



GABRIEL DUMONT INSTITUTE
OF NATIVE STUDIES AND APPLIED RESEARCH

NATIVE POST-SECONDARY EDUCATION: A PREFERRED PLAN

FOR TRANSITIONAL PROGRAMMING

Association of Metis and Non-Status Indians of Saskatchewan



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- FOR TRANSITIONAL PROGRAMMING

Prepared By The Gabriel Dumont Institute of
Native Studies and Applied Research

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EXECUTIVE SUMMARY

INTRODUCTION

The current low levels of education and training among Native people are of grave concern because of the resulting impact on employment, income and standard of living. These low levels of education and training have been a result of several factors:

- o the failure of governments to acknowledge the fundamental principle of Native self-determination;
- o the failure of governments to come to terms with the unique circumstances of Native peoples in Canadian society;
- o the lack of Native content in programs of studies existing in the province;
- o the failure to recognize the concept of a Native specific labour market;
- o a lack of community based programs;
- o a lack of counselling services;
- o a failure to recognize the concept of preparatory programs;
- o inappropriate funding available.

There are ways to deal with this issue. The problems outlined above could be dealt with in a way conducive to the development of an educated and trained Native community.

The overall goal of the preferred plan is to establish Native post-secondary educational and training institutions, and to raise Native education and training levels to points equal to that of Non-Natives.

CURRENT SITUATION AND RATIONALE FOR EXPLORING INNOVATIVE METHODS TO IMPROVE NATIVE ACCESS TO POST-SECONDARY INSTITUTIONS

Socio-economic statistics shows that Natives in the province are:

- o underemployed - the unemployment rate being four times as high as it is for the province as a whole and the workforce participation rate being 15% lower than for the non-Native population;
- o undereducated - a 45% functional illiteracy rate and only 1.5% of the Native population with a university degree;
- o living on minimum incomes - employed Native people earn, on average, 31% less than employed non-Natives;
- o the largest recipient group of social assistance - Native children represent 80% of the children in care in the province;
- o a young population - 45% of the Native population is under the age of 15; a further 45% are under 49; almost 90% of the Native population is currently of labour market age or soon will be.

These statistics point to the urgent need for major changes in the province post-secondary education system in its relationship to Native people.

The Native enrolment in provincial community colleges, technical institutes and universities must be increased immediately in order to redress the historic imbalance of too few educated Native people.

The Canadian Jobs Strategy, the Federal Government's Job Creation program does not address this problem. Funding for education and training, within the criteria of the six programs of CJS, can only be accessed if it is specific to the needs of an employer, of limited duration and aimed toward permanent employment. As such, it is very difficult for the Gabriel Dumont Institute to access CJS funding.

Unless a system is agreed upon whereby the current undereducation of Native people can be rectified and whereby Native young people will continue in their education, Native participation in the social, political and economic advance of Canadian society will be severely restricted.

To begin to undo the problem of Native undereducation, the post-secondary institutions must allow for guaranteed Native access to the institutions. 1700 community college training spaces, 700 at the technical institutes and 300 at the universities would bring Native people to par with the non-Native population. Bearing in mind the fact that the Native population is younger than the overall population and that it is increasing at the faster rate, the provision of such guaranteed seats will address the problem only to the present. A continued guarantee for a number of seats based upon population ratios is also required.

GENERAL TRAINING AND EDUCATION STRATEGY AND GUIDING PRINCIPLES

The strategy must seek to qualitatively improve Native access to all elements of the post-secondary school system. The strategy will emphasize broad, holistic and comprehensive initiatives which will include: community input, access and control wherever practical.

A comprehensive support system for students must be a part of the system.

The strategy is a short term one, to deal with the problem of underrepresentation of MNSI students in the post-secondary system over the next 3-5 years. As a short-term strategy, the programming will be transitional, that is, to serve MNSI needs while a permanent post-secondary Native controlled system is being put into place.

The education and training initiatives of Gabriel Dumont Institute shall enhance and complement programs of existing mainstream institutions, rather than duplicate them.

ELEMENTS OF SUCCESS: WHAT'S NEEDED TO IMPROVE NATIVE ACCESS TO POST-SECONDARY INSTITUTIONS

Assumption of control, at the community college level, by Gabriel Dumont Institute, of Adult Basic Education, literacy tutoring, job readiness training, preparatory programs and cultural program to MNSI people.

An Institute within an Institute with Gabriel Dumont Institute physically on-site and empowered to administer specified aspects of the technical institute's programs.

