association of Canada, the Prairie Treaty Nations Alliance, the Cree-Chipewyan Nations Council and the Ontario Native Women's Association, maintained that a factor contributing to the disadvantaged position of aboriginal people in regard to education was the long history of misguided attempts to use the educational system at the elementary and secondary levels to force the assimilation of aboriginal people.

Aboriginal witness groups perceived the goals of self-government, economic self-sufficiency and higher educational achievements among aboriginal people as inter-dependent. Self-government—specifically, increased control by aboriginal people over the education of their children and adults—was seen as a necessary means to improve educational standards and achievements. In turn, a substantial increase in the numbers of university educated Inuit and Indians was regarded as a necessary component for the successful implementation of self-government.

There was universal agreement on the significant potential of post-secondary education to benefit aboriginal people in the individual and collective sense. The post-secondary education assistance program of the Department of Indian Affairs and Northern Development, as it has existed over the 1970's and 1980's, was generally credited with significantly increasing the access of aboriginal students to post-secondary education. Information and statistics from the Department support this view as well.

For example, a report prepared for the Department in January 1985 by The DPA Group Inc. (entitled "Post-Secondary Education Assistance Evaluation Study") concluded that the program as it operated under the E-12 Guidelines was, overall, a success in meeting its objectives. With respect to employment, the report states (at pages 117-118):

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



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

The Minister maintains, however, that the policy under the E-12 Guidelines did not place enough emphasis on encouraging aboriginal students to complete their post-secondary studies and that the program budget cannot continue to operate without a fixed annual limit.

The Minister has also stated that the policy change was made in response to aboriginal criticisms of the E-12 Guidelines and that the new policy takes into account many of the concerns raised during the six-month consultation period. To deal with outstanding issues, the Minister has indicated that the government is willing to engage in a number of bilateral processes. The Minister rejected the concept of a moratorium on policy change for a number of reasons.

The consultation process and reports from the aboriginal community on the E-12 Guidelines indicate a consensus on a need for revision of the Guidelines. On the other hand, without exception, submissions made to the Committee indicate great dissatisfaction with many of the key program changes announced by the Minister in March of 1989.

A major concern of practically all witnesses was a lack of adequate consultation with the aboriginal community on the program changes before they were announced in March. The majority of witnesses called for a moratorium on any program changes pending the completion of an acceptable consultation process. In the interim, most witnesses insisted that the program should continue to operate under the E-12 Guidelines.

Practically all of the submissions from aboriginal people emphasized the importance they placed on viewing post-secondary education as an aboriginal or treaty right and on the need to find a mechanism to deal with treaty right disputes such as this one. The government has on several occasions stated its position that post-secondary education is not a treaty right.

Aboriginal witnesses were especially concerned that all interested and eligible students receive funding under the program without deferral. This was the basis of their concern that the post-secondary education program budget not be "capped". There were a number of other specific concerns with the policy announced in March of 1989.

Another issue raised was the need for an adequate data base to assess post-secondary education needs and the operation of the program. There was a consensus on the need to develop or compile adequate data on the level of student demand in a given year and in sufficient time to plan an adequate budget. There was some controversy however over the kind of information that should be gathered to monitor graduation rates.

## THE PROGRAM BUDGET

In his first appearance the Minister brought the following information regarding the program budget to the attention of the Committee:

Everyone knows that there are not unlimited funds for any form of government expenditure. Nevertheless, the Indian and Inuit Post-Secondary Assistance Program grew from \$4.2 million to \$130 million in 13 years. Furthermore, the number of students over that 13-year period has grown from 2,500 to some 15,000 students now. In other words, the student population has increased more than seven times while the budget has increased more than 30 times its original amount. Funding for the program has actually been increased, and budget reviews every year will have input from the Indian organizations who administer two-thirds of the program. (Issue 2:6)

A table of program expenditures, expressed in terms of current dollars and constant dollars, for the years 1975-76 to 1988-89 and the budget for 1989-90 are provided in Appendix D of this report. A table of Indian post-secondary enrollment for the same time period is also included.

To deal with the impact of the substantial number of people registering as Indians under the 1985 amendments to the *Indian Act*, a special component of the budget has been separately identified and a "management regime" developed by the Department to govern these funds.

A document received from the Department entitled "Bill-C-31 Management Regime 1989-90" states the policy applied to the management of C-31 post-secondary education funds. In essence, this policy provides that, when "regular" program funds in each region are exhausted, outstanding applications of C-31 students are to be deferred along with those of regular students even when there are remaining funds in the C-31 budget. In such a case, funds from the C-31 post-secondary education budget are returned to Headquarters in Ottawa for redistribution. Redistribution is carried out based on the number of deferred applications and on projected demand for the year. The first day for redistribution in the current fiscal year is scheduled for August 15, 1989 and the second and last is scheduled for November 15, 1989. Regional offices are required to report on expected shortfalls or

surpluses in program funds by July 31, 1989 and November 1, 1989. It appears that redistribution involves reallocating these funds to the entire population of student deferrals, both "regular" and "C-31".

Since 1987, the government has had a policy of restricting the budget to the amount allocated under the Main Estimates, rather than seeking further funds from Parliament through Supplementary Estimates, as was the practice in previous years when student demand exceeded the original budget. The Department has reported that in the 1987-88 fiscal year the applications of 899 students were deferred for consideration for the following year, as a result of the budget being exhausted. In the 1988-89 year, there were 243 deferrals.

The Minister has stated that the program must stay within its annual budget but that with proper data, forecasting of student demand would be more accurate and deferrals could be eliminated altogether. While the Minister said he could not guarantee there would be no deferrals in the 1989-90 year, he hoped to be able to report a continuing decrease in their rate (Issue 2:14-15). The Minister elaborated further on these remarks in his second appearance on June 1, 1989:

The question of possible deferrals, which we discussed at some length during our meeting in April, also arose during several presentations made by Indian groups. I must reiterate that we have yet no way of knowing whether or not assistance to some Indian students will have to be deferred for a term or a year. Only when students have received their acceptances from post-secondary institutions and have applied for assistance will we have an accurate idea of what the situation will be for the 1989-90 academic year. This information should be made available by mid-July. . . . .

. . . . There has to be an exchange of data in order to have a common joint data base that will permit us to pre-determine the needs and the means in order to meet the demand with respect to post-secondary education. That is where my commitment flows, to go on a yearly basis to Treasury board and obtain the appropriate allocations to meet the need for post-secondary education.

. . . . .

I already indicated in the House on a number of occasions and when I was last here that with the appropriate data I will go to Treasury Board and Cabinet and seek the necessary funds to meet the demand on on a year-to-year basis as this budget functions; and I reiterate this commitment that I will be doing that.

(Issue 10:6,7,14 and 16)

Several aboriginal groups have indicated their concern that the Department has failed to adequately account for student demand based on the 1985 *Indian Act* amendments, the higher birth rate among aboriginal people and increased demands based on increased secondary graduation rates as

control over schools is given to aboriginal communities. There was also a fear that the knowledge of the existence of deferrals and the continuing possibility of them occurring under the new policy may discourage students from applying and thus break the fairly recent momentum of increased participation in post-secondary programs.

In their appearance before the Committee, a group of students made the following observations regarding the treatment of the program budget, within the context of the total expenditures of the Department in the fiscal year 1987-88 (Issue 3:10):

Public Accounts 1987-88 for Indian Affairs and Northern Development reveal that in addition to the main estimates of \$483,132,000 there were supplementary estimates of \$8,303,200 and a transfer within the ministry of \$12,456,428, all this in a year when 899 eligible students were denied funding in the name of fixed annual budgetary control.

One of the documents submitted by the Native Women's Association of Canada, "Ottawa's Assault On First Nations Education", stated at p.4:

In 1984, PMA Consulting Group did a study for the Department of Indian Affairs, which was noted by the Neilsen Task Force. The PMA study indicated that the university participation rate of native students increased from 1% to 12% over 20 years. The national average is about 20%. According to the consultants, a three fold increase in spending levels is needed to increase native students enrollment and success to the national average. In terms of 1984 dollars, the implication is that the budget allocation should be about \$197 million (factoring in the C-31 population since 1984).

The Shibogama Tribal Council stated in their submission (at p.2):

The Minister's statement that "the program will be maintained at its current funding level of close to 130 million..." is unrealistic. In spite of the Federal Government's previously stated objective to achieve parity between post-secondary education of Native and non-native population groups, there remains a very significant gap. The proposed "capping" of funding in this regard will significantly widen the gap.

The Union of New Brunswick Indians stated in their appearance before the Committee (Issue 9:7):

The costs of providing post-secondary education in this country are expensive but are far less in the long run compared to what it would cost to maintain an individual on government assistance for the rest of their lives . . . .

The budget allocated for Indian post-secondary education will not be enough to handle the upcoming case load of 17,000 Indian students. In our estimation, it will cost approximately \$10,000 per year per student. With this figure you will require at least \$170 million, plus another \$4.6 million to maintain the Indian college at Saskatoon, Saskatchewan, and additional dollars to provide incentives mentioned

in the new policy. I would say that someone miscalculated in the budgeting process.

The Native Women's Association of the N.W.T. stated in their submission (at p. 3):

We have no faith in the Government of Canada if they cannot budget properly. DIAND has records on status Indians across the country. They know what year children are born, they know the population has increased amongst the Aboriginal people. They can estimate their budget on five (5) year work plans. We cannot help it if DIAND does not plan their budget based on age and potential post secondary age groups from year to year for eligible Native students. We recognize that the Federal Government does not have unlimited funds for Government expenditures, but with First Nations' input better planning could be accomplished with a proper budget increase, year to year. The budget voted on must be increased to meet the demand by our Native students.

The Nuu-chah-nulth Tribal Council found impractical the Department's practice of waiting until student applications to university were accepted before allocating funds to the bands and tribal councils administering the program. The President of the Nuu-chah-nulth Tribal Council, Mr. George Watts, stated (Issue 9:21):

Under the DIA system, what happens is you identify the budget but you do not get the approvals until you get all the documentation in place and until some bureaucrat approves it. They got their budget in place for their post-secondary education; however, they did not get approval from the Department of Indian Affairs until March to go to school in [the preceding] September. . . .

In other words, at the end of the government fiscal year they finally get approval to go to university. The department had been telling bands to finance the education program until the government approved it. Some bands do not have the cashflow, any money of their own, so they cannot fund university students with the hope that they might get approval in March. What happens if they do not get approval ?

The students that appeared before the Committee explained why they felt the aboriginal population could not afford student deferrals of even one year:

It is still a very fragile momentum that we have been able to develop in these past ten years of native people developing our self-esteem, our self-confidence, saying yes, I can do something with myself and my community. We have seen an increased number of people taking that opportunity and going with it. This policy is detrimental to that momentum.... (Issue 3:29)

We cannot afford to have any of those students deferred. There are policies the federal government is moving down fast, as devolution takes hold, where the communities are taking more and more responsibilities. We want to do that, but we need to have the training and the education to be able to do it properly. At the same time, we are dealing with the hope and the spirit of the people at the community and we are trying to change the harsh realities they live in. We have

50% of our population below the poverty level; we have suicide at between four to six times the national average. You cannot turn your back on these realities. These are the realities, and the only way we can deal with them is by getting the training and the education to be able to move out of that. So, no, we cannot turn our backs on any one of those youths. You do not know what can happen during the year they do not go to school and they stay on reserve. We just cannot afford it. Those people's lives are on the line there. (Issue 3:32-33)

## DATA BASE ISSUES

Evidence from aboriginal witnesses indicated a consensus on the need to acquire a proper data base in order to accurately forecast program need. However, as suggested by the evidence of the Native Women's Association of N.W.T. and the Nuu-chah-nulth Tribal Council (quoted above), some aboriginal groups find the Department's use of actual acceptance rates by post-secondary institutions an impractical means of forecasting, given the late date at which this information is usually available.

Some witnesses responded to the government's claim of an inadequate data base by maintaining that the government had no right to make major policy changes regarding the operation and form of the program before collecting all relevant data.

An additional data base issue raised by the Minister was the question of whether or not data on completion rates should be sought, along with other information relevant to his claim that the program was vulnerable to abuse by people regarding it primarily as an income support program. The Minister maintained that the number of graduates in the program has not been going up in proportion to the increase in the number of students.

Many groups took strong objection to any claim that abuse involved anything other than a tiny minority of students and blamed the Department's previous lack of interest in preventing such abuse. Many groups also objected to the new policy's object of gathering detailed information on students in the program because of the potential for abuse of confidentiality.

The President of the Nuu-chah-nulth Tribal Council stated that when band and tribal councils are given control of funds for their own students, the councils are much more demanding than the Department in terms of ensuring that students make their best effort (Issue 9:34):

Parliament does not understand that when you give money to people, you give it to them; it is their money. They end up being harder on themselves than the bureaucracy would be, because they are now spending their money.

In our screening process our chiefs have been very stringent on our students. They demanded the highest of our students. Basically what they are telling our students is that if they do not give their 100%, the chiefs are not going to give their 100%. What has happened over the last two years is that the majority of our students have responded with a heck of a lot more effort, because now instead of an Indian Affairs employee talking to them, it is the chief of their own band talking to them and telling them he wants them to produce.

That is not to say we are looking for excellence in marks: we are looking for excellence in effort. Some students are obviously not going to perform well because some of them have not had the same background, but the chiefs recognize that and what they are saying is that what they want from them is effort.

Some skepticism was expressed by students appearing before the Committee about the apparent conflict in statistics used by various experts on the rate of participation of aboriginal people in post-secondary programs.

Information supplied to the Committee in the course of this study has revealed some apparent inconsistencies even concerning enrollment rates. The CAUT reports, based on Departmental data for the year 1987-88, that the percentage of Indian enrollment was 1.63% (6,500 Indian students from a total Indian population of 400,000) and that, based on AUCC figures for the year 1987-88, the national average was 3.00%. The 1985 DPA Report used DIAND customized data based on the 1981 Census. The figures reported there showed an aggregate enrollment rate (full and part-time students) of 5.1% for registered Indians and 7.7% for all other Canadians. The discrepancy in this case seems to arise from the use of university enrollment only in the case of the CAUT figures and the use of university and college enrollment figures in the DPA report.

The statistical discussion has been further complicated by debates over the relevant reference population to use in comparing aboriginal and non-aboriginal enrollment/participation rates; some of the choices are:

- 1) the total population (i.e. all age groups and education levels);
- 2) population attaining Grade 11 (and thus eligible to pursue post-secondary education);
- 3) age groups (e.g., those 18 to 24);
- 4) age groups with Grade 11.

It became clear in the course of examining the statistical evidence that attempting to draw comparisons between the aboriginal and non-aboriginal populations in this subject area was, given the limitations of the statistics

currently available, a very difficult task, fraught with pitfalls. Statistics on enrollment and graduation rates should be treated with caution or at least examined with a clear idea of exactly what the data represents. For example, some statistics on graduation rates do not account for double degrees (double major), or fail to track withdrawal rates or do not include CEGEP diplomas.

Keeping these caveats in mind, Appendix D of this report, provides enrollment rates based on the total Indian population as recorded in the Indian registry for the years 1975-76 to 1988-89.

The Committee was told that in regard to the Inuit population, enrollment rates have not reached the level of Indian students but that this is expected to change:

I want to point out that the Inuit have not been so visible as the status Indians concerning the post-secondary education issue, mainly because of the small number of Inuit who have reached university level in education. That is mainly because of the high drop-out rate we have endured at the high school level. It is just in recent years that we have seen an increase in the number of Inuit graduating from high school; and more of them are beginning to pursue education at the post-secondary level. (Mr. John Amagoalik, President, Inuit Tapirisat of Canada, Issue 6:4)

#### **DISCRETIONARY PROGRAM OR TREATY/ABORIGINAL RIGHT**

The issue of whether the post-secondary education assistance program represents the implementation of a treaty or aboriginal right or whether the program is simply a discretionary government program is an issue of critical concern to the aboriginal community. At the same time, the issue is primarily a legal question. The issue as it affects western treaty groups may well be litigated one day, just as the issue of what level of funding is required for the post-secondary assistance guarantees under the *James Bay and Northern Quebec Agreement* is currently before the courts. Although the Committee is not in a position to resolve this issue for the parties involved, the Committee is aware of its importance and of the fact that the treaty rights issue in one form or another has formed a backdrop to discussions of post-secondary education for aboriginal people.

The majority of submissions from aboriginal groups placed great emphasis on the argument that fully funded post-secondary education is an aboriginal or treaty right that cannot be unilaterally abrogated or derogated from by one party. Chief Alphonse Lameman of the Cree-Chipewyan Nations Council stated (Issue 9:52-53):

When one nation enters into treaty with another nation, there are unwritten and written rules of conduct between these nations. The terms of the treaty cannot be



unilaterally amended by one side to benefit them without the consent of the other party. It is fundamental in the law of nations that the mutual respect of each party be maintained. If this is not done, then the outcome of the exercise is barbaric and inhuman. . . .

As we see hope on the horizon for our young people, the Canadian government decides to terminate the right. Why ? A treaty cannot be changed without our consent. We are not consenting. It is very simple for us. Why is it so difficult for non-indigenous people to acknowledge that indigenous people have made a lasting contribution to this country by sharing our land ?

The Minister has stated the government's commitment to fund the post-secondary education assistance program on the basis of need, as a discretionary program that makes economic sense. The government has also repeatedly stated its position that post-secondary education is not a treaty right. The Minister has indicated that the government is prepared to engage in some form of bilateral process to discuss treaty issues in general and this one in particular.

The following statement by the Honourable Pierre Cadieux in his appearance of 26 April 1989 summarizes the government's position on this issue:

First is the question of treaty rights. With respect to the strongly held views of many Indian leaders on the issue of a treaty right to post-secondary education, I have indicated my willingness to discuss and consider in a separate process any new information that could be brought to the table in this important matter. We must all recognize that this is a complex issue, which will require a careful and thoughtful review.

Obviously, only the courts can legally interpret the treaties. Since the actual words in the treaties do not refer to higher forms of education, I simply cannot base a post-secondary education program on treaty rights. Additionally, not all Indians are protected by treaties and not all treaties mention education.

Furthermore, even if there were a universal treaty right to post-secondary education, the government would still have to come up with a specific program to meet such an obligation within a certain budget and certain guidelines. We would still be right where we are today.

The point that has been missed in the current controversy is that the government recognizes that there must be post-secondary assistance for Indians and Inuit, and is committed to providing it.

The value aboriginal people place on post-secondary education as a treaty right is evident in comments such as this one:

As far as I'm concerned, my treaty right is not mere policy. Who is the Minister of Indian Affairs to dictate to us that post-secondary, crystal clear, is not a treaty right ? Well, it is crystal clear to me that it is a treaty right. I was born with it and

I will die with it. (Ms. Pam Heavyhead, Blackfoot Confederacy, Treaty 7, Issue 9:43)

The arguments of the aboriginal people on the treaty right issue can be summarized as follows:

- 1) The treaties were entered into between sovereign nations and it is not appropriate for one party to a treaty to declare and impose its interpretation of a treaty document on the other;
- 2) Treaty documents are not necessarily to be given a literal interpretation; treaties like constitutions are living documents that must be interpreted in accordance with their spirit and intent and in accordance with changing circumstances; some decisions of the Supreme Court of Canada were cited in support of the principle that treaties are to be interpreted in a liberal and generous fashion and that any ambiguities are to be resolved in favour of the aboriginal party;

In many treaties education is specifically referred to. Treaties, like the Constitution of which they are a part, are always speaking. They are updated automatically into the present context. That is why we speak of treaty rights to post-secondary education. (Mr. Christopher McCormick, National Spokesperson, Native Council of Canada, Issue 4:11)

A literal interpretation of the written words in the treaties, as suggested by the minister, does not consider that a printed document would not reflect the actual negotiation or spirit and intent of treaty negotiation. . . . In interpreting treaties, Chief Justice Dickson of the Supreme Court of Canada in the *Queen v. Nowegijick*<sup>1</sup> stated that any ambiguous phrase must be construed in favour of the Indians. (Mr. Emil Bell, Student, Issue 3:6-7)

- 3) Several witnesses identified a need for a process of resolving treaty disputes; although litigation is clearly not out of the question for many groups, it is not the preferred course of action; in addition some aboriginal people feel that they are being forced unnecessarily to court over every issue of treaty or aboriginal rights;
- 4) The essence of the treaty right claimed was an education sufficient to allow aboriginal people to prosper and compete in the non-aboriginal community as well as their own; in this regard treaty references to schools and school teachers are not to be restricted to meaning simply education up to an elementary or secondary level; oral evidence from aboriginal elders and other extraneous evidence was referred to in support of this position;

- 5) The *James Bay and Northern Quebec Agreement* was referred to as a modern treaty that expressly referred to post-secondary education;
- 6) Several witnesses asserted that an aboriginal right to post-secondary education existed based on a general fiduciary obligation arising from unextinguished aboriginal title as well as Canada's special trust responsibility under S. 91(24) of the *Constitution Act, 1867*; the Indigenous Bar Association (IBA) set out this argument in some detail and cited two examples of instances it said demonstrated that the past practice of the government acknowledged a mandatory obligation of national scope to fund post-secondary education for interested aboriginal students regardless of their treaty status; the IBA also argued that the policy of providing post-secondary education assistance had crystallized into a specific aboriginal right that possibly could not be changed as a result of the protection to existing aboriginal and treaty rights pursuant to S. 35 of the *Constitution Act, 1982*.

Arguably, given the fiduciary nature of the federal-Indian relationship, the policy of providing post-secondary education assistance to Indians has crystallized into a specific aboriginal right. This is reinforced by the fact that successive Ministers of Indian Affairs have articulated that post-secondary assistance shall be provided to all Indians who qualify. This is further supported by the mandatory nature of the program. (Mr. Roger Jones, President, Indigenous Bar Association, Issue 8:15-16)

Any government decision to hold the post-secondary education budget within the funds allocated under the Main Estimates regardless of demand is viewed with suspicion as to underlying motives. As an example, a document entitled "Ottawa's Assault On First Nations Education" submitted through the Native Women's Association of Canada (at the request of a group of students) states:

As matters now stand, Ottawa's position is that post-secondary education is neither a statutory right, nor is it an aboriginal or treaty right. This position is in fact consistent with the Nielsen's interpretation of native rights as stated in his report. Moreover, in line with the Nielsen approach, (which is similar in substance to the termination policy outlined in the White Paper of 1969) the present Federal Government is working actively to dismantle its trust responsibilities, which have their source in the Royal Proclamation of 1763 and the treaties. The new education policy in fact represents a major step in doing away with the trust relationship. If it becomes possible to deny a post-secondary education to some native people, a precedent is established for eventually cutting off Federal funding for all students.

In his appearance of June 1, 1989, the Honourable Pierre Cadieux restated the government's position on the treaty rights issue:

I wish to reaffirm that the Government of Canada recognizes treaties as important historic documents, and we intend to continue to fulfill our obligations under them.

With respect to the issue of a treaty right to post-secondary education, I want to indicate once again my willingness to discuss and consider in a separate process any new information that may be brought to the table on this important matter. The government remains strongly committed to assisting eligible Indian students in the pursuit of a post-secondary education, whether a treaty right or not. Post-secondary education is an essential part of Indian communities achieving their goals of political autonomy and economic self-sufficiency. (Issue 10:7)

## CONSULTATION

The consultation process leading up to the March 1989 policy announcement was identified as a major concern of practically all submissions from aboriginal people.

The consultation process which preceded this policy announcement began in March of 1988 with an announcement by the Honourable William McKnight of his intention to distribute a consultation package in July of 1988. In addition, in a May 1987 letter to bands and councils, Mr. McKnight had already announced his intention to review the program. The Department says that consultation took place over the latter half of 1988 and involved over 500 bands, tribal councils and student groups.

It was apparent to the Committee that there is a high level of mistrust of the federal government in the aboriginal community and that divergent views are held by the federal government and aboriginal people on what constitutes proper or adequate consultation. The Minister maintains that a proper process of consultation took place between July and December of 1988:

As you are aware, Mr. Chairman, several Indian spokespersons have demanded that I make public the results of the consultation process. In this regard, my department recently delivered to the Clerk of this Committee some 360 documents related to our discussions with Indian bands. Your examination of these documents will show that there has been a significant exchange of views between First Nations and the department from the time of the June 1988 proposal to the policy announcement in March of 1989—and changes were made as a result of recommendations by Indian groups. There were also areas of disagreement which have been well ventilated. Surely no one can still say that there has not been a vigorous exchange on the issues. (Issue 10:6)

Some aboriginal groups hold the view however that true consultation involves more than an exchange of views and they suggest that a process of consensus or agreement with aboriginal representatives is required. The President of the Nuu-chah-nulth Tribal Council stated (Issue 9:28):

Consultation means sitting down and having meaningful dialogue about the thing you are talking about. The problem is that it has not happened. I think what Indian people are saying is if the minister wants to find something that is agreeable to Indian people, then get the Indian people, the legitimate elected people, around the table and talk, and come to some consensus about what it is we are trying to do.

In regard to his proposal for a bilateral consultation process, the Minister has stated he is not necessarily implying that consent is required for a Ministerial decision to change policy.

The Minister maintains that as a result of this process a number of changes were made that are reflected in the final form of the policy as announced in March of 1989. The government has identified the following aspects of the policy as arising from representations made to the Department during the consultation process:

- increased living allowances;
- removal of a proposed 48-month limit of assistance;
- provision of assistance for the length of time normally required to complete a program, including advanced and professional degrees (including an additional year at each level where necessary);
- provision for an appeal process;
- incentive grants for specific areas of study;
- extra allowance for students in high-cost areas.

(from "Background Data On The New Post-Secondary Education Program", Indian and Northern Affairs Canada, April 26, 1989)

The Minister has also said that the new policy meets most of the recommendations on post-secondary education made by the Assembly of First Nations in its four-volume report.

All of the aboriginal witness groups allege that the consultation process was not sincere. Some groups claim that the policy outcome was determined before the consultation process began. Based on this perceived lack of good faith, most aboriginal witness groups claim that there has in effect been no

consultation at all. Several witnesses said that many of the groups listed by the Department as having been consulted had simply indicated their rejection of the policy in total and that in return they received a form letter acknowledging their communication with the Department.

The Prairie Treaty Nations Alliance stated that the 1989 policy document did not reflect many of the stated concerns of Indian people and to the extent it did, these aspects of the policy were much weaker than the original recommendations.

The following specific observations were made on the subject of what does and does not constitute adequate consultation:

Consultation is defined as deliberation and conference. It also implies dialogue and exchange.

Without resources and formal structure, indigenous people and supporters have mounted a campaign that has overwhelmingly rejected the government's consultation and design process. We have even offered suggestions and alternatives. Yet, the government, with its multi-million dollar bureaucracy, has been unable to present a consistent and coherent position in response to consultation submissions. The government took three years to produce five drafts before presenting the policy to the people, allowing them less than six months for response.

The experience of our people and supporters provided evidence that the process was not consultation. The minister has prepared and delivered a list of over 500 organizations and individuals consulted. The nature of that consultation has been restricted to submissions of protest which have not received response. The list of the specific examples demonstrating the one-way nature of this process is potentially as lengthy as the minister's list. Allow us to offer only a few cases: a government official met with students in Calgary in September only to deliver the policy. He would offer no interpretation; he would answer no questions and would collect no responses.

A community group from Lethbridge submitted a one-page resolution rejecting the policy. The government responded with a form letter three months later. The group appeared on the minister's consultation list.

(Mr. Emil Bell, Student, Issue 3:7-8)

Chief Vernon Bellegarde of the Prairie Treaty Nations Alliance stated (Issue 5:10-11):

[The government] unilaterally decided to change the program. It did so without consultation. Sure, there were meetings called so that officials could tell us what they were going to do. But our offers to collaborate in designing a mutually agreeable program were rejected. Our suggestions were rejected. Our proposal to set up a data base was ignored; and most of all, our insistence that our treaty relationship be honoured was refused, even ridiculed.

A number of organizations suggested that the Committee should examine the Department's documentation relating to the consultation process.

The Ontario Native Women's Association stated in its brief to the Committee:

The Ontario Native Women's Association has some problems with the Department's view of consulting. We would very much like to find out how many favourable responses were received from those groups whose opinion was solicited. We have yet to hear one Native organization who supports these new guidelines. As well, silence on the part of Native organizations and Native people is not always viewed as complicity, but opposition. Our view of consultation involves participation whose goal is a policy for joint satisfaction, not sitting on the sidelines waiting to react. From reports we have received, the consultation was often a mere presentation and a survey, whose results we have not seen yet. It was as though the Department knew that Native people would not like the changes so they just decided to make them anyways without thoroughly involving them. This mentality only leads to a self-fulfilling prophecy and is so indicative of the history of Native Affairs in the country where self-righteous politicians and bureaucrats in Ottawa always knowing [sic] what is best.

At the Committee's request, the Department supplied some 360 documents which, it claimed, detail the consultation process.

Attached to this report as Appendix E are four lists relating to the consultation file submitted to the Committee by the Department:

1) *Groups And Individuals Who Made Submissions To DIAND On The Subject Of Post-Secondary Education*

— this list contains the names of groups who made submissions to the Department as documented by the consultation file provided to the Committee

— there were 223 submissions (where groups presented more than one submission, they were counted only once)

2) *Groups Suggesting The Consultation Process Was Inadequate*

— this list contains the names of groups suggesting the consultation process was inadequate

— there were 153 of these submissions out of the total of 223; the remaining 70 criticized the substance of the policy without mentioning the consultation process

3) *Groups Who Attended DIAND Meetings On Post-Secondary Education*

4) *Groups Receiving A Letter Of Acknowledgement & Listed As Consulted By DIAND*

— this list contains the names of groups that received only a letter of acknowledgement in answer to their submission and who are listed on the Department's consultation list (of 500 groups).

### **RETROACTIVE FUNDING**

The policy governing the post-secondary education program has generally excluded retroactive funding (to cover past expenses paid by a student who began his/her studies without funding from the program). The exclusion of retroactive funding is stated indirectly in the new policy through paragraphs 6 (g), (h), (i) and (l).

Several aboriginal groups stated their belief that this was unfair. For example, some witnesses and submissions stated that deferred students who managed to finance themselves while waiting for access to the Indian Affairs program should not be penalized.

Witnesses indicated that this issue also affected newly reinstated/registered Indians under the 1985 amendments to the *Indian Act*. (These people are commonly referred to as "C-31" Indians). From October of 1985 until January 1988 it appears that the Department had a policy of allowing retroactive funding for "C-31" students whose reinstatement or registration had been caught up in the processing backlog. Upon confirmation of an approved application for registration in such cases, the Department permitted retroactive payment of eligible expenses to the date of reinstatement. In January of 1988, this policy was rescinded in a communication from the Assistant Deputy Minister, Indian Services to Regional Directors. This decision was apparently taken on a reading of the E-12 Guidelines, that registration "as a Canadian Indian is a condition of eligibility for receipt of financial assistance under the post-secondary program". A document received by the Committee from the Department entitled "Bill C-31 Management Regime 1989-90" states that assistance to eligible C-31 students will be available on the same basis as assistance to other eligible Indian students. This document also provides "There will be no



retroactive funding for a retroactive time period resulting from a delay in registration as an Indian.”