Federation with Saskatchewan universities whereby Gabriel Dumont Institute is empowered to administer and deliver accredited programs.

To ensure that sufficient numbers of MNSI student apply to the proposed programs, a pro-active recruitment program will be an integral part of the Institute's Education Extension Services Program.

A flexible and appropriate system of funding for students will be required.

1.0 INTRODUCTION

The current social and economic situation of Canada's Native people, including Metis and Non-Status Indians, is well known by the public. People are generally aware that the first people to this continent experience sub-standard levels of income, employment, education and training, housing, health-care, etc., as compared to non-Native people. Study after study, and census after census, have proven this to be true.

Ever since the publication of the Hawthorn Report in 1966, abundant research has documented the fact that people of Indian ancestry in Canada are more likely than any other ethnic group to fall below the poverty line. In fact, some studies estimate that as many as four out of five Native families are affected by poverty. The Native experience in Saskatchewan is consistent with the Canadian research generally.

Education and training levels of Native people in particular, are of grave concern because of the resulting impact on employment, income and attained standards of living generally. Most people will agree that there is a close association between one's education and training level, and one's socio-economic standard of living in Canadian society. It can be argued that if one has achieved an advanced level of education and training, say, a post-secondary degree, diploma or certificate, then one potentially has greater employment opportunities and greater opportunities to successfully participate in Canadian society, then one with less than a

post-secondary education. Viewed in this way, strategies and approaches to increase education and training levels of Native people, become critically important.

1.1 Past Approaches to Educate and Train Native People

Past, and even current, approaches by federal and provincial governments to alleviate the poor education and training levels of Native people have largely been unsuccessful for several important reasons.

The most critical reason is that governments have failed to acknowledge the fundamental principle of Native ownership, control and evolving systems of self-determination. It must be acknowledged by governments that Native people, as part of their Aboriginal rights, must have the capacity to make decisions on those issues and policies which affect their everyday lives. With respect to education and training, the development and further development of integrated institutional structures with the capacity to decentralize services and programs, have, and will continue to have, the demonstrated capacity to effectively increase education and training levels amongst Native people when control is exercised by Native people.

Other problems inherent in past approaches have to do with governments failing to come to terms with the unique historical, political and economic circumstances surrounding Native peoples' place in Canadian society. The notion that all students are the same must be abandoned in favor of a strategy that recognizes the socio-economic conditions of Native people and, as part of the strategy, offers comprehensive systems of support to students.

Attempts to mainstream Native students without providing cultural, educational and financial support have led to an extremely high Native drop-out rate from the K-12 system, and to alarmingly low Native participation rates, in the post-secondary system.

Other shortfalls in past approaches to educating and training Native people can be summarized as follows:

- o there has been a lack of Native and Cultural Studies in programs of studies that are essential for Native students to develop a sense of identity and a sense of their history and future;
- o there has been a lack of Native content in relevant subject areas;
- o there has been a failure to recognize the concept of a Native specific labour market when developing training programs for Native people;
- o there has been a lack of emphasis on providing educational and training programs at the community level where students may actually reside;
- o there has been a lack of emphasis on providing students with on-site counsellors, tutorials, referral services, etc.;
- o there has been a failure to recognize the concept of "feeder" or "preparatory" programs that bring students to the required level to successfully complete specialized courses of studies; and
- o there has been a lack of appropriate funding to Native students to help ensure their successful completion of the training program.

1.2 Purpose of this Submission

The purpose of this submission is to explore innovative and effective ways in which to qualitatively increase Metis and Non-Status Indian representation in the post-secondary system. More specifically, the purpose of this submission is as follows:

- i) to build a rationale for mounting innovative approaches to strengthen Native participation in the post-secondary system;
- ii) to identify why mainstream programs have not and will not effectively respond to the education and training needs and aspirations of Native people;
- iii) to develop a general strategy and principles that will guide the incorporation of specific means in which to qualitatively increase the Native presence in the post-secondary system;
- iv) to identify the long-term goals and short-term objectives for Native education and training initiatives;
- v) to explore an approach that will effectively increase Native representation in Saskatchewan technical institutes;
- vi) to explore an approach that will effectively increase Native representation in Saskatchewan universities;
- vii) to explore an approach that will effectively increase Native representation in Saskatchewan community colleges;
- viii) to explore an approach that will effectively prepare Native students for advanced training programs that require rather specialized skills;
- ix) to explore an approach that will aggressively recruit the required number of students to the training programs being offered; and
- x) to develop an approach that will result in appropriate levels of funding for Native students to help ensure that students successfully complete their training or educational program.

2.0 CURRENT SITUATION AND RATIONALE FOR EXPLORING INNOVATIVE METHODS TO IMPROVE NATIVE ACCESS TO POST-SECONDARY INSTITUTIONS

2.1 Demographic Characteristics

Demographic data on the Saskatchewan Native population (Metis and Non-Status Indians) are necessarily speculative, unlike figures on status Indians who are registered as such. However, a number of studies which have been done on the demographic characteristics of the Native population in Saskatchewan* provide the following information:

- The Metis and Non-Status Indian population in 1986 is estimated at 40,000 people or 4.0 percent of the total Saskatchewan population. This is thought to be a conservative estimate because it is based on the 1981 Canada Census which was laden with errors with respect to the counting of the Native population, and therefore, the census should be considered only as a sampling of the Native population.
- Although the birth rate among Natives has declined significantly in recent years, it is still higher than the rate among non-Natives. The overall growth rate of the Native population averages 2.4% per annum.
- The Native population is a young population, with about 45% of the population being under 15 years of age, resulting in an inordinately high dependency ratio.

* Association of Metis and Non-Status Indians of Saskatchewan (AMNSIS), Report of Technical Work Group on Statistics Part II Constitutional Tripartite Committee, January 29, 1986; Stewart Clatworthy and Jerney Hull, Native Economic Conditions in Regina and Saskatoon, University of Winnipeg, Institute of Urban Studies, April, 1983; Marvin Hendrickson, Metis and Non-Status Indians of Canada: The Population, it's Characteristics, and Relevant Provincial Funding, October, 1982; Thorne Stevenson and Kellogg, Strategies for Metis and Non-Status Indian Economic Development in Saskatchewan, March 1984; Peter C. Nicholas and Associates Ltd., A Management Study in Respect of Economic Development Foundation of Saskatchewan, September, 1981; Government of Saskatchewan, Urban Native Dimensions, 1979.

- Natives continue to migrate to the urban centres of Saskatchewan at a very high rate. Clatworthy estimates that fully two-thirds of recent migrants to Regina and Saskatoon are Indian and Metis.
- There is a very high incidence of single parent families among urban Native families, with the vast majority of these being headed by females.
- The average Native family size is larger than the average non-Native family size - 4.3 to 3.3 respectively.
- An unemployment rate of approximately 32% and a labour force participation rate of roughly 49%. These figures show that a very high percentage of those Natives actively seeking employment are unable to find it and also that a significantly large percentage of the population who are considered to be of work age are not "participating" in the labour force - that is, they have become so discouraged that they have stopped looking for work. Therefore, the unemployment rate among Natives is in reality much higher than 32%.
- Marginal job skill levels with the majority of employment in the lowest occupational rankings. This means that Natives work in jobs characterized by low income, a high incidence of part-time, seasonal or irregular employment tenure and negligible opportunity for "in-service" training and career advancement.
- Approximately 45% of Native people have an education of less than Grade IX compared to only 22% for the non-Native population; only 19% of Native people have some post-secondary training compared to 39% for non-Native people.
- Native children comprise over 80% of the children in care in the province, while Native youths represent only 17% of the general provincial youth population. Children in care are those children taken out of their homes and provided with substitute care in foster homes, group homes or institutions.
- Native people earn only about 69% of that of non-Native people.
- As indicated above, the Native population is a very young population with approximately 45% being under 15 years of age compared to only 24% for the non-Native population. Table 1 compares the Native and Non-Native population for 1981 by age cohort:

TABLE 1

Native and Non-Native *Population by Age Cohort, 1981

<u>Age Group</u>	<u>Number</u>		<u>Percent</u>	
	<u>Native</u>	<u>Non-Native</u>	<u>Native</u>	<u>Non-Native</u>
0-4	4,853	72,220	14.4	8.0
5-9	5,105	68,455	15.1	7.6
10-14	5,022	70,780	14.9	7.9
15-19	4,321	87,255	12.7	9.7
20-24	3,166	82,890	9.4	9.2
25-49	7,786	275,955	23.1	30.1
50-64	2,208	134,250	6.8	15.0
65+	1,298	105,430	3.6	11.8
TOTAL	33,757	897,240	100	100

* "Non-Native" includes Status Indian population.

Sources: AMNSIS, Report of Technical Work Group on Statistics Part 11, Constitutional Tripartite Committee, January 29, 1986;
Government of Canada, Canada Census Report, 1981.