## MORATORIUM

A moratorium on any policy change to the post-secondary education program pending the completion of a bilateral consultation process has been a key demand of the students and the majority of aboriginal submissions.

We should get a moratorium and it should be tied to the outcome of a process. We feel that a bilateral process is meaningless without having the moratorium. (Issue 3:15)

In their submission, the students claimed that there have been demands for a moratorium since last fall and they gave the following reasons in support of the call for a moratorium:

- without a moratorium, any bilateral process will operate under the shadow of the new policy and will be restricted to tinkering with the specifics of a policy that is already being implemented and gaining momentum;
- a moratorium will produce many positive results such as restoring trust between the federal government and the First Nations; lessen the sense of frustration and powerlessness; encourage constructive and meaningful dialogue on the issue;
- without a moratorium, there is a fear that any bilateral process will be meaningless; a moratorium is necessary to ensure a healthy, honest bilateral process.

The Minister has indicated his agreement to a short and long term bilateral process on the post-secondary education program and another separate one on treaty rights in general. The Minister has stated a number of reasons why a moratorium is not necessary:

- the clock cannot be turned back to 1987 because the principle of having the program stay within its original budget was introduced in 1987;
- an additional year of discussion before any changes are made will not likely advance arguments any further than they are today;
- a moratorium would be counter productive; a lot of work has been done on the new policy including consultation and extensive modifications to the original proposal (of 1988);

- declaring a moratorium would condemn students to obsolete living allowances and to other features of the E-12 Guidelines that have been criticized by the Assembly of First Nations;
- it would be better to go forward with the improved if still imperfect program, knowing that changes can be made as necessary.

## EVIDENCE ON THE MERITS OF THE NEW PROGRAM

### 1. PROGRAM OBJECTIVES

The Minister stated several reasons why the government decided to undertake a review of the program under the E-12 Guidelines:

- the AFN had “roundly” criticized the program as it existed under the E-12 Guidelines;
- the program was vulnerable to abuse, and a number of students, in the government’s view, regarded the program primarily as a form of income support;
- the allowance rates under the E-12 Guidelines were outdated.

The aims of the new policy are stated to be:

- to continue to provide access to post-secondary education for Indian students;
- to direct funding to those who can obtain post-secondary qualifications;
- to encourage Indian students to study critical areas, such as engineering and forestry.

(“Background Data On The New Post-Secondary Education Program”, Indian and Northern Affairs Canada, April 26, 1989)

The evidence indicates that the government has concluded that not enough emphasis was being placed on encouraging students to complete their post-secondary studies under the old policy and that one of the new objectives of the program under the March 1989 policy would be to do so.

Some witnesses have said it is not clear from the new policy statement how this goal is to be achieved, other than through the collection of detailed

student information, and in this regard concerns about confidentiality were expressed.

The Honourable William McKnight was quoted in a departmental communiqué of June 27, 1988 as follows:

Such program components as the criteria for assistance, funding levels and duration of assistance must keep pace with the changing needs of post-secondary Indian students, whose numbers have grown to over 13,000 last year from roughly 3,500 ten years earlier. I am determined that those needs will be met and that the number of graduating Indian students will grow.

Several witnesses noted certain changes in language between the old and new policies which they feared indicated a shift by the federal government away from the principle of full and adequate funding to merely assisting in defraying the cost of post-secondary education. (See the heading "Program Objectives" in Chapter 2.) There is a fear that, in future, pressure may be placed on aboriginal students to look elsewhere for additional funds to ensure their post-secondary education is funded at an adequate level.

## 2. RESIDENCY REQUIREMENTS

The new twelve month residency requirement for eligibility was objected to for two reasons:

- many aboriginal people believe they have a treaty or aboriginal right to freely cross and live at will on either side of the Canada/U.S. border without penalty;
- this restriction will inhibit the economic freedom of families going to the U.S. for extended periods of time in order to work because work is not available locally.

## 3. EDUCATION ASSISTANCE AVAILABLE FROM OTHER SOURCES

Certain aboriginal people who are considered to have access to post-secondary education through alternative or "special" arrangements are excluded from eligibility. At present, this affects the Cree beneficiaries under the *James Bay and Northern Quebec Agreement* and aboriginal people who are eligible for assistance under the Northwest Territories Student Financial Assistance Program.

*The James Bay and Northern Quebec Agreement:*

The *James Bay and Northern Quebec Agreement* provides a settlement of the land claims of the Cree and Inuit people of Northern Quebec. The

Grand Council of the Crees (of Quebec) maintain that the provisions relating to post-secondary education for the Cree people are not being fully respected by the federal government.

Under Section 2 of the *Agreement*, the Cree and Inuit are entitled to continuing eligibility for Indian and Inuit programs as they may exist from time to time. Section 16 of the *Agreement* deals with Cree education. Paragraph 16.0.22 states in part that "there shall be no decrease in the quality and quantity of educational services presently available to native persons for their education and the operation and capital funding necessary to ensure services will be provided by Quebec and Canada." Under paragraph 16.0.24 Quebec and Canada are jointly responsible for continuing educational services including "living, tuition and transportation allowances for post-secondary students". Paragraph 16.0.25 contemplates that the provision of educational services such as post-secondary education will be the subject of an agreement between Canada, Quebec and the Cree School Board. The Cree of Northern Quebec allege that the federal government is not acting in accordance with the *Agreement*. They say that:

- the terms of the *Agreement* exempt them from any unilateral imposition of a budgetary cap;
- the federal government has refused to take active steps to negotiate a tri-partite agreement that would include post-secondary matters;
- the federal funding provided to the Cree School Board (75% is provided by Canada, 25% by Quebec) has been inadequate to deal with the post-secondary education needs of the Cree, resulting in a legal claim by the Crees for compensation amounting to \$8 million.

In particular, the Crees state:

It is the position of the Cree School Board that both Quebec and Canada have guaranteed, under the James Bay and Northern Quebec Agreement, the continuation of a level of post-secondary funding consistent with the needs of the Cree and the policies applicable at the time of the coming into force of the James Bay and Northern Quebec Agreement. This guarantee of Quebec and Canada can in no way be reduced or modified by legislation subsequent to the coming into force of the James Bay and Northern Quebec Agreement. The Agreement has been constitutionally entrenched under Section 35 of the Constitution Act, 1982. (Page 2 of Supplementary Brief of May 31, 1989)

The Minister maintains that the federal government is meeting its obligations under the *Agreement*.

### *The Northwest Territories:*

The federal government provides funding for a separate post-secondary education program in the Northwest Territories through its transfer payments to the territories. Students eligible for the Northwest Territories Student Financial Assistance Program are specifically excluded from the program under study. Evidence was heard from the Inuit Tapirisat of Canada that this territorial program provides allowances at a significantly lower rate than the Indian Affairs post-secondary education program. The Committee was informed that the participation rate of Inuit students in post-secondary education is still very low and has not seen the improvement that has occurred in the Indian population.

The particular difficulty experienced by students from remote Arctic communities in adjusting to university in a non-Inuit, urban setting and the lower quality of education provided at the elementary and secondary level were identified by the Inuit Tapirisat as two factors contributing to the very low participation rate of Inuit people in post-secondary education programs.

Through the Department of Indian Affairs and Northern Development, the Committee obtained information from the Government of the Northwest Territories on its post-secondary student assistance program. The *Student Financial Assistance Act* was assented to on May 21, 1982 and provides a legislative base for the Student Financial Assistance Program. A Policy and Procedures Manual for the program indicates that it is not intended to pay all of the costs of a student's education. It is expected that students will have some discretionary income to allot to their education.

The program is open to aboriginal and non-aboriginal students and supplies a number of different types of assistance with different eligibility criteria. The types of assistance offered are:

- Supplementary Grants
- Basic Grants
- N.W.T. Loans (three types)
- Scholarships
- Post-Secondary Student Incentives
- Correspondence Course Assistance.

Supplementary grants are available only to people of aboriginal descent born in the N.W.T. and ordinarily resident there. This type of grant is a

monthly living allowance. The rates reported in the policy and procedures manual as of December 1988 are:

student only	\$120/week
student & one dependent	\$151/week
student & two dependents	\$163/week
student & three dependents	\$173/week
student & 4 dependents	\$184/week
additional \$11/week for each dependent beyond four.	

Upon request, payments for the following items may also be authorized:

- childcare allowance (up to \$45 and \$25 for each additional dependent per week) for a single parent or if the spouse is a student;
- special equipment and clothing as certified by the school;
- tutoring allowance if recommended in writing by dean;
- special accommodation allowance for high rent if approved by the Minister;
- special local transportation allowance if deemed necessary by the Minister;
- two return air fares for the students' dependents.

#### 4. PART-TIME STUDIES

The new policy treats part-time study much the same way as the E-12 Guidelines did: restricting funding for part-time studies to tuition and the cost of books. Some criticism of this restriction was heard by the Committee. The Ontario Native Women's Association stated in their brief that:

There is also little incentive or benefit for part-time students. Many part-time students are mothers with young children and thus it is difficult for them to study full time, especially if they find quality day-care difficult to come by. The guidelines seem to penalize those students who wish to be employed as well as go to school, even if the job will help their studies. What is needed is a flexible policy, where students who wish to attend post-secondary institutions and work part-time, can receive some funds to accompany their income depending on need.

#### EVIDENCE ON PROGRAM CHANGES

Intending to report as quickly as possible on this urgent issue, the Committee was not in a position to conduct a detailed survey of views on all

aspects of the new policy on post-secondary education assistance. However, the submissions received have allowed the identification of key policy and program issues and general areas of concern in the aboriginal community.

Aboriginal groups objected to the perceived elimination of a number of services formerly provided under the E-12 Guidelines: Counselling Services, Special Services and Contingencies, Special Tutorial Assistance, Clothing and Special Equipment Allowances, Daily and Emergency Travel Allowances. Many groups feel that there is still a clear need for these services.

Particular concern was expressed regarding the lack of any childcare allowances under the new policy (formerly provided under the category of special services and contingencies). In individual cases, the lack of funds specifically allocated for childcare could mean an overall decrease in assistance of as much as three hundred dollars per month. (The DPA report concluded that the E-12 Guidelines required that childcare allowances be adequate but that, as a result of regional variations in interpreting and applying the Guidelines, many students did not have access to child care payments or were not receiving sufficient funds to meet their costs.)

A number of witnesses also stressed the importance of counselling and tutorial assistance in light of the special needs of many aboriginal students and especially given that approximately half of these are mature students.

The DPA Report made the following conclusions in regard to counselling services under the E-12 Guidelines (at page 102):

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

The DPA report also stated that approximately 75 percent of the students surveyed for the purposes of the report thought counselling needed improvement. Funding for tutorial assistance was reported to be "often unavailable or insufficient, especially for students in regular programs" (page iv). The report recommended that more resources and attention be directed toward support services such as counselling and tutorial assistance in order to improve completion rates.

Guidance and counselling services have been provided by band or departmental counsellors or by the purchase of service from post-secondary institutions. Information received from the Department indicates that in 1987-88, actual program expenditures for counselling services under the E-12 Guidelines totalled \$1,973,000. Under the 1989-90 budget, \$1,000,000 has been allocated for counselling services (even though the March 1989 policy statement does not mention counselling services).

Many aboriginal witnesses were critical of the new restrictions on travel allowances (i.e., eliminating the numerous exceptions to the general rule of providing travel allowances based on the distance to the nearest Canadian institution with a comparable program). Many felt that such restrictions were not appropriate in the case of graduate-level studies and that they may negatively affect the ability of students wanting to attend Indian colleges in particular.

Information provided by the Department indicates that the current allowance rates for living expenses for all family categories (except that of "single student living with employed parent") are based on "appropriate student living costs" researched by the Social Planning Council of Metropolitan Toronto for the 1984-85 year. The Department then adjusted these costs by applying the Consumer Price Index increases to the current year. The costs identified are: food, shelter, household operations, clothing, health and personal care. Costs not included according to the Department are transportation and recreation. The current rate of \$290 for single students living with an employed parent is the E-12 rate of \$72 per week converted and rounded off to a monthly rate.

Some groups have questioned the adequacy of the general living allowances in light of inflation and have stated that these allowances generally fall below the "Low Income Cut-Off" (formerly called the Poverty Line). Groups have also questioned the adequacy of the new rental subsidies and the extent to which they adequately address the situation of higher rents near universities.

Rental subsidies are allocated and designated to high-rental areas. In the Atlantic region only one area is designated a high-rental area, and that is Halifax. What is not taken into consideration is the inflated cost of rentals in areas of close proximity to post-secondary institutions. This blatant neglect clearly shows the lack of consultation with the people directly involved. (Issue 9:9)

The Canadian Association of University Teachers informed the Committee that:



... Fears also exist that the level of financial support available is not sufficient. A report of the Indian Governments of Saskatchewan states that in some cases the student allowances available are below DIAND welfare rates.

The new time limitations on living and travel allowances were frequently criticized as failing to address the special needs of students having difficulty adjusting to university and as inadequate for the requirements of mature students who are often advised or find it necessary to take a less than full course load as they adjust to the demands of university studies. The Minister has said that the new policy provides for some extension of program assistance in special cases at all levels of study.

Objections were made to the new limitation of restricting living and travel expense assistance to one graduate degree. The Minister has noted that on the other hand tuition assistance at all levels is now unlimited.

Several witnesses pressed for the extension of assistance for students enrolled in post-secondary programs of less than one year and for programs at certain institutions not recognized by a province. In other words, some witnesses felt the policy's definition of post-secondary education was overly restrictive; that there were many programs falling outside of this definition that were both useful and of interest to the aboriginal community.

For example, the Union of New Brunswick Indians Post-Secondary Education Committee said that the one-year vocational programs available from Employment & Immigration Canada were not meeting the needs of the aboriginal people (Issue 9:30):

What happens with those one-year vocational programs is that they are sponsored by CEIC, and CEIC's priority is in relation to Canada as a whole and in some instances maybe at a regional level. So what they do is say we have an over-abundance of electricians in New Brunswick so we are no longer going to train any more electricians. So an Indian person who wants to be an electrician because there are electrical jobs to be done at the reserve level—in fact, if he got his training and licence, he would be gainfully employed back home—has to get on that waiting list until CEIC's priority changes and they say they can train 25 more electricians for this year for the province of New Brunswick.

Ms. Pam Heavyhead gave an example of how some Indian colleges are not institutions with programs considered eligible for funding under the new policy (Issue 9:40):

Red Crow College, which is based on our reserve, is a satellite program of Lethbridge Community College and the university. That is not recognized in the policy. We are not chartered by the province. That is another process in itself. We are not being protected, because they will not fund students who are in an

institution that is not recognized by the province. So again, that is limiting our choice of institution.

While the Minister has said that changes to the incentive grant system were made in response to submissions from the aboriginal community, submissions made to the Committee frequently criticized the revisions made under the new policy. Many aboriginal people appear to resent the Department deciding the relative priority to be given to particular types of grants and also resent the Department assuming the decision-making role as to what constitutes a strategic area of study.

The Ontario Native Women's Association stated in their brief to the Committee:

Scholarships and incentives are a good idea, but why are they only five percent of the total budget. By including scholarships within the whole budget, they are only being shuffled from [one] area to another and give those students who attain the marks a disproportionate amount of funds if there is an excess or shortage above or below five percent. Should native communities and leaders decide what areas of study are strategic?