Table 1 clearly indicates that the Native population is a much younger population than the non-Native population which has serious implications in terms of the post-secondary school system coming to grips, in the immediate future, with the education and training needs of the young Native population. An examination of the 15-49 age cohort (roughly the ages for attending post-secondary system, ie. universities, technical institutes and community colleges), indicates that 45% of the Native population are between 15-49, compared to the 49% for the non-Native population. Thus the Native and non-Native populations are quite equally represented in the post-secondary school age category (15-49). The question, however, is: Are Native people just as equally represented in the post-secondary school system?

2.2 Native Participation in the Post-Secondary School System

According to a recently released discussion paper of the Gabriel Dumont Institute entitled: "Native Education and Training: Meeting the Need", Native students are severely under-represented in all elements of the post-secondary school system including technical institutes, universities and community colleges.

Table 2 compares Native and non-Native enrollment in Saskatchewan technical institutes, universities and community colleges for 1985. Table 3 compares Native and non-Native enrollment in the three post-secondary systems for 1985 as a percentage of the 15-49 age cohort. The results of these comparisons are indeed startling.

2.2.1 Technical Institutes

In terms of the technical institute system, less than 1% of the 1985 student population were Metis and Non-Status Indian students, and over 99% were non-Native students (see Table 2).

More importantly, Table 3 indicates that only 1.2% (or 176 students) of the Native 15-49 population, were enrolled in Saskatchewan technical institutes in 1985. On the other hand, nearly 6% of the non-Native 15-49 population were enrolled in technical institutes in 1985. This is nearly five times the Native enrollment in technical institutes!

2.2.2 Universities

Table 2 points out that less than 2% (355 students) of university students in 1985 were Metis and Non-Status Indian students, and over 98% were non-Native students.

According to Table 3, only 2.3% of the Native 15-49 population were enrolled in Saskatchewan universities in 1985. For the non-Native 15-49 population, 4.2% were enrolled in universities; nearly double that of Native enrollment.

2.2.3 Community Colleges

According to Table 2, in 1985 there were 980 Non-Status Indian and Metis (NSIM) sponsored students in the community college system, or 1.2% of total enrollment. Non-Native enrollment stood at 98.8% of total enrollment.

Table 3 indicates that only 6.4% of the Native population (or 980 students) in the 15-49 age cohort were enrolled in community colleges. For the non-Native population, enrollment was nearly three times higher than Native enrollment; that is, 17.6% of the 15-49 age cohort population were taking community college courses.

TABLE 2

Native and Non-Native Participation in Saskatchewan Post-Secondary School Systems, 1985

	<u>Native</u>	<u>Non-Native(4)</u>	<u>TOTAL</u>
	#	#	#
	% of Total Enroll.	% of Total Enroll.	%
Tech.Inst.('85)	176(1)	25,998	26,174
Univ. ('85)	355(2)	18,872	19,227
Comm.Coll.('85)	980(3)	78,469	79,449
TOTAL	1511	123,339	124,850

Source: Saskatchewan Government, Department of Advanced Education and Manpower, Enrollment Statistics, March, 1985.

NOTES:

- (1) This only includes Gabriel Dumont Institute students taking certified programs through the technical institutes and Non-Status Indians and Metis (NSIM) sponsored students; therefore, the actual number may be higher.
- (2) This only includes Gabriel Dumont Institute students taking accredited programs through the universities and NSIM sponsored students; therefore, the actual number may be higher.
- (3) This only includes Native students enrolled in Adult Basic Education classes and NSIM sponsored students; therefore, the actual number may be higher.
- (4) Includes registered Treaty Indians.

TABLE 3

Native and Non-Native Participation in Saskatchewan Post-Secondary School Systems as a Percentage of Total Population By 15-49 Age Cohort, 1985

	<u>Native</u>	<u>Non-Native</u>
	# Enrolled	# In Age Cohort
	%	%
Tech.Inst.'85	176	446,100
Univ. '85	355	446,100
Comm.Coll.'85	980	446,100
TOTAL	1511	446,100

2.3 The Canadian Jobs Strategy

The Canadian Jobs Strategy (CJS) was announced in the Summer of 1985 as a long-term plan to prepare Canadians for the present and future-needs of the labour market. A total of \$4 billion may be spent over the next two years. The CJS looks to a large extent to the private (entrepreneurial and non-profit) sectors to implement the Strategy. Theoretically, it is designed for flexibility to meet regional and local needs.

CJS involves six programs designed to assist and support the private sector, youth, women and workers, either unemployed or ill-equipped in terms of training and skills to deal with technological and labour market changes. The six programs include:

1. Skill Investment: The thrust of Skill Investment is to assist employed workers, including self-employed workers, to adjust in a positive fashion to technological and market changes.
2. Job Entry: The objectives of Job Entry are to assist youth making the transition from school into the labour market and to assist those making the transition from the home back into the labour market.
3. Job Development: Job Development is geared to assisting long-termed unemployed individuals to effectively participate in Canada's labour market.
4. Skill Shortages: Skill Shortages is intended to alleviate critical skill and training shortages and to meet employer needs by providing workers with specialized training.
5. Innovations: The goal of Innovations is to stimulate the search, research and development for new initiatives and innovative solutions to labour market problems, and to improve the functioning of the labour market.
6. Community Futures: This program is geared to assisting workers in communities facing severe economic conditions by focusing on creating longer-term employment opportunities.

Clearly, CJS is quite specific as to the primary target groups it hopes to reach. These groups include:

- those suffering from longer-term unemployment;
- young -people experiencing difficulty making the transition from school to the work force;
- those re-entering the labour market, primarily women;
- workers needing re-training to equip them with skills necessary to avoid lay-offs or job displacement;
- workers needing long-term employment opportunities in communities suffering from economic recession or depression.

Persons of Aboriginal ancestry have not been targetted as a primary client group under CJS, although they are included in the "Employment Equity" policy which effects all of the CJS programs.

CJS reverses past policies of CEIC, particularly as articulated in the National Training Act's Skills Growth Fund which emphasized certified, institutional, training. This "new look" includes:

- Programming heavily weighted towards training of employment needs and demands of the private sector;
- Active involvement of the private sector in some aspects of training;
- The maximum training period for most programs is 52 weeks, on-the-job training through Skill Investment and Skill Shortage may be up to 3 years;
- Increased emphasis on training-on-the-job;
- Decreased emphasis on institutional training;
- The major thrust is not towards Aboriginal People, in spite of the "equity" policy.

This new look results in major weaknesses. CJS is not comprehensive, but rather is designed to meet specific employer needs rather than the needs of the general population for certified and accredited training.

Within this context, its major limitation is that its institutional training aspects are limited to a maximum of 52 weeks. This effectively eliminates many types of certificate programming, which in turn reduces job mobility from work place to work place.

The concept of a "Native specific" labour market is not recognized in CJS, although this may in part be rectified through local advisory council activities.

Because CJS is, in large part, to be accessed regionally through local CEC's, there is a great danger, if it is not handled properly, that training approaches will be fragmented. Furthermore, CEIC has just recently begun to realize the difficulties that small organizations, whether in the non-profit or profit (private) sectors have in accessing CJS. The "front end" work to develop proposals is very time consuming, and there are no guarantees of success even after much time and energy has been expended.

These problems inherent in CJS limit its usefulness in providing training to Aboriginal People, many of whom require, because of past deficiencies in the educational system, long-term, specialized training programs which recognize the need for built in academic and technical upgrading, counselling

services and other supports which are only possible in an institutional setting. CJS, in its present form, cannot provide these requirements.

CJS has to be viewed and utilized as being complimentary to institutional training. It cannot replace certified and accredited training which are essential if Native people are going to permanently participate in Canada's social and economic institutions.

2.4 Conclusions and Implications

The foregoing discussion leads to the following conclusions:

- The Metis and Non-Status Indian population is a significant and growing segment of the population of Saskatchewan and the existing population estimates are likely to be conservative.
 - Metis and Non-Status Indian people are under-represented in all elements of the post-secondary school system.
 - The Canadian Jobs Strategy is inappropriate in terms of meeting the education and training needs of Saskatchewan Metis and Non-Status Indians.
- If the first two trends continue, then the education and training needs of Native people will continue to go unmet and the participation of Native people in the social, political and economic institutions of Canadian society will continue to be restricted. The following items elaborate these conclusions.

2.4.1 Technical Institutes

Less than 1% of all persons attending Saskatchewan technical institutes are Metis and Non-Status Indians. This includes students of the Gabriel Dumont Institute who are taking training programs certified by a technical institute. Moreover, Native people are nearly 700 training spaces behind non-Native people, based on the population of those between 15 and 49 years, and based on non-Native participation in Saskatchewan technical institutes. Unless important mitigative measures are taken in the immediate future, Native people will continue to represent only 1% of the provincial technical institute population.

2.4.2 Universities

Less than 2% of Saskatchewan university students are Metis and Non-Status Indians. Over 300 training spaces in universities are required immediately to bring MNSI students to proportional representation with non-Native people. Only 2.3% of the Native 15-49 age cohort population is presently taking university programs, compared to 4.3% for the non-Native population. Clearly, mitigative action is needed in the area of university programming to begin to alleviate the desperate situation facing Native people.