The Nuu-chah-nulth Tribal Council was one of several groups that indicated that aboriginal people want a much greater opportunity to manage rather than administer government programs including the post-secondary education assistance program. The Nuu-chah-nulth Tribal Council saw their involvement in an Alternative Funding Arrangement that included post-secondary education program funds as a distinct improvement over the degree of decision-making otherwise available to aboriginal people in regard to program funds. The Council suggested that they were an example of how shifting of control to aboriginal people results in a much more efficient use of financial resources, greater incentive to students to perform to the best of their abilities and better service to the community as a whole. While the Council saw its experience with the Alternative Funding Program in a positive light, it was made clear that aboriginal people want much more control over the manner in which government programs are designed and applied to their people and their communities. The Council emphasized that the fundamental issue underlying most disputes between aboriginal people and the government was the issue of self-government and the fundamental nature of the relationship between aboriginal and non-aboriginal governments. The Council urged that new initiatives be taken to address this issue.

Many organizations objected to the new policy's disallowance of appeals based on lack of budgetary funds, claiming that appeals on grounds other than a lack of program funds would be much less likely to be needed.

The Assistant Deputy Minister, Indian Services stated before the Committee that:

In the case of an appeal, if the budget for the year has been exhausted, you cannot appeal against the fact that there is no money in the budget. However, you can appeal against things such as fairness in the selection process, the priority, where you are, the fact there may not have been the proper information on which decisions were made. (Issue 2:29)

### **FUNDING OF INDIAN COLLEGES UNDER THE INDIAN STUDIES SUPPORT PROGRAM**

Since 1976, special institutions controlled by aboriginal people have been funded by the federal government; institutions such as Blue Quills and Old Sun Colleges in Alberta and the Saskatchewan Indian Federated College (SIFC).

Under the Indian Studies Support Program, a contribution agreement was entered into by the federal government and the SIFC in September of 1988 under which the SIFC would receive \$4.7 million dollars for the 1988-89 fiscal year. The SIFC is the only Indian-controlled degree-granting institution in Canada.

The Committee heard evidence from spokespersons for Blue Quills and Old Sun Colleges that their funding had been significantly reduced over the past few years to the point that staff had been laid off and salaries cut. Old Sun in a written submission to the Committee of June 5, 1989 called for:

- 1) legislation recognizing Old Sun Community College as a reserve based Native Post Secondary Institution with the power to design, develop and implement its own programs and to award diplomas, degrees and certificates;
- 2) a legislative base for funding to Indian colleges on a five-year basis;
- 3) a tri-partite dialogue between the federal government, the provincial government and Old Sun Community College for the purpose of agreeing on adequate funding and facilities;
- 4) the Minister to immediately restore the levels of funding to Old Sun that are necessary to provide proper education and training as the only means to reducing welfare and unemployment in the aboriginal community.

## FOOTNOTES

1. Nowegijick v. The Queen, [1983] 1 S.C.R. 29 at 39.

## CHAPTER IV

### SUMMARY OF THE 1987-88 REPORT OF THE AUDITOR GENERAL

In the Summary of his 1987-88 Report, the Auditor General described the administration of Indian Affairs as "one of the most complex areas of public administration, involving difficult historical, constitutional, federal-provincial and social issues" (p.14). One of the the three major DIAND activities studied in his report was post-secondary education assistance.

The main concern of the Auditor General was the lack of a clear legislative mandate for funding or delivering post-secondary education assistance and social development services. He felt that this led to unclear roles and responsibilities and to a lack of accountability. In addition, the Auditor General felt that the "absence of a clear legislative mandate has resulted in misunderstanding and uncertainty among Indians about the purpose of these activities and the services to be delivered" (Summary, page 14). Finally, there is considerable doubt about the constitutional propriety of programs authorized only by Appropriation Acts.

The Report notes that in 1987-88 there were 14,447 students being assisted at a forecast cost of \$111 million. About 40 percent of assistance was delivered by the Department's regional and district offices, and about 60 percent by the bands and tribal councils.

In looking at the Department-administered post-secondary assistance, the Auditor General's staff found that practices varied significantly from region to region and that there were numerous errors and inaccurate or incomplete documentation.

With respect to band-administered post-secondary assistance, the conditions placed on bands by the Department varied, as did the monitoring arrangements. It was unclear whether or not bands and tribal councils had the authority to change the program rules, as defined by E-12 Guidelines: "To ensure that the PSEA is properly administered, the Department must provide bands with a clear and consistent policy framework" (clause 14.45).

With no clear legislative mandate, the Auditor General found problems with accountability and management information. Because the objectives shifted over time, it was difficult to develop indicators to measure the success of the program. "The participation rate—the number of participating students

of a defined age over the total population of that same age group—is the only performance indicator in place” (clause 14.50). An information system to collect and publish relevant statistics was strongly recommended as being of use to both managers and Parliament.

The recommendations of the Auditor General with respect to post-secondary education assistance were:

“For the Post-secondary Education Assistance program the Department of Indian Affairs and Northern Development should:

- (a) where assistance is Department-administered
  - ensure consistency with program policies;
  - maintain proper documentation and accurate, up-to-date information on individual applicants;
- (b) where assistance is band-administered
  - define the role and responsibilities of bands and ensure consistency with those policies;
  - specify in the terms and conditions of contribution agreements the operational statistics that bands should provide to the Department; and
- (c) in both cases
  - maintain relevant, basic program information such as graduation rates, number of graduates by field of study and employment statistics.” (clause 14.53)

## CHAPTER V

### SUMMARY OF THE NATIONAL REVIEW OF FIRST NATIONS EDUCATION

In 1984, the Education Secretariat of the Assembly of First Nations began a major study of Indian Education in Canada, called the *National Review of First Nations Education*. In 1988, four volumes of the report were published in 1988 after much research and consultation.

The study was initiated to examine the impact of the 1973 National Indian Brotherhood Policy Paper, *Indian Control of Indian Education*, and was designed to analyze four major aspects of First Nations education: jurisdiction, quality, management and resourcing.

The Report is a lengthy and complex work, dealing with a wide spectrum of issues relevant to First Nations education that cannot be dealt with adequately in the space and time available here. However, the Committee has taken note of the Report and its recommendations.

Volume 1 of the report describes the study and the research programs, and discusses the four issue areas on the basis of the data and information collected. Volume 2 provides additional information about specific First Nations schools, as well as a detailed analysis of policy and legislative issues affecting First Nations education, and Volume 3 is the Executive Summary.

The fourth volume released is entitled *A Declaration of First Nations Jurisdiction over Education*. This *Declaration*

- affirms the inherent aboriginal right to self-government;
- states that education is both an inherent aboriginal right and a treaty right;
- calls on the Government of Canada to vacate the field of administering First Nations education, and for radical reform of the *Indian Act* (including a Ministry of State for First Nations Relations which could negotiate the resources required for education directly with First Nations);
- affirms that First Nations education involves a holistic approach covering the complete range of education needs, including post-secondary education, and must be of a standard

- at least comparable to, if not better than, provincial schooling;
- states that jurisdictional control requires that all necessary and required financial resources previously managed by other governments be managed by First Nations educational authorities;
  - calls for adequate resourcing, a multi-year budget system, and the elimination of cyclical shortfalls in federal budgets; and
  - declares that implementation of First Nations jurisdiction over education requires the recognition of the sovereign status of First Nations and reforms of federal policy and legislation.

More specifically, on the issue of post-secondary educational assistance the *Declaration* states:

Adequate funding for post-secondary education is critical. Funds must be available to meet the post-secondary education needs of all First Nations students interested in obtaining education at vocational-technical institutions, in adult education programs, and at colleges and universities in undergraduate, graduate and professional degree programs. (p. 21)

Post-secondary education must be made non-discretionary by the federal government. First Nations view post-secondary education as absolutely essential. Post-secondary education is necessary to provide First Nations with well qualified personnel for effective self-government and for the management and operation of effective school systems. Post-secondary programs must be funded at levels which reflect inflationary costs and enrollment increases. The federal government must place a moratorium on cutbacks in post-secondary financial assistance to students. (p. 31)

In the report as a whole, it is difficult to separate the issue of post-secondary student assistance from that of post-secondary program development, or even from community development as a whole. Financial assistance to post-secondary students is seen as essential to ensuring a pool of trained First Nations professionals who can work in developing and implementing better First Nations educational programs, at all levels including the post-secondary. Trained First Nations professionals "play a crucial role in the development and implementation of strategies contributing to self-determination" (Vol. 1, p. 92), which in turn is seen as critical to an effective First Nations educational policy.

More specifically, the post-secondary education assistance is described as "one of the most successful programs funded by the federal government." (Vol. 1, p. 138). Although the National Review did not have the new 1989-90



policy available to it, there was concern that Treasury Board had already changed the budgeting and allocation process in an attempt to control and cap the program. The report expresses concern that there may be an eventual reduction in the participation rate of First Nations students in post-secondary education; a reduction in the number of older students; inequities in participation rates based on such factors as geographic location, past usage of the program, age profile and first nation; and elimination of half-salary incentive grants.

Volume 2 of the Report deals with specific institutions, as well as with policy development and legislative issues. The Saskatchewan Indian Federated College (SIFC) is discussed in detail as "the only institution of higher education in Canada operating under the jurisdiction of First Nations at the time of the First Nations School Review" (Vol 2, p. 62; see also Appendix D). Elsewhere, the report calls for more support for the establishment of First Nations post-secondary institutions like SIFC.

Under the heading "Policy Development", post-secondary education is described as an "absolute necessity" which must be "fully resourced through the federal obligation to resource First Nations education" (Vol. 2, p. 100). The report calls for post-secondary education to become a non-discretionary component of the education program, and for a moratorium on cutbacks to post-graduate composite allowances and grants.

The E12 Guidelines are considered unacceptable because they do not recognize the principle of First Nations jurisdiction over education, and their ambiguous definitions are noted (Vol. 2, p. 100). More specifically, the problems are described as including the following factors:

- \* lack of involvement of First Nations in the formulation and review of policies and guidelines for post-secondary education;
- \* eligibility standards are too rigid;
- \* differences in regional interpretation lead to inequality in the application of the resourcing policies and ultimately the actual resources received by the student;
- \* the timeframe by which post-secondary students are resourced is too restrictive; and
- \* the fact that the E12 Guidelines contain both a policy and a guideline causes confusion.

In addition, the National Review felt that the post-secondary allowance rates did not adequately cover increases in the cost of living or inflation, or the fact that some major cities had gotten considerably more expensive in recent years (Vol. 2, p. 106). In the Policy Development Summary, the report calls for "abolishing and replacing present Circular E12 policy guidelines with more relevant resourcing guidelines" (Vol. 2, p. 108).

On the broader jurisdictional issue the report concludes: "The legal obligation of the federal government to provide adequate resources as identified by First Nations must be entrenched in the Constitution" (Vol. 2, p. 109).

## CHAPTER VI

### RECOMMENDATIONS

1. The Committee strongly recommends that the Government establish a shared national data base on aboriginal post-secondary education in collaboration with aboriginal people through a bilateral process. The committee also recommends that the Government provide adequate resources to achieve this objective.
2. The Committee recommends that an ongoing, full and meaningful consultation process be established between the Government of Canada and the aboriginal people. The primary goal of this process should be to reach a consensus on post-secondary education policies and guidelines.
3. The Committee is clearly not in a position to decide the substantive legal issue of whether or not post-secondary education is a treaty right. The Committee strongly recommends that a forum be created to resolve this fundamental disagreement between the Government of Canada and the treaty peoples. This forum must be jointly designed and mutually agreed to by the Government of Canada and the treaty peoples.
4. A range of important program issues were raised by witnesses. These matters have been carefully reviewed and noted by the Committee in its report. The Committee urges the Government to thoroughly and seriously consider the submissions made on these matters and to immediately implement the consultation process recommended in this report to achieve a mutually satisfactory program review. The Committee urges that the government review, in particular, the matters of:
  - the program objectives
  - retroactive funding
  - residency requirements
  - other (non-program) assistance
  - part-time studies
  - the incentive grant system
  - appeals
  - living and travel allowance rates
  - counselling services

- restrictions on the length of time funded
  - funding of Indian colleges
  - childcare allowances
5. The Committee recommends that special consideration be given to the Northwest Territories to ensure that levels of funding given to students from the Northwest Territories are comparable to those given in the rest of Canada.
  6. To resolve the problem of providing adequate funding of post-secondary education in the area covered by the *James Bay and Northern Quebec Agreement*, the Committee recommends that the federal government take the initiative to ensure that the three partners in the tri-partite process fulfil their obligations under that *Agreement*.
  7. The Committee recommends that the program provide adequate funding to each eligible applicant in each year.
  8. We concur with the concerns of the Auditor General in his 1987-1988 Report and strongly recommend that the Department implement his recommendations stated at clause 14.53.
  9. The Committee recommends that the long-term goal of the Department be to turn over management of the program to the aboriginal people.

### **MORATORIUM**

The Committee heard considerable evidence on the moratorium issue but is convinced that if its recommendations are followed on the consultation process, then the problems the moratorium was intended to address would be dealt with. Further, with respect to the request for a moratorium, the Committee was faced with the dilemma of a policy already in the process of implementation and was therefore of the opinion that the clock could not be turned back. Therefore the Committee commits itself to undertake a review of progress made in implementing its recommendations, particularly concerning the consultation process.

### **POST-SECONDARY STUDENT ASSISTANCE PROGRAM**

The Committee views the post-secondary education assistance program as a highly successful initiative. Education is fundamental to the aboriginal peoples, just as it is for all other Canadians. It is the Committee's strong conviction that post-secondary education is also a vital ingredient in assisting

our aboriginal peoples to achieve their goals of self-government and economic self-sufficiency. Therefore the Committee commends the Minister and the Department for the development and the progress that this program has made in the past and encourages the Minister, and through him the Government of Canada, to do all in their power to ensure its improvement and success into the future.