2.4.4.3 Community Colleges

In the past and right up to the present day, the vast majority of Native community college participants are taking Adult -Basic Education classes, because of the inadequacies of the K-12 system, rather than classes and programs leading to certification and accreditation. According to the Gabriel Dumont Institute's discussion paper "Native Education and Training: Meeting the Need", based on the population of the 15-49 age cohort, Native people are 1700 training spaces behind non-Native people in the community college system. Unless aggressive steps are taken, Native people will continue to represent just over 1% of all community college participants, and only about 6.4% of those between 15 and 49 will continue to take community college programs instead of about 18% as is the case for non-Native people.

2.4.4.4 Other Considerations

In spite of the fact that Metis and Non-Status Indians are under-represented in every component of the post-secondary system, existing institutions are likely to over-estimate their success in meeting the needs of the Metis and Non-Status Indian students. This will occur because the Metis and Non-Status Indian population is growing more rapidly than other elements of the Saskatchewan population and even if existing low participation rates do not change, there will be an increasing actual number of Native people participating and graduating from existing

institutions. These institutions will likely interpret this increase in actual numbers as success when it is simply the automatic result of changes in population characteristics.

The foregoing discussion provides an overview of the serious under-representation of Native people in Saskatchewan's post-secondary school system. The lack of realistic and relevant education and training opportunities open to Native people will, however, have other ramifications. High levels of unemployment and underemployment will continue. This in turn will cause an increase in social problems as the gap between "haves" and "have-nots" widens. These problems may in turn cause increases in alcohol and drug abuse, high crime rates, marriage breakdown, wife battering, child abuse, and other forms of violence. The indirect costs to society created by these problems are enormous.

The direct costs to society are also very high, as unemployment and poor paying jobs, along with low rates of participation in the work force result in a dependency on government programs and transfer payments (eg. welfare, unemployment insurance, etc.). In other words, Aboriginal people are, by and large, consumers of government funds and services rather than generators of such funds, which they would be if they were to participate in society at a rate equal to that of the mainstream population.

3.0 GENERAL TRAINING AND EDUCATION STRATEGY AND GUIDING PRINCIPLES

The need for a comprehensive thrust in support of Native education and training is primarily based on the proposition, supported by appropriate participation rates and relevant data, that existing mainstream institutions and programs are not meeting the education and training needs and aspirations of Native people. This is true of the provincial universities, the community college system and the technical institutes.

The strategy contained in this paper rests fundamentally on the need to qualitatively improve Native access to all elements of the post-secondary school system. The emphasis must be on broad, wholistic and comprehensive initiatives that will provide the basis for increased representation by Native people in post-secondary institutions. Within this context, the development and further development of integrated educational institutional structures, with the capacity to decentralize services and programs, through which Metis and Non-Status Indian control will be exercised, will be an essential element of the strategy. The strategy will include community input, access and control wherever practical.

Clearly, a critical component of the strategy must be the provision of comprehensive systems of support for students. The adoption of this principle has caused the Gabriel Dumont Institute to enjoy unusually high student retention and completion rates as compared to mainstream educational institutions, and it is what the Institute has built its reputation on. Most Native students, because of their objective

socio-economic circumstances and position in society, must have immediate access to counselling services, tutorials, upgrading components and other important services, such as child care, to ensure their successful completion of the program. As well, students must be allowed to receive adequate levels of funding, again to ensure program completion.

The proposed strategy should be viewed as short-term; one that will effectively and aggressively deal with the under-representation of MNSI students in the post-secondary school system over the next 3 - 5 years. Further, the strategy must be viewed and understood within the context of evolving systems of Native self-determination and self-government. This involves the recognition of Native ownership and control of self-governing institutions and structures that, over the short-term, will deliver transitional programming to MNSI students to prepare them to work in Canada's labour market. Transitional programming means here that, a transition is required between mainstream programming delivered by mainstream institutions, and Native programming delivered and accredited or certified by Native institutions.

A corollary to evolving systems of Native self-government, is the recognition of the concept of a Native-specific labour market. The Native labour market, because of rather distinct socio-economic and political characteristics, has specific needs and demands in terms of skilled and semi-skilled occupations and professions. The need for, say, a social worker training program in terms of the mainstream labour market may or may not be great,

but clearly, in terms of the Native labour market and the number of trained Native social workers, the need is great and therefore the demand must be met. The issue of greater equality of representation between Native and non-Native occupations and professions, an issue which is critical to Native people, must therefore be addressed.

The Gabriel Dumont Institute will endeavour to utilize and access existing facilities and resources wherever possible and wherever practical. Further, the education and training initiatives of the Institute shall enhance and compliment those initiatives and programs of the mainstream institutions, rather than parallel mainstream training programs.

4.0 GOALS AND OBJECTIVES

4.1 Goals

The longer-term goals of the proposed strategy include the following: -

- o to put Native people on an equal footing with non-Native people in terms of achieved education and training levels;
- o to establish and administer a Native-controlled technical institute;
- o to establish and administer a Native-controlled university;
- o to establish and administer a Native-controlled community college.

4.2 Objectives

With respect to the short-term, the following objectives have been identified:

- o to increase the number of technical institute training spaces for Native people by 675 additional and new seats by 1989-90;
- o to enter into administrative and program agreements with existing technical institutes to allow the Institute to deliver training programs to MNSI students;
- o to increase the number of university spaces for Native people by over 300 additional and new seats by 1989-90;
- o to Federate with the Universities of Regina and Saskatchewan to allow the Institute to deliver educational programs to MNSI students;
- o to increase the number of community college training spaces for Native people by over 1700 additional and new seats by 1989-90;
- o to enter into administrative and program agreements with existing community colleges to allow the Gabriel Dumont Institute to deliver adult basic education and cultural programs to MNSI students;
- o to deliver education and training programs, as far as is practical, at the community level to facilitate student participation and access of training programs;

- o to mount preparatory programs leading to participation in certified and accredited programs in areas such as science skills development, human resource development and administration development;
- o to establish an aggressive and effective recruitment program to ensure full student complements in all training programs; and
- o to assume administrative control of the student loan and bursary program as it relates to MNSI students.

5.0 ELEMENTS OF SUCCESS: WHAT'S NEEDED TO IMPROVE NATIVE ACCESS TO POST-SECONDARY INSTITUTIONS

5.1 Introduction

As discussed earlier, to be successful the adopted strategy must be broad and comprehensive and must systematically address the inappropriately low participation rates of MNSI students in Saskatchewan technical institutes, the universities, and the community colleges. Further, it must come to terms with the objective socio-economic circumstances and problems of MNSI students and offer ways in which to alleviate or improve those circumstances to ensure that students successfully complete their training program. The elements contained in the strategy are innovative and exciting, and will require governments to conduct their business, with respect to MNSI education and training, in a different fashion than they may be accustomed to. It will require governments to invest in the human potential of Saskatchewan Metis and Non-Status Indians.

5.2 Technical and Vocational Training: The Concept of an Institute Inside an Institute

5.2.1 General Description

The concept of a technical institute inside a technical institute involves the Gabriel Dumont Institute delivering certain and specified training programs to MNSI students from within the physical structures of Saskatchewan's four technical institutes. The Gabriel Dumont Institute would be empowered to operate the training programs through administration and program agreements with each of the provincial technical institutes, and would be responsible for providing staff, students, equipment, Native curriculum

and course content and support services. Each of the technical institutes would be responsible for providing the facilities and required physical space, core curriculum and classes, and of course certifying the programs.

5.2.2 Purpose

The primary purpose of establishing a Native technical institute within a mainstream technical institute, is to qualitatively improve the representation of Native students studying at Saskatchewan technical institutes over the next three years, and then maintain equal representation in the longer-term. Other purposes include the following:

- o to empower the Gabriel Dumont Institute to provide staff, students, support personnel and services, and equipment to operate technical/vocational programs of particular relevance to Metis and Non-Status Indians;
- o to empower the Gabriel Dumont Institute to develop and deliver technical/vocational programs and educational services which will enhance and support the Metis and Non-Status Indian culture and community within and around Saskatchewan; and which will be responsive to Native needs and desires and the goal of Native control of Native education.

5.2.3 Administrative and Program Agreements

To empower the Gabriel Dumont Institute to operate training programs and educational services from within each of the four Saskatchewan technical institutes, the Institute seeks an administrative and program agreement with the Department of Advanced Education and Manpower which will allow the Gabriel Dumont Institute to operate programs from the campuses of Wascana Institute of Applied Arts and Sciences, Saskatchewan Technical Institute, Kelsey

Institute of Applied Arts and Sciences, and the Northern Institute of Technology. The following essential elements would be included in the agreement:

1. Scope and Responsibilities of the Gabriel Dumont Institute

The Gabriel Dumont Institute shall have as its primary responsibility the advancement of post-secondary technical and vocational education for all Metis and Non-Status Indians in the province of Saskatchewan. The scope of program design, enhancement, development and delivery shall be undertaken in consultation with the affected technical institute to ensure that classes have sufficient Native content and are relevant to MNSI students without sacrificing the integrity of the program. The Gabriel Dumont Institute shall also be responsible for providing students of the training programs with a comprehensive system of support including counsellors, tutorials, upgrading, writing clinics, referral services, etc.