2. April 16, 1982  
 The Honourable Justice P. LeBel  
 Minister of Indian Affairs and Northern Development  
 Department of Indian Affairs and Northern Development  
 Ottawa, Ontario
3. May 1, 1982  
 Hon. Daniel Paquin, C.M., Deputy Minister  
 and S.C. (Ministry of Indian Affairs and Northern Development)  
 Hon. Charles G. Campbell, Minister  
 Hon. John G. Bennett, Minister  
 Hon. John G. Bennett, Minister  
 Hon. John G. Bennett, Minister  
 Hon. John G. Bennett, Minister  
 Hon. John G. Bennett, Minister  
 Hon. John G. Bennett, Minister
4. May 2, 1982  
 Hon. David Crombie  
 Minister of Indian Affairs and Northern Development  
 Hon. John G. Bennett, Minister  
 Hon. John G. Bennett, Minister  
 Hon. John G. Bennett, Minister
5. May 18, 1982  
 Hon. John G. Bennett, Minister  
 Hon. John G. Bennett, Minister  
 Hon. John G. Bennett, Minister  
 Hon. John G. Bennett, Minister
6. May 22, 1982  
 Hon. John G. Bennett, Minister  
 Hon. John G. Bennett, Minister  
 Hon. John G. Bennett, Minister  
 Hon. John G. Bennett, Minister
7. May 23, 1982  
 Hon. John G. Bennett, Minister  
 Hon. John G. Bennett, Minister  
 Hon. John G. Bennett, Minister  
 Hon. John G. Bennett, Minister



## APPENDIX A

### WITNESSES AT PUBLIC HEARINGS

Issue No.	Date	Organizations and Witnesses
2	April 26, 1989	<p><b>Appearing:</b> The Honourable Pierre H. Cadieux, Minister of Indian Affairs and Northern Development</p> <p><b>Department of Indian Affairs and Northern Development:</b> John Rayner, Assistant Deputy Minister, Indian Services.</p>
3	May 1, 1989	<p>Elder Randel Proulx (Cape Croker Reserve); Emil Bell (University of Saskatchewan); Russell Diabo (Carleton University); Sherri Chisan (University of Lethbridge); Tony Nobis (Lakehead University); Carol Buswa (Lakehead University); Beverly Scow (University of British Columbia); Daryold Winkler (University of Ottawa).</p>
4	May 2, 1989	<p><b>Native Council of Canada:</b> Christopher McCormick, National Spokesperson; Robert Groves, Special Adviser; Yves Assiniwi, Policy Adviser.</p>
5	May 10, 1989	<p><b>Prairie Treaty Nations Alliance:</b> Chief Vernon Bellegarde; Gerald Kubb, Technician; Chief John Meechas, Long Plains Band, Manitoba.</p>
6	May 15, 1989	<p><b>Inuit Tapirisat of Canada:</b> John Amagoalik, President.</p>
7	May 17, 1989	<p><b>Native Women's Association of Canada:</b> Linda Jordan, Speaker.</p> <p><b>Grand Council of the Crees (of Quebec):</b> Matthew Coon Come, Grand Chief; Kenny Blacksmith, Chairman, Cree School Board.</p>

Issue No.	Date	Organizations and Witnesses
8	May 24, 1989	<p><b>Indigenous Bar Association:</b>            Roger Jones, President;            David Nahwegahbow, Member;            Graydon Nicholas, Director;            Darlene Johnston, Member;            Don Worme, Director;            Ovide Mercredi, Member.</p>
9	May 29, 1989	<p><b>Union of New Brunswick Indians,            Post-Secondary Committee:</b>            Bill Simon, Jr., Spokesperson;            Wanda Rose, Student;            Warren Tremblay, Education Co-ordinator;            Levi Sock, Education Co-ordinator;            Delbert Moulton, Education Co-ordinator.</p> <p><b>Nuu-chah-nulth Tribal Council:</b>            George Watts, President.</p> <p><b>Blood Tribal Administration (Treaty Number 7):</b>            Elder Margaret Hind Man;            Narcisse Blood, Councillor;            Pam Heavyhead, Student;            Alvine Mountain Horse, Student.</p> <p><b>Blackfoot Tribal Administration            (Treaty Number 7):</b>            Margaret Waterchief, Councillor;            Y.A. (Jake) Bholat, Acting President,            Old Sun Community College            (Blackfoot Reserve, Gleichen, Alberta).</p> <p><b>Cree-Chipewyan Nations Council            (Treaty Number 6):</b>            Chief Alphonse Lameman, Beaver Lake;            Chief Frances Scanie, Cold Lake;            Sharon Venne, Legal Advisor;            Ron Lameman, Councillor, Beaver Lake.</p>
10	June 1, 1989	<p><b>Appearing:</b>            The Honourable Pierre H. Cadieux,            Minister of Indian Affairs and            Northern Development</p> <p><b>Department of Indian Affairs and            Northern Development:</b>            Harvey McCue, Director, Education            Policy and Planning Directorate;            John Rayner, Assistant Deputy Minister,            Indian Services.</p>



## APPENDIX B

### WRITTEN SUBMISSIONS RECEIVED

Canadian Association of University Teachers (and a following brief)  
Confederacy of Mainland Micmacs  
Cree-Chipewyan Nations Council (Treaty Number 6)  
First Nations Student Network  
Grand Council of the Crees (of Quebec) (and a following brief)  
Indigenous Bar Association  
Kehewin First Nation  
London District Education Council and London District Chiefs  
Council  
Michalenko, Professor Greg (University of Waterloo)  
National Indian Education Forum  
Native Council of Canada  
Native Women's Association of the N.W.T.  
Nuu-chah-nulth Tribal Council  
Old Sun Community College  
Ontario Native Women's Association  
Prairie Treaty Nations Alliance  
Shibogama Tribal Council  
Stewart, Gail Ward  
Stoney Education Authority  
United Native Nations



## APPENDIX C

### Relevant Socio-Economic Statistics. Re: Inuit and Registered Indians

The following tables contain statistics taken from documents published by Indian and Northern Affairs. The statistics on the registered Indian population are taken from the "1986 Census Highlights on Registered Indians: Annotated Tables" (Preliminary Version) and the data concerning the Inuit population is taken from the publication "An Overview of Demographic and Socio-Economic Conditions of the Inuit in Canada". As a 1986 census highlights publication is not yet available for the Inuit population, it should be noted that the statistics for the Inuit population were compiled from 1981 census data, whereas the statistics for the registered Indian population were compiled using the 1986 census data.

**Percentage of Registered Indian and General Populations with Less than Grade 9 Education,  
Canada, Provinces/Territories, 1986**

Province/Territory	Percentage of Population <sup>2</sup> with less than Grade 9 Education <sup>3</sup>				
	Registered Indian Population			General Population <sup>4</sup>	Pop. Near Reserves <sup>5</sup>
	On Reserve	Off Reserve	Total		
Nova Scotia and Newfoundland	38.5	22.3	34.9	20.7	
New Brunswick and P.E.I.	36.2	28.7	34.5	23.2	
Quebec	50.6	28.3	46.1	23.8	
Ontario	35.5	21.4	29.1	14.5	
Manitoba	52.7	27.6	44.2	17.4	
Saskatchewan	50.9	28.9	43.0	18.4	
Alberta	44.8	20.1	35.1	10.5	
British Columbia	35.5	22.4	29.8	11.0	
Yukon	43.7	28.7	35.6	7.5	
NWT	65.9	51.3	60.4	28.8	
Canada	44.5	24.8	37.1	17.1	

1. Caution: the reader should refer to the Methodology Section. [not included here]
2. Populations 15 years of age and over.
3. For statistical purposes, less than grade 9 education is used as a proxy of functional illiteracy.
4. Refers to the total population (15+) of the specified geographical area less registered Indians.
5. Refers to the total population (15+) of comparison communities near reserves within the specified geographical area.

Source: INAC customized data based on 1986 Census of Canada.

Prepared by Quantitative Analysis and Socio-demographic Research, Finance and Professional Services, INAC, 1988.

**Percentage of Registered Indian and General Populations with at Least High School Education,  
Canada, Provinces/Territories, 1986**

Province/Territory	Percentage of Population <sup>2</sup> with at Least High School Education				
	Registered Indian Population			General Population <sup>3</sup>	Pop. Near Reserves <sup>4</sup>
	On Reserve	Off Reserve	Total		
Nova Scotia and Newfoundland	34.3	50.0	37.6	47.1	
New Brunswick and P.E.I.	33.1	43.4	35.2	48.4	
Quebec	19.7	45.2	24.9	56.3	
Ontario	26.4	41.9	33.4	57.0	
Manitoba	12.6	33.4	19.6	49.5	
Saskatchewan	18.2	33.2	23.6	48.6	
Alberta	20.9	38.0	27.6	59.0	
British Columbia	26.6	36.0	30.8	59.3	
Yukon	22.3	30.1	26.5	66.5	
NWT	17.0	21.6	18.7	47.6	
Canada	21.7	37.1	27.5	55.8	

1. Caution: the reader should refer to the Methodology Section. [not included here]
2. Populations 15 years of age and over.
3. Refers to the total population (15+) of the specified geographical area less registered Indians.
4. Refers to the total population (15+) of comparison communities near reserves within the specified geographical area.

Source: INAC customized data based on 1986 Census of Canada.

Prepared by Quantitative Analysis and Socio-demographic Research, Finance and Professional Services, INAC, 1988.

**Employment Rates for the Registered Indian and General Populations,  
Canada, Provinces/Territories, 1986**

Province/Territory	Employment Rate <sup>2</sup>				
	Registered Indian Population			General Population <sup>3</sup>	Pop. Near Reserves <sup>4</sup>
	On Reserve	Off Reserve	Total		
Nova Scotia and Newfoundland	22.6	48.1	28.5	49.8	
New Brunswick and P.E.I.	24.7	27.9	25.5	51.4	
Quebec	25.2	41.0	28.4	54.7	
Ontario	36.7	48.2	41.9	64.4	
Manitoba	23.7	32.4	26.7	62.5	
Saskatchewan	24.2	29.6	26.1	62.6	
Alberta	28.1	35.5	31.0	65.9	
British Columbia	30.4	31.2	30.8	57.5	
Yukon	33.5	42.7	38.6	72.6	
NWT	30.3	39.9	33.9	64.1	
Canada	28.2	36.7	31.4	59.8	

1. Caution: the reader should refer to the Methodology Section. [not included here]
2. Employed as a percentage of populations 15 years of age and over.
3. Refers to the total population (15+) of the specified geographical area less registered Indians.
4. Refers to the total population (15+) of comparison communities near reserves within the specified geographical area.

Source: INAC customized data based on 1986 Census of Canada.

Prepared by Quantitative Analysis and Socio-demographic Research, Finance and Professional Services, INAC, 1988.

**Percentage Distribution of the Experienced Labour Force for Registered Indian and General Populations by the Three Major Occupation Groups, Canada, Provinces/Territories, 1986**

Province/Territory	Experienced Labour Force <sup>2</sup> by the Three Major Occupational Groups <sup>3</sup>														
	Registered Indian Population									General Population <sup>4</sup>			Population Near Reserves <sup>5</sup>		
	On Reserve			Off Reserve			Total								
	Pri.	Sec.	Ter.	Pri.	Sec.	Ter.	Pri.	Sec.	Ter.	Pri.	Sec.	Ter.	Pri.	Sec.	Ter.
Nova Scotia and Newfoundland	8.4	6.6	73.5	7.7	13.7	68.9	8.2	9.4	71.7	7.4	12.4	73.4			
New Brunswick and P.E.I.	7.9	5.7	77.1	5.2	8.7	80.7	7.3	6.4	78.3	8.3	12.9	72.4			
Quebec	10.7	5.2	74.8	3.4	10.2	75.0	8.7	6.5	74.9	3.7	15.4	74.8			
Ontario	11.5	11.3	66.8	6.9	14.6	70.4	9.1	12.9	68.7	3.5	14.7	74.6			
Manitoba	11.8	2.7	76.3	6.7	10.1	73.7	9.8	5.6	75.2	9.2	10.8	74.0			
Saskatchewan	16.1	4.4	70.8	9.0	6.8	75.2	13.2	5.4	72.6	19.4	7.0	68.7			
Alberta	12.3	4.5	70.9	6.8	8.4	77.2	9.8	6.3	73.8	8.4	8.4	77.4			
British Columbia	26.1	8.9	53.5	17.2	15.4	57.6	22.1	11.8	55.4	5.8	11.0	77.1			
Yukon and NWT	14.4	3.2	71.4	9.3	3.2	78.3	12.1	3.3	74.9	4.6	7.3	81.0			
Canada	15.4	6.7	67.6	9.6	11.7	69.8	12.9	8.9	68.5	5.5	13.2	74.9			

1. Caution: the reader should refer to the Methodology Section. [not included here]

2. Populations 15 years of age and over who worked since January 1, 1985 (includes employed and unemployed).

3. Primary group includes fishing, trapping, forestry, logging and other primary occupations. Secondary group includes processing occupations, machinery, product fabricating, assembling and repairing. Tertiary group includes managerial, technological, social, religious, teaching, medicine, health and artistic occupations, clerical, sales and service occupations, construction trades occupations, transportation equipment operating. A fourth group, not shown in this table, includes occupations not elsewhere classified and persons not classifiable by occupation.

4. Refers to the total population (15+) of the specified geographical area less registered Indians.

5. Refers to the total population (15+) of comparison communities near reserves within the specified geographical area.

Source: INAC customized data based on 1986 Census of Canada.

Prepared by Quantitative Analysis and Socio-demographic Research, Finance and Professional Services, INAC, 1988.

**Average Individual Income of Registered Indian and General Populations,  
Canada, Provinces/Territories, 1985**

Province/Territory	Average Individual Income <sup>2</sup>				
	Registered Indian Population			General Population <sup>3</sup>	Pop. Near Reserves <sup>4</sup>
	On Reserve	Off Reserve	Total		
Nova Scotia and Newfoundland	\$7,900	\$11,200	\$8,800	\$15,400	
New Brunswick and P.E.I.	\$7,500	\$9,600	\$8,000	\$14,700	
Quebec	\$9,900	\$13,400	\$10,700	\$17,100	
Ontario	\$10,100	\$12,400	\$11,200	\$19,500	
Manitoba	\$8,200	\$9,700	\$8,700	\$17,000	
Saskatchewan	\$8,600	\$9,700	\$9,000	\$17,000	
Alberta	\$9,300	\$10,300	\$9,700	\$19,800	
British Columbia	\$9,800	\$10,800	\$10,200	\$18,700	
Yukon	\$8,300	\$10,800	\$9,600	\$20,600	
NWT	\$8,900	\$12,300	\$10,200	\$21,400	
Canada	\$9,300	\$11,000	\$9,900	\$18,200	

1. Caution: the reader should refer to the Methodology Section. [not included here]
2. Population 15 years and over who received income during 1985.
3. Refers to the total population (15+) of the specified geographical area less registered Indians.
4. Refers to the total population (15+) of comparison communities near reserves within the specified geographical area.
5. Income is rounded to nearest 100.

Source: INAC customized data based on 1986 Census of Canada.

Prepared by Quantitative Analysis and Socio-demographic Research, Finance and Professional Services, INAC, 1988.



**Percentage of Registered Indian and General Populations With Income Whose Major Source of Income is from Employment or Government Transfer Payments, Canada, Provinces/Territories, 1985**

Province/ Territory	Major Source of Income <sup>2</sup>									
	Employment <sup>3</sup>					Government Transfer Payments <sup>4</sup>				
	Registered Indian Population			General Population <sup>5</sup>	Population Near Reserves <sup>6</sup>	Registered Indian Population			General Population <sup>5</sup>	Population Near Reserves <sup>6</sup>
	On Reserve	Off Reserve	Total			On Reserve	Off Reserve	Total		
Nova Scotia and Newfoundland	42.1	63.6	47.4	65.5		57.0	35.8	51.4	28.0	
New Brunswick and P.E.I.	41.5	56.3	45.1	63.3		57.9	41.7	54.3	29.7	
Quebec	42.1	56.8	45.2	67.1		53.9	37.1	50.4	24.2	
Ontario	58.2	65.9	61.8	74.3		39.9	30.4	35.5	15.3	
Manitoba	40.8	51.4	44.4	71.2		57.9	44.5	53.3	18.6	
Saskatchewan	39.5	43.0	40.8	70.4		58.1	54.1	56.6	18.5	
Alberta	46.2	56.4	50.1	77.6		40.4	38.8	39.7	14.1	
British Columbia	53.5	51.1	52.5	68.2		44.4	46.2	45.2	20.1	
Yukon	64.9	69.3	67.3	85.4		33.1	29.6	30.9	10.4	
NWT	68.4	76.7	71.3	87.4		30.7	23.0	27.9	10.8	
Canada	47.9	55.8	50.9	71.0		48.5	40.8	45.6	19.4	

1. Caution: the reader should refer to the Methodology Section. [not included here]

2. That income component which constitutes the largest proportion of the total income of an income unit. Investment income and other income are excluded from this table given their small size.

3. Includes wages, salaries and self-employment

4. Refers to income from all cash transfer payments from all levels of government e.g. Family Allowance, Unemployment Insurance and cash welfare payments.

5. Refers to the total population (15+) of the specified geographical area less registered Indians.

6. Refers to the total population (15+) of comparison communities near reserves within the specified geographical area.

Source: INAC customized data based on 1986 Census of Canada.

Prepared by Quantitative Analysis and Socio-demographic Research, Finance and Professional Services, INAC, 1988.

## 2. Socio-Economic Data for the Inuit Population Using 1981 Census Data

### Cumulative Percentages of Highest Level of Schooling for the Inuit and General Populations 15 years of Age and Over, Canada and Regions, 1981

Highest Level of Schooling	Inuit Population					General Population
	Canada	Labrador	Northern Quebec	NWT and Yukon	Southern Canada	Canada
None	100	100	100	100	100	100
Grade 1	76	86	67	72	97	98
Grade 5	66	80	47	64	93	<u>96</u>
Grade 9	<u>39</u>	42	27	34	77	<u>80</u>
High School Graduation	19	21	14	15	41	52
University	<u>4</u>	7	3	1	13	<u>16</u>

- Notes:**
1. The numbers underlined are those mentioned specifically in the text. [text not included]
  2. Due to random rounding, the sum of the cells may not equal the total shown.
  3. The percentages are cumulative from bottom to top. For example, 39 per cent of Canadian Inuit have attended at least Grade 9.

**Source:** Tabulation SC 8 (Appendix B.2).

"An Overview of Demographic and Socio-Economic Conditions of the Inuit in Canada", by Norbert Robitaille and Robert Choinière (Département de démographie, Université de Montréal) for the Research Branch, Corporate Policy, Indian and Northern Affairs Canada, 1985.

**Percentages of School Attendance for the Inuit and General Populations  
15 Years of Age and Over,  
Canada and Regions, 1971 and 1981**

School Attendance	Inuit Population						General Population	
	Canada		Labrador	Northern Quebec	NWT and Yukon	Southern Canada	Canada	
	1971	1981	1981				1971	1981
Full time	12	11	12	8	10	16	13	12
Part time	3	2	2	2	2	5	4	6
Not attending school	<u>85</u>	<u>87</u>	85	91	88	79	83	<u>82</u>
TOTAL	100	100	100	100	100	100	100	100

- Notes:**
1. The numbers underlined are those mentioned specifically in the text. [text not included]
  2. Due to random rounding, the sum of the cells may not equal the total shown.

**Source:** Tabulations SC 9 and SC 37 (Appendix B.2).

“An Overview of Demographic and Socio-Economic Conditions of the Inuit in Canada”, by Norbert Robitaille and Robert Choinière (Département de démographie, Université de Montréal) for the Research Branch, Corporate Policy, Indian and Northern Affairs Canada, 1985.

**Cumulative Percentages of Highest Level of Schooling  
by Age Groups for the Inuit Population  
15 Years of Age and Over, Canada 1981**

Highest Level of Schooling	Age Group													
	15-19	% cum	20-24	% cum	25-29	% cum	30-34	% cum	35-39	% cum	40 +	% cum	Total	% cum
None	50	100	60	100	60	100	245	100	380	100	2,745	100	3,530	100
Grade 1	265	98	170	98	190	97	235	85	190	68	305	34	1,360	76
Grade 5	1,530	<u>90</u>	855	90	490	86	395	71	195	51	420	<u>27</u>	3,885	66
Grade 9	1,225	44	695	55	385	58	250	47	110	35	250	17	2,920	39
High School Graduation	225	7	525	26	500	37	415	32	225	25	380	11	2,265	19
University	10	0	95	4	150	8	125	8	70	6	85	2	535	4
<b>TOTAL</b>	3,310		2,390		1,780		1,665		1,170		4,180		14,500	

- Notes:**
1. The numbers underlined are those mentioned specifically in the text. [text not included]
  2. Due to random rounding, the sum of the cells may not equal the total shown.
  3. The percentages are cumulative from bottom to top. For example, 90 percent of Inuit between 15 and 19 years of age have attended at least Grade 5.

**Source:** Tabulation SC 8 (Appendix B.2).  
 "An Overview of Demographic and Socio-Economic Conditions of the Inuit in Canada", by Norbert Robitaille and Robert Choinière (Département de démographie, Université de Montréal) for the Research Branch, Corporate Policy, Indian and Northern Affairs Canada, 1985.

**Labour Force Activity of the Inuit and General Populations  
15 Years of Age and Over,  
Canada and Regions, 1981**

Labour Force Activity	Inuit Population					General Population
	Canada	Labrador	Northern Quebec	NWT and Yukon	Southern Canada	Canada
In labour force (F) (F) = (E) + (U)	6,990	540	860	4,270	1,320	12,054,155
Employed (E)	5,925	395	775	3,565	1,190	11,167,915
Unemployed (U)	1,065	145	80	705	130	886,235
Not in labour force (I)	7,515	380	1,715	4,615	800	6,555,130
TOTAL (T) (T) = (F) + (I)	14,500	920	2,575	8,890	2,125	18,609,285
Participation rate (F/T)	<u>48%</u>	59%	33%	48%	62%	<u>65%</u>
Unemployed rate (E/T)	<u>15%</u>	27%	<u>9%</u>	16%	10%	<u>7%</u>
Proportion employed (E/T)	<u>41%</u>	<u>43%</u>	<u>30%</u>	<u>40%</u>	<u>56%</u>	<u>60%</u>

- Notes:**
1. The numbers underlined are those mentioned specifically in the text. [text not included]
  2. Due to random rounding, the sum of the cells may not equal the total shown.

**Source:** Tabulation SC 11 (Appendix B.2).  
 "An Overview of Demographic and Socio-Economic Conditions of the Inuit in Canada", by Norbert Robitaille and Robert Choinière (Département de démographie, Université de Montréal) for the Research Branch, Corporate Policy, Indian and Northern Affairs Canada, 1985.

## Income of the Inuit and General Populations 15 Years of Age and Over, Canada and Regions, 1970 and 1980

Income	Inuit Population										General Population					
	1970		1980								1970		1980			
	Canada	% CUM	Canada	% CUM	Labrador	% CUM	Northern Quebec	% CUM	NWT and Yukon	% CUM	Southern Canada	% CUM	Canada	% CUM	Canada	% CUM
Without Income	2,985 23%	100	3,925 27%	100	175 20%	100	1,135 44%	100	2,185 25%	100	440 21%	100	3,616,710 24%	100	2,799,350 15%	100
Under \$5,000	3,630	67	5,050	73	410	80	805	56	3,310	75	520	79	4,132,855	76	4,446,945	85
\$5,000 to \$9,999	1,240	28	2,245	38	190	36	215	25	1,475	38	365	55	2,376,755	49	3,359,315	61
\$10,000 to \$14,999	670	14	1,220	23	70	15	130	16	720	22	305	38	1,990,350	33	2,597,785	43
\$15,000 to \$19,999	390	7	940	14	20	8	125	11	580	14	215	23	1,504,885	20	1,979,930	29
\$20,000 and over	235	3	1,125	8	50	5	165	6	620	7	280	13	1,567,740	10	3,425,930	18
With Income	6,165 67%		10,575 73%		745 80%		1,440 56%		6,705 75%		1,690 79%		11,572,580 76%		15,809,930 85%	
TOTAL	9,150 100%		14,500 100%		920 100%		2,575 100%		8,885 100%		2,125 100%		15,189,295 100%		18,609,285 100%	
Average Income of those having an Income (In 1980 dollars)	6,045		<u>8,272</u>		6,277		7,892		7,792		11,384		10,907		<u>12,993</u>	
Average Income of the overall population (In 1980 dollars)	<u>4,073</u>		<u>6,033</u>		5,083		4,413		5,880		9,055		<u>8,310</u>		<u>11,038</u>	

- Notes:
1. The numbers underlined are those mentioned specifically in the text. [text not included]
  2. Due to random rounding, the sum of the cells may not equal the total shown.
  3. The percentages are cumulative from bottom to top. For example, 11 percent of Inuit in Northern Quebec had an income of at least \$15,000 in 1980.

Source: Tabulations SC 13, SC 13A, SC 39 and SC 39A (Appendix B.2).  
 "An Overview of Demographic and Socio-Economic Conditions of the Inuit in Canada", by Norbert Robitaille and Robert Choinière (Département de démographie, Université de Montréal) for the Research Branch, Corporate Policy, Indian and Northern Affairs Canada, 1985.

**Major Source of Income of the Inuit and General Populations  
15 Years of Age and Over,  
Canada and Regions, 1980**

Major Source of Income	Inuit Population					General Population
	Canada	Labrador	Northern Quebec	NWT and Yukon	Southern Canada	Canada
Without Income	3,925	175	1,135	2,185	440	2,799,355
With Income	10,575 100%	745 100%	1,445 100%	6,705 100%	1,685 100%	15,809,935 100%
Employment Income	8,090 77%	510 69%	840 58%	5,445 81%	1,315 78%	11,831,915 75%
Government transfer payments	1,720 16%	175 24%	460 32%	880 13%	200 12%	1,001,860 6%
Other Income	765 7%	55 7%	145 10%	390 6%	170 10%	2,976,155 19%
<b>TOTAL</b>	<b>14,505</b>	<b>915</b>	<b>2,575</b>	<b>8,890</b>	<b>2,120</b>	<b>18,609,290</b>

**Notes:** 1. Due to random rounding, the sum of the cells may not equal the total shown.

**Source:** Tabulation SC 14 (Appendix B.2).  
"An Overview of Demographic and Socio-Economic Conditions of the Inuit in Canada", by Norbert Robitaille and Robert Choinière (Département de démographie, Université de Montréal) for the Research Branch, Corporate Policy, Indian and Northern Affairs Canada, 1985.





**Post-Secondary Education  
1975-1976 to 1989-90 Expenditure Comparison**

(excludes salaries)

	75-76	76-77	77-78	78-79	79-80	80-81	81-82	82-83	83-84	84-85	85-86	86-87	87-88	88-89	89-90
<b>Expenditures/Millions</b>															
- Regular	4.2	8.0	9.0	10.3	12.5	17.2	25.1	33.1	42.0	52.9	70.0	87.6	91.8	101.5	109.3
- Bill C-31											0.9	8.3	15.3	20.0	21.2
<b>Total</b>	4.2	8.0	9.0	10.3	12.5	17.2	25.1	33.1	42.0	52.9	70.9	95.9	107.1	121.5	130.5
<b>Total Current Dollars</b>	7.0	12.5	13.0	13.6	15.1	18.8	24.4	29.3	35.4	42.9	55.2	71.7	76.7	83.6	85.7
<b>Nominal Growth</b>		90.5	12.5	14.4	21.4	37.6	45.9	31.9	26.9	26.0	34.0	35.2	11.7	13.4	7.4
<b>Real Growth</b>		78.2	3.7	5.0	11.1	24.1	30.0	20.1	20.6	21.1	28.8	29.9	7.0	8.9	2.6
<b>Number of Students</b>	2,071	2,684	3,599	4,148	4,502	4,455	5,467	6,810	8,062	8,617	11,170	13,196	14,242	15,084	
<b>Per Capita Expenditures (PCE)</b>	2,028	2,981	2,501	2,483	2,777	3,861	4,591	4,860	5,210	6,139	6,347	7,267	7,520	8,055	
<b>PCE in Current Dollars</b>	3,393	4,665	3,607	3,286	3,364	4,219	4,468	4,308	4,389	4,974	4,941	5,433	5,386	5,539	
<b>PCE Nominal Growth</b>		47.0	-16.1	-0.7	11.8	39.1	18.9	5.9	7.2	17.8	3.4	14.5	3.5	7.1	
<b>PCE Real Growth in Current Dollars</b>		37.5	-22.7	-8.9	2.4	25.4	5.9	-3.6	1.9	13.3	-0.7	10.0	-0.9	2.9	

APPENDIX D  
EXPENDITURE AND ENROLLMENT STATISTICS  
Table 1

**Table 2**

**INDIAN POST-SECONDARY ENROLLMENT 1975-89**

75-76	0.88%
76-77	0.93%
77-78	1.22%
78-79	1.37%
79-80	1.45%
80-81	1.58%
81-82	1.69%
82-83	2.05%
83-84	2.36%
84-85	2.47%
85-86	3.10%
86-87	3.40%
87-88	3.42%
88-89	3.40%

(Based on numbers of Indian students funded under DIAND's post-secondary education program divided by the Indian population as recorded in the Indian registry under the *Indian Act*)

Source: INAC 1989

## APPENDIX E

### I. GROUPS AND INDIVIDUALS WHO MADE SUBMISSIONS TO DIAND ON THE SUBJECT OF POST-SECONDARY EDUCATION

1. Aboriginal Council of B.C.
2. Aboriginal Women of Manitoba Inc.
3. Aboriginal Women's Council of Saskatchewan
4. Advisory Council of Treaty Women
5. Advisory Student Council
6. Afton Indian Band Council
7. Alderville First Nation
8. Anderson Lake Indian Band
9. Ashcroft Indian Band
10. Assembly of First Nations, George Erasmus
11. Assembly of First Nations
12. Assembly of Manitoba Chiefs
13. Association of Iroquois and Allied Indians
14. Athabasca Tribal Corporation
15. Attawapiskat Band
16. Battlefords Treaty Number 6 Tribal Council
17. Bearskin Lake Band
18. Beverly Scow and Russell Diabo, representing aboriginal post-secondary students across Canada
19. Bicickousemenecaning Band, Red Gut Reserve
20. Blood Tribe Chief and Council
21. Blue Quills First Nations Council
22. Brokenhead Indian Band
23. Brunswick House Band
24. Camperville Community Council
25. Canadian Association of University Teachers
26. Canyon City Village Council
27. Carrier Sekani Tribal Council
28. Champagne/Aishihik Indian Band
29. Chapleau Cree Band
30. Chemawawin First Nation
31. Chief Joseph Peters, Horton Band Council

32. Chief Norma Fox
33. Chiefs of Ontario
34. Chippewa of the Thames First Nation
35. Chippewas of Nawash First Nation
36. Chippewas of Sarnia Band
37. Coalition of Natives for Education (Lethbridge Area)
38. Confederation College, Native Student Council
39. Conseil de bande des Abenakis de Wôlinak
40. Conseil des Montagnais
41. Conseil en éducation des premières nations
42. Conseil scolaire de Natashquan
43. Constance Lake Band Number 92
44. Cooks Ferry Band
45. Council for Yukon Indians
46. Cowichan Band Council
47. Crane River Band
48. Curve Lake First Nation Band
49. Dakota Nations of Canada
50. Dalhousie University, Aboriginal Student Association
51. Dawson Indian Band
52. Dene Nation
53. Eskasoni Band Council
54. Federation of B.C. Treaty Nations
55. Federation of Saskatchewan Indian Nations
56. Femmes autochtones du Québec Inc.
57. First Nations Confederacy
58. First Nations Education Council
59. First Nations of South Island Tribal Council
60. Fisher River Band
61. Fort Albany (Sinclair Island) Band
62. Fort Chipewyan Chipewyan Band
63. Fort Chipewyan Cree Band
64. Fort Simpson Dene Council
65. Four Nations Education
66. Garden River First Nation
67. Gitlakdamix Council

68.	Grand Council Treaty Number 3	102
69.	Grand Rapids Indian Band	103
70.	Grassy Narrows Band	104
71.	Gwa'Sala-'Nakwaxda'xw Council	105
72.	Hartley Bay Band	106
73.	Heiltsuk Tribal Council	107
74.	Horton Band Council	108
75.	Indian Association of Alberta	109
76.	Indian Birch Indian Band	110
77.	Indian Education Authority	111
78.	Indigenous Student Council, University of Saskatchewan	112
79.	Institut éducatif et culturel Attikamek-Montagnais	113
80.	Inter-Campus Native Student Network	114
81.	Iskut Band	115
82.	Island Lake Tribal Council Inc.	116
83.	Islington Band Number 29	117
84.	Jim Fulton, M.P.	118
85.	Kahkewistahaw Indian Band Number 72	119
86.	Kashechewan-Albany Reserve Number 67	120
87.	Keewatin Tribal Council	121
88.	Kincolith Band	122
89.	Kingsclear Indian Band	123
90.	Kinistin Band Number 91, Sauteaux Nation	124
91.	Kispiox Band Council	125
92.	Kitsumkalum Band	126
93.	Kluane Tribal Council	127
94.	Kwanlin Dun Indian Band	128
95.	Labrador Inuit Association	129
96.	Lac Seul First Nation Number 28	130
97.	Lesser Slave Lake Indian Regional Council	131
98.	Little Red River Board of Education	132
99.	Long Plain First Nations' Tribal Council	133
100.	Lorraine Naponse, Brian Couchie, Marvin Assiniwai, Sandra Taibossiga, Georgina Nahwegahbo, Annemarie Jones, Dolores Trudeau, Bontje Williams, Marilyn P. Commanda, and William Webkamigid, Social Education Counsellors	134
101.	Lower Similkameen Indian Band	135

102. Mamaleleqala Qwe'Qwa'Sot'Enox Band
103. Massett Band Council
104. Mathias Colomb Band
105. Membertou Reserve Indian Band
106. Micmac Association of Cultural Studies
107. Micmac Bachelor of Social Work Program Advisory Committee
108. Micmac Native Learning Centre
109. Mississauga First Nation
110. Mississaugas of the New Credit Council
111. Mistawasis Band Council
112. Mohawk Council of Akwesasne
113. Mohawks of the Bay of Quinte Tyeninaga Mohawk Territory
114. Moose Band
115. Moose Deer Point First Nation
116. Moose Factory First Nation
117. Moricetown Band
118. Mushkkegowuk Council
119. N'amerind (London Friendship Centre)
120. Nanaimo Indian Band
121. Native Peoples of Thunder Bay Development Corporation
122. Native Sisterhood
123. Native Students Association, University of Ottawa
124. Native Students Attending Thunder Bay's Educational Institutions
125. Native Veterans' Association
126. Nelson House Indian Band
127. New Post Band Number 69
128. Newfoundland Micmacs
129. Nicola Valley Tribal Council
130. Nishnawbe-aski Nation
131. North Coast Tribal Council
132. North Shore Micmac District Council
133. Northern Nishnawbe Education Council
134. Norway House Indian Band
135. Ochapowace Indian Band Number 71
136. Ojibway Tribal Family Services
137. Ojibways of Sucker Creek

138. Ojibways of the Pic River
139. Okanagan Indian Band
140. Old Sun Community College, on the Blackfoot Reserve (Student Rep.)
141. Ontario Native Education Counselling Association
142. Ontario Native Welfare Administrators Association
143. Ontario Native Women's Association
144. Oromocto Indian Band
145. Ottawa Inter-Campus Aboriginal Students Network
146. Oxford House Band
147. Pacheenaht Band
148. Pamela Louise Moon
149. Peigen Nation Administration
150. Peter Ballantyne Indian Band
151. Prince Albert District Chiefs Council
152. Putawtagan Indian Education Authority Inc.
153. Qualicum Band of Indians
154. Quebec Native Women Inc.
155. Red Bluff Band
156. Red Gut Reserve
157. Réserve indienne Odanak
158. Ross River Band Council
159. Sakimay Band Number 74
160. Samson, Ermineskin, Montana, Louis Bull
161. Saskatchewan Indian Federated College Students Association
162. Saskatchewan Indian Federated College, Department of Indian Languages, Literature and Linguistics, Dr. Ahab Spence
163. Saskatoon District Tribal Council
164. Selkirk Indian Band
165. Serpent River Indian Band
166. Shawanaga First Nation
167. Shefferville Indian Council of Montagnais
168. Sheqwandah First Nation
169. Shibogama Tribal Council
170. Shoal Lake Band Number 39
171. Shoal River Indian Band
172. Shuswap Nation Tribal Council

173. Similkameen Indian Administration
174. Sineonokway Education Authority
175. Six Nations Council
176. Skidegate Band Council
177. Sliammon Indian Band Council
178. Split Lake Indian Band
179. Star Blanket Band Number 83
180. Stoney Tribal Council
181. Student Advisory Council
182. Swampy Cree Tribal Council
183. Ta'an Dun Council
184. Tahltan Band Council
185. Teslin Indian Band
186. The Pas Band
187. Thessalon First Nation
188. Thunder Bay Native Post-Secondary Students Against the Proposed Changes to the E-12 Guidelines
189. Thunderchild Community School
190. Tobique Post Secondary Education
191. Touchwood-File Hills Qu'Appelle District Chiefs Council
192. Treaty 8 Tribal Association
193. Tribal Councils of Manitoba
194. TS'KEL Administration Program, Masters Students, University of B.C.
195. Union of New Brunswick Indians
196. Union of Nova Scotia Indians
197. Union of Ontario Indians
198. University of Alberta Native Students
199. University of Alberta, Aboriginal Students Council
200. University of Calgary Native Students Club
201. University of Winnipeg, Native Student Association
202. Wabigoon Lake Ojibway First Nation
203. Wagmtcook Band Council
204. Walpole Island First Nation
205. Waterhen Band
206. Wauzhushk Onigum Nation (Rat Portage Number 1)
207. Waywayseecappo Band



208.	Weechi-II-Tewin Family Services	11.
209.	West Bay First Nation	
210.	West Region Tribal Council	1.
211.	Whitefish Bay Band Number 32A	2.
212.	Whitefish Lake Band Number 459	3.
213.	Whitefish Lake Band Administration Number 128	4.
214.	Whitefish Lake Band Number 6	5.
215.	Whitefish River Indian Reserve	6.
216.	Wikwemikong Unceded Indian Reserve Number 26	7.
217.	Williams Lake Indian Band	8.
218.	Wilton Littlechild, M.P.	9.
219.	Windigo Tribal Council	10.
220.	Wolastokwik Negoot-Gook (Maliseet Nation at Tobique)	11.
221.	Wunnumin Lake Band	12.
222.	Yellowhead Tribal Council	13.
223.	Yukon Indian Womens Association	14.
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**II. GROUPS SUGGESTING THAT THE CONSULTATION PROCESS USED BY  
DIAND WAS INADEQUATE**

1. Aboriginal Council of B.C.
2. Aboriginal Women's Council of Saskatchewan
3. Anderson Lake Indian Band
4. Ashcroft Indian Band
5. Assembly of First Nations, George Erasmus
6. Assembly of First Nations
7. Assembly of Manitoba Chiefs
8. Association of Iroquois and Allied Indians
9. Athabasca Tribal Corporation
10. Attawapiskat Band
11. Battlefords Treaty Number 6 Tribal Council
12. Bearskin Lake Band
13. Beverly Scow and Russell Diabo, representing aboriginal post-secondary students across Canada
14. Bicickousemenecaning Band, Red Gut Reserve
15. Blood Tribe Chief and Council
16. Blue Quills First Nations Council
17. Brokenhead Indian Band
18. Brunswick House Band
19. Canadian Association of University Teachers
20. Canyon City Village Council
21. Carrier Sekani Tribal Council
22. Chapleau Cree Band
23. Chemawawin First Nation
24. Chief Joseph Peters, Horton Band Council
25. Chiefs of Ontario
26. Chippewa of the Thames First Nation
27. Coalition of Natives for Education (Lethbridge Area)
28. Confederation College, Native Student Council
29. Conseil des Montagnais
30. Conseil en éducation des premières nations
31. Conseil scolaire de Natashquan
32. Constance Lake Band Number 92
33. Council for Yukon Indians

34.	Cowichan Band Council	69
35.	Crane River Band	70
36.	Dakota Nations of Canada	70
37.	Dalhousie University, Aboriginal Student Association	71
38.	Dawson Indian Band	72
39.	Eskasoni Band Council	73
40.	Femmes autochtones du Québec Inc.	74
41.	First Nations Confederacy	75
42.	First Nations Education Council	76
43.	First Nations of South Island Tribal Council	77
44.	Fisher River Band	78
45.	Fort Albany (Sinclair Island) Band	79
46.	Fort Simpson Dene Council	80
47.	Four Nations Education	81
48.	Gitlakdamix Council.	82
49.	Grand Council Treaty Number 3	83
50.	Grand Rapids Indian Band	84
51.	Grassy Narrows Band	85
52.	Gwa'Sala-'Nakwaxda'xw Council	86
53.	Hartley Bay Band	87
54.	Indian Birch Indian Band	88
55.	Indian Education Authority	89
56.	Institut éducatif et culturel Attikamek-Montagnais	90
57.	Inter-Campus Native Student Network	91
58.	Iskut Band.	92
59.	Island Lake Tribal Council Inc.	93
60.	Islington Band Number 29	94
61.	Kashechewan-Albany Reserve Number 67	95
62.	Keewatin Tribal Council.	96
63.	Kincolith Band	97
64.	Kingsclear Indian Band	98
65.	Kitsumkalum Band	99
66.	Lesser Slave Lake Indian Regional Council	100
67.	Little Red River Board of Education	101
68.	Long Plain First Nations' Tribal Council	102

69. Lorraine Naponse, Brian Couchie, Marvin Assiniwai, Sandra Taibossiga, Georgina Nahwegahbo, Annemarie Jones, Dolores Trudeau, Bontje Williams, Marilyn P. Commanda, and William Webkamigid, Social Education Counsellors
70. Lower Similkameen Indian Band
71. Mamaleleqala Qwe'Qwa'Sot'Enox Band
72. Massett Band Council
73. Mathias Colomb Band
74. Micmac Association of Cultural Studies
75. Micmac Bachelor of Social Work Program Advisory Committee
76. Mississauga First Nation
77. Mistawasis Band Council
78. Mohawk Council of Akwesasne
79. Mohawks of the Bay of Quinte Tyeninaga Mohawk Territory
80. Moose Band
81. Moose Deer Point First Nation
82. Moose Factory First Nation
83. Moricetown Band
84. Mushkkegowuk Council
85. N'amerind (London Friendship Centre)
86. Nanaimo Indian Band
87. Native Students Association, University of Ottawa
88. Native Students Attending Thunder Bay's Educational Institutions
89. Nelson House Indian Band
90. New Post Band Number 69
91. Nishnawbe-aski Nation
92. North Coast Tribal Council
93. North Shore Micmac District Council
94. Northern Nishnawbe Education Council
95. Norway House Indian Band
96. Ochapowace Indian Band Number 71
97. Ojibway Tribal Family Services
98. Ojibways of Sucker Creek
99. Okanagan Indian Band
100. Ontario Native Education Counselling Association
101. Ontario Native Welfare Administrators Association
102. Ottawa Inter-Campus Aboriginal Students Network

103. Oxford House Band
104. Pacheenaht Band
105. Pamela Louise Moon
106. Peigen Nation Administration
107. Peter Ballantyne Indian Band
108. Prince Albert District Chiefs Council
109. Putawtagan Indian Education Authority Inc.
110. Qualicum Band of Indians
111. Sakimay Band Number 74
112. Samson, Ermineskin, Montana, Louis Bull
113. Saskatchewan Indian Federated College Students Association
114. Saskatchewan Indian Federated College, Department of Indian Languages,  
Literature and Linguistics, Dr. Ahab Spence
115. Serpent River Indian Band
116. Shibogama Tribal Council
117. Shoal Lake Band Number 39
118. Shoal River Indian Band
119. Shuswap Nation Tribal Council
120. Six Nations Council
121. Skidegate Band Council
122. Sliammon Indian Band Council
123. Split Lake Indian Band
124. Stoney Tribal Council
125. Student Advisory Council
126. Tahltan Band Council
127. The Pas Band
128. Thessalon First Nation
129. Thunder Bay Native Post-Secondary Students Against the Proposed Changes to the  
E-12 Guidelines
130. Touchwood-File Hills Qu'Appelle District Chiefs Council
131. Tribal Councils of Manitoba
132. TS'KEL Administration Program, Masters Students, University of B.C.
133. Union of New Brunswick Indians
134. Union of Nova Scotia Indians
135. Union of Ontario Indians
136. University of Alberta Native Students

137.	University of Alberta, Aboriginal Students Council	107
138.	University of Calgary Native Students Club	108
139.	Wabigoon Lake Ojibway First Nation	109
140.	Waterhen Band	110
141.	Wauzhushk Onigum Nation (Rat Portage Number 1)	111
142.	Waywayseecappo Band	112
143.	West Bay First Nation	113
144.	West Region Tribal Council	114
145.	Whitefish Lake Band Administration Number 128	115
146.	Whitefish Lake Band Number 6	116
147.	Whitefish River Indian Reserve	117
148.	Wikwemikong Unceded Indian Reserve Number 26	118
149.	Wilton Littlechild, M.P.	119
150.	Windigo Tribal Council	120
151.	Wolastokwik Negoot-Gook (Maliseet Nation at Tobique)	121
152.	Wunnumin Lake Band	122
153.	Yellowhead Tribal Council	123
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**III. GROUPS THAT HAD MEETINGS WITH DIAND ON POST-SECONDARY EDUCATION**

1.	Alberta-All Chiefs	26
2.	Association of Iroquois and Allied Indians	27
3.	Athabasca Tribal Corporation	28
4.	Barren Lands Band	29
5.	Bigstone Cree	30
6.	Birdtail Sioux Band	31
7.	Blackfoot Band Council, Staff and Students	32
8.	Blood Band	33
9.	Blue Quills First Nations Council	34
10.	Chapel Island Band of Indians	35
11.	Chemawawin Educational Authority Inc.	36
12.	Concerned Native Students for Post-Secondary Education	37
13.	Confederacy of Mainland Micmacs	38
14.	Cowessess Education Centre Board	39
15.	Crane River Band	40
16.	Cross Lake Education Authority	41
17.	Dakota Nations of Canada	42
18.	Dakota Plains Band	43
19.	Dakota-Ojibway Tribal Council	44
20.	Dauphin River Education Authority Inc.	45
21.	Ebb and Flow Band	46
22.	Eskasoni Band of Indians	47
23.	Executive of ONECA	48
24.	Fairford Education Authority	49
25.	Federation of Saskatchewan Indian Nations	50
26.	First Nations Education Council	51
27.	Fisher River Band	52
28.	Fort Chipewyan/Cree Bands	53
29.	Fort Churchill Band	54
30.	Fox Lake Band	55
31.	Gitlaktamix Council	56
32.	God's Lake Narrows Band	57
33.	God's River Band	58
34.	Goodfish Lake Students	59

35. Goodfish Lake
36. Grand Council Treaty Number 3
37. Grand Rapids Band
38. Grant MacEwan Community College Education Conference Seminar Group
39. Grant MacEwan Community College, Native Communications class
40. Hobbema, Education Staff
41. Indian Birch Band
42. Indian Students Association-Regina
43. Indian Students Association-Saskatoon
44. Indigenous Students Council
45. Interlake Tribal Division for Schools Inc.
46. Jackhead Band
47. Kawacatoose School
48. Keewatin Tribal Council
49. Kehewin Band Council
50. Kincolith Band Council
51. Lake Manitoba Education Authority
52. Lake St. Martin Band
53. Lesser Slave Lake Indian Regional Council
54. Little Saskatchewan Band
55. Long Plain First Nation Tribal Council
56. Manitoba Indian Education Authority
57. Meadow Lake Tribal Council
58. Moose Lake Band
59. Morley-Treaty 7-Education
60. Muskowekwan Education Centre Board
61. Nelson House Education Authority Inc.
62. New Brunswick Education Committee
63. Nishnawbe-Aski Nation
64. Nlaka'Pamux Nation Tribal Council
65. Northlands Band
66. Norway House Education Authority Inc
67. Oak Lake Sioux Band
68. Opasquiak Educational Authority Inc.
69. Oxford House Band
70. Peigen Nation Administration



71.	Peigus School Board	107
72.	Pine Creek Education Authority	108
73.	Prince Albert District Chiefs Council	109
74.	Putatawagan Education Authority Inc.	110
75.	Qu'Appelle Indian Residential School Board	111
76.	Representatives of 68 Band Governments	112
77.	Rolling River Band	113
78.	Saddle Lake (Edmonton)	114
79.	Sagkeeng Education Foundation Inc.	115
80.	Sandy Bay Education Foundation Inc.	116
81.	Saskatchewan District Tribal Council	117
82.	Saskatchewan Indian Culture College	118
83.	Saskatchewan Indian Education Council	
84.	Saskatchewan Indian Federated College	
85.	Saskatchewan Indian Regional College	
86.	Saskatchewan Native Survival School	
87.	Shamattawa Band	
88.	Shellbrook Agency	
89.	Shoal River Band	
90.	Sioux Valley Education Authority	
91.	Southeast Tribal Division-Schools Inc.	
92.	Split Lake Band	
93.	StJohn River Valley Tribal Council	
94.	Stoney Indian Band, Education Staff and students	
95.	Swampy Cree Tribal Council	
96.	Swan Lake Band	
97.	Tobique Band of Indians	
98.	Touchwood-File Hills Qu'Appelle District Chiefs Council	
99.	Treaty 4 Bands	
100.	Treaty 6 Tribal Council	
101.	Treaty 8 Band (Peace River)	
102.	Treaty Seven Education Committee	
103.	Union of Nova Scotia Indians	
104.	Union of Ontario Indians	
105.	University of Calgary (students)	
106.	University of Lethbridge (students)	

107.	Valley River Band	71
108.	Wagmatcook Band of Indians	72
109.	War Lake Band	73
110.	Waterhen Band	74
111.	Waywayseecappo Education Authority	75
112.	West Region Tribal Council	76
113.	Whitebear Education Board	77
114.	Whycocomagh Band of Indians	78
115.	Wolastokwik Negoot-Gook (Maliseet Nation at Tobique)	79
116.	Yellowhead Tribal Council	80
117.	York Factory Band	81
118.	Yorkton District Chiefs	82
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**IV. GROUPS RECEIVING LETTERS OF ACKNOWLEDGEMENT FROM DIAND AND WHO ARE LISTED AS BEING CONSULTED**

1. Alderville First Nation
2. Assembly of Manitoba Chiefs
3. Carcross/Tagish Indian Band
4. Carrier Sekani Tribal Council
5. Champagne/Aishihik Indian Band
6. Chapleau Cree First Nation
7. Chemawawin First National Band
8. Chiefs of Ontario
9. Chippewas of Kettle and Stoney Point
10. Chippewas of Nawash First Nation
11. Chippewas of Sarnia Band Council
12. Conseil de bande des Abtnakis, réserve indienne Wôlinak
13. Constance Lake Band Number 92
14. Council for Yukon Indians
15. Crane River Band
16. First Nations Confederacy
17. Fisher River Band
18. Gitwangak Band Council
19. Grand Rapids Band
20. Grassy Narrows Band
21. Indian Birch Band
22. Institut éducatif et culturel Attikamen-Montagnais
23. Island Lake Tribal Council Inc.
24. Islington Band Number 29
25. Kahkewistahaw Band
26. Kingsclear Indian Band
27. Kispiox Band Council
28. Kluane Tribal Council
29. Kwanlin Dun Indian Band
30. Lac Seul First National Number 28
31. Little Red River Band
32. Long Plain First Nations' Tribal Council
33. Mathias Colomb Band
34. Membertou Band of Indians

35. Micmac Association of Cultural Studies
36. Mohawk Council of Akwesasne
37. Moose Deer Point First Nation
38. Moose Factory First Nations
39. Moricetown Band
40. Nanaimo Indian Band
41. New Post Band
42. North Coast Tribal Council
43. Norway House Indian Band
44. Ojibways of Onigaming Band
45. Okanagan Indian Band
46. Oromocto Band of Indians
47. Oxford House Band
48. Pacheenaht Band Administration
49. Ross River Dena Council
50. Sakinay Band Number 74
51. Selkirk Indian Band
52. Serpent River Indian Band
53. Shawanga First Nation
54. Shoal Lake Band Number 39
55. Shoal River Band
56. Shuswap National Tribal Council
57. Similkameen Indian Administration
58. Six Nations Council
59. Split Lake Indian Band
60. Star Blanket Band Number 83
61. Tahltan Band Council
62. Teslin Indian Band
63. The Pas Indian Band
64. Union of New Brunswick Indians
65. University of Alberta, Aboriginal Students Council
66. Whitefish Lake Band Number 459
67. Whitefish River First Nation
68. Williams Lake Indian Band
69. Windigo Tribal Council
70. Wunnumin Lake Band
71. Yukon Indian Womens Association

MINUTES OF PROCEEDINGS

WEDNESDAY, JUNE 7, 1989

(Meeting No. 12)

**REQUEST FOR A GOVERNMENT RESPONSE**

[Text]

The Standing Committee on Aboriginal Affairs met in camera, at 3:40 o'clock p.m. this day, in Room 208 West Block, the Chairman, John Reimer, presiding.

In accordance with the provisions of Standing Order 109, your Committee requests that the government table a comprehensive response to this report.

A copy of the relevant Minutes of Proceedings and Evidence of the Standing Committee on Aboriginal Affairs (*Issues Nos. 2, 3, 4, 5, 6, 7, 8, 9, 10 and 12 which includes this Report*) is tabled.

*In attendance: From the Research Branch of the Library of Parliament: Wendy Moss, Research Officer. From the office of Robert E. Skelly: Bob Milling, Legislative Assistant.*

In accordance with its mandate under Standing Order 109 of Thursday, April 20, 1989, the Committee resumed consideration of an inquiry into the Post-Secondary Student Assistance Plan of the Department of Indian Affairs and Northern Development. (See Minutes of Proceedings and Evidence for Wednesday, April 26, 1989, Issue No. 2.)

The Committee proceeded to consider its business relative to a report to the House of Commons.

Respectfully submitted,

**JOHN REIMER,**

**Chairman.**

*ORDERED*—That the Chairman, after consulting the spokesmen of all three parties of the Committee, be authorized to convene meetings in camera for the purpose of completing a report.

*ORDERED*—That the Chairman be authorized to make arrangements for an all-day meeting of the Committee at a location away from Parliament Hill, for the purpose of deliberating upon a report; and that for that purpose, he be authorized to pay from the Committee's approved budget for a catered noon meal for the Committee and necessary staff, as well as for transportation services and costs associated with use of a government conference facility, according to established House of Commons practice.



## MINUTES OF PROCEEDINGS

WEDNESDAY, JUNE 7, 1989

(Meeting No. 12)

[Text]

The Standing Committee on Aboriginal Affairs met *in camera*, at 3:40 o'clock p.m. this day, in Room 208 West Block, the Chairman, John Reimer, presiding.

*Members of the Committee present:* Ken Hughes, Wilton Littlechild, Robert Nault, John Reimer.

*Acting Members present:* Bob Speller for Ethel Blondin; Douglas Fee for Stanley Wilbee.

*In attendance: From the Research Branch of the Library of Parliament:* Wendy Moss, Research Officer. *From the office of Robert E. Skelly:* Bob Milling, Legislative Assistant.

In accordance with its mandate under Standing Order 108(2) and its Order of Thursday, April 20, 1989, the Committee resumed consideration of an inquiry into the Post-Secondary Student Assistance Plan of the Department of Indian Affairs and Northern Development. (*See Minutes of Proceedings and Evidence for Wednesday, April 26, 1989, Issue No. 2.*)

The Committee proceeded to consider its business relative to a report to the House of Commons.

**ORDERED,**—That the Chairman, after consulting with the spokesmen of all three parties of the Committee, be authorized to convene meetings *in camera* for the purpose of completing a report.

**ORDERED,**—That the Chairman be authorized to make arrangements for an all-day meeting of the Committee at a location away from Parliament Hill, for the purpose of deliberating upon a report; and that for this purpose, he be authorized to pay from the Committee's approved budget for a catered noon meal for the Committee and necessary staff, as well as for transportation services and costs associated with use of a government conference facility, according to established House of Commons practice.

At 4:51 o'clock p.m., the Committee adjourned to the call of the Chair.

WEDNESDAY, JUNE 14, 1989  
(Meeting No. 14)

The Standing Committee on Aboriginal Affairs met *in camera*, at 3:35 o'clock p.m. this day, in Room 208 West Block, the Chairman, John Reimer, presiding.

*Members of the Committee present:* Ethel Blondin, Ken Hughes, Wilton Littlechild, Robert Nault, John Reimer, Stanley Wilbee.

*Acting Member present:* Ray Funk for Robert E. Skelly.

*In attendance: From the Research Branch of the Library of Parliament:* Wendy Moss, Research Officer; Peter Niemczak, Research Assistant.

In accordance with its mandate under Standing Order 108(2) and its Order of Thursday, April 20, 1989, the Committee resumed consideration of an inquiry into the Post-Secondary Student Assistance Plan of the Department of Indian Affairs and Northern Development. (*See Minutes of Proceedings and Evidence for Wednesday, April 26, 1989, Issue No. 2.*)

The Committee commenced consideration of a draft of a report to the House on the Post-Secondary Education Assistance Program of the Department of Indian Affairs and Northern Development.

At 5:55 o'clock p.m., the Committee adjourned to the call of the Chair.

TUESDAY, JUNE 20, 1989  
(Meeting No. 15)

The Standing Committee on Aboriginal Affairs met *in camera*, at 9:40 o'clock a.m. this day, at O'Brien House, Meech Lake, the Chairman, John Reimer, presiding.



*Members of the Committee present:* Ethel Blondin, Ken Hughes, Wilton Littlechild, John Reimer, Robert E. Skelly, Stanley Wilbee.

*Acting Member present:* Bob Speller for Robert Nault.

*In attendance: From the Research Branch of the Library of Parliament:* Wendy Moss, Research Officer; Peter Niemczak, Research Officer.

In accordance with its mandate under Standing Order 108(2) and its Order of Thursday, April 20, 1989, the Committee resumed consideration of an inquiry into the Post-Secondary Student Assistance Plan of the Department of Indian Affairs and Northern Development. (*See Minutes of Proceedings and Evidence for Wednesday, April 26, 1989, Issue No. 2.*)

The Committee resumed consideration of a draft of a report to the House on the Post-Secondary Education Assistance Program of the Department of Indian Affairs and Northern Development.

At 12:20 o'clock p.m., the Committee adjourned until 1:15 o'clock p.m.

#### AFTERNOON SITTING

(Meeting No. 16)

The Standing Committee on Aboriginal Affairs met *in camera* at O'Brien House, Meech Lake, at 1:15 o'clock p.m. this day, the Chairman, John Reimer, presiding.

*Members of the Committee present:* Ethel Blondin, Ken Hughes, Wilton Littlechild, John Reimer, Robert E. Skelly, Stanley Wilbee.

*Acting Member present:* Bob Speller for Robert Nault.

*In attendance: From the Research Branch of the Library of Parliament:* Wendy Moss, Research Officer; Peter Niemczak, Research Officer.

In accordance with its mandate under Standing Order 108(2) and its Order of Thursday, April 20, 1989, the Committee resumed consideration of an inquiry into the Post-Secondary Student Assistance Plan of the Department

of Indian Affairs and Northern Development. (See *Minutes of Proceedings and Evidence for Wednesday, April 26, 1989, Issue No. 2.*)

The Committee resumed consideration of a draft of a report to the House on the Post-Secondary Education Assistance Program of the Department of Indian Affairs and Northern Development.

*ORDERED*,—That the Chairman be authorized to make such typographical and editorial changes as may be necessary to improve the readability of the text, without changing the substance of the draft report to the House.

*ORDERED*,—That the Chairman present the First Report of the Committee in the House on or before June 30, 1989, and that he advise the spokespersons of each party of his intention before the presentation in the House.

*ORDERED*,—That, pursuant to Standing Order 109, the Committee request that the Government table a comprehensive response to this report within one hundred and fifty (150) days of its tabling.

*ORDERED*,—That the Committee print in a bilingual, tumbled format, with a glossy cover, five thousand (5,000) copies of its First Report to the House, and that a page of photographs of the Committee members be included, as will as the normal pages accompanying a committee issue containing a report and appendices listing the witnesses, meetings and briefs received.

At 5:15 o'clock p.m., the Committee adjourned until 3:30 o'clock p.m. on Wednesday, June 21, 1989.

WEDNESDAY, JUNE 21, 1989  
(Meeting No. 17)

The Standing Committee on Aboriginal Affairs met *in camera*, at 4:18 o'clock p.m. this day, in Room 306 West Block, the Chairman, John Reimer, presiding.

*Members of the Committee present:* Ethel Blondin, Ken Hughes, Wilton Littlechild, John Reimer, Robert E. Skelly, Stanley Wilbee.

*Acting Member present:* Bob Speller for Robert Nault.

*In attendance: From the Research Branch of the Library of Parliament:* Wendy Moss, Research Officer; Peter Niemczak, Research Assistant. *From the Committee staff:* Georges Royer, Editor/Reviser. *From the Translation Section of the Secretary of State:* Michel Linteau, Translator.

In accordance with its mandate under Standing Order 108(2) and its Order of Thursday, April 20, 1989, the Committee resumed consideration of an inquiry into the Post-Secondary Student Assistance Plan of the Department of Indian Affairs and Northern Development. (*See Minutes of Proceedings and Evidence for Wednesday, April 26, 1989, Issue No. 2.*)

The Committee resumed consideration of a draft of a report to the House on the Post-Secondary Education Assistance Program of the Department of Indian Affairs and Northern Development.

At 6:08 o'clock p.m., the Committee adjourned until 8:00 o'clock p.m. this day.

#### EVENING SITTING

(Meeting No. 18)

The Standing Committee on Aboriginal Affairs met *in camera* at 8:24 o'clock p.m. this day, in Room 306 West Block, the Chairman, John Reimer, presiding.

*Members of the Committee present:* Ethel Blondin, Ken Hughes, Wilton Littlechild, John Reimer, Robert E. Skelly, Stanley Wilbee.

*Acting Member present:* Bob Speller for Robert Nault.

*In attendance: From the Research Branch of the Library of Parliament:* Wendy Moss, Research Officer; Peter Niemczak, Research Assistant.

In accordance with its mandate under Standing Order 108(2) and its Order of Thursday, April 20, 1989, the Committee resumed consideration of an inquiry into the Post-Secondary Student Assistance Plan of the Department of Indian Affairs and Northern Development. (*See Minutes of Proceedings and Evidence for Wednesday, April 26, 1989, Issue No. 2.*)

The Committee resumed consideration of a draft of a report to the House on the Post-Secondary Education Assistance Program of the Department of Indian Affairs and Northern Development.

*ORDERED*,—That the draft report presented by the Chairman, with the amendments agreed upon this day, be the report of this Committee to the House of Commons on its examination of the Post-Secondary Student Assistance Program of the Department of Indian Affairs and Northern Development.

*ORDERED*,—That Chief Mike Mitchell, of the Akwesasne Reserve be invited to appear before the Committee *in camera*, with recording, on Wednesday, June 28, 1989, at 3:30 p.m.

At 11:44 o'clock p.m., the Committee adjourned to the call of the Chair.

Donald G. Reid,

*Clerk of the Committee*