2. Student Body

As its principal mission is to serve the educational needs of the Native community, the Gabriel Dumont Institute shall give priority of acceptance to Metis and Non-Status Indians. Students will comply with the academic and other standards as set forth from time to time by the Gabriel Dumont Institute and the affected technical institute.

3. Teaching Staff and Support Personnel

The teaching staff and support personnel, eg., counsellors, shall be the employees of the Gabriel Dumont Institute. All teaching staff shall possess qualifications and experience acceptable to the Gabriel Dumont Institute and the affected Institute.

4. Jurisdiction

The Gabriel Dumont Institute shall have the authority to provide training programs and educational services to all Metis and Non-Status Indians in Saskatchewan. It may also make its services available at cost to non-Native or to Registered Treaty Indians who support and adhere to the philosophy of the Gabriel Dumont Institute and are prepared to abide by its regulations.

5. Funding

The Gabriel Dumont Institute shall be directly funded by the Saskatchewan Department of Advanced Education and Manpower to properly and effectively operate its training programs and educational services.

5.2.4 Programming

The Gabriel Dumont Institute proposes to develop and deliver the following training programs from within the four Saskatchewan technical institutes:

1. From Within the Wascana Institute

Over the next 3 - 5 years the Gabriel Dumont Institute proposes to deliver the following training programs to

MNSI students:

- Health Sciences Division
 - Diploma Nursing
 - Nursing Assistant
 - Psychiatric Nursing
- Dental Division
 - Dental Assistant
 - Dental Therapist
- Business Division
 - Secretarial Studies
 - Legal
 - Medical
 - Shorthand
 - Word Processing

The selection of these training programs is primarily based on the need to fulfill the needs and demands of the Saskatchewan Native labour market. That is, the Native labour market requires trained and certified nurses, nursing assistants, dental assistants and secretaries with advanced skills.

2. From Within the Saskatchewan Technical Institute

The Gabriel Dumont Institute proposes to deliver, over the next 3 - 5 years, the following training programs to MNSI students:

- Industrial Division
- Radio/TV Electronics
- Advanced Video Systems

- Business Division
 - Accountancy
 - Administration
 - Data Processing
 - Marketing
 - Public Administration

The selection of these programs is based on fulfilling the needs and demands of Saskatchewan's Native labour market.

3. From Within the Kelsey Institute

The following training programs will be operated by the Gabriel Dumont Institute from within the Kelsey Institute over the next 3 - 5 years:

- Applied Sciences Division
 - Renewable Resources Technology
- Personal and Community Services Division
 - Early Childhood Development

4. From Within the Northern Institute of Technology

From within the NIT, the programs delivered by the Gabriel Dumont Institute would be of particular relevance to residents of northern Saskatchewan and would be based on fulfilling the needs and demands of the Native labour market.

5.3 University Programming: Federation With the Universities of Regina and Saskatchewan

5.3.1 General Description

To effectively increase the representation of MNSI students in Saskatchewan universities, the Gabriel Dumont Institute proposes to federate with both the University of Regina and the University of Saskatchewan. The arrangement would be similar to that of the Saskatchewan Indian Federated College (SIFC) and the University of Regina, whereby the SIFC is empowered to design and deliver accredited programs to its students including, Treaty Indians, MNSI students and non-Native students.

Under federated college status, the Dumont Institute would be physically on-site at the University of Regina and the University of Saskatchewan and would be responsible for providing staff, students, equipment, Native curriculum, course content and programs, and support services to the students. The University of Regina and the University of Saskatchewan would be responsible for providing the facilities and required physical space, core curriculum and classes, and accreditation of the programs delivered by the Gabriel Dumont Institute.

5.3.2 Purpose

The primary purpose of federating with the University of Regina and the University of Saskatchewan is to significantly improve the representation of Native students studying at Saskatchewan universities over the next three

years, and to maintain equal representation with the non-Native population over the longer-term. Other purposes of federation include the following:

- o to empower the Gabriel Dumont Institute to provide staff, students, support personnel and services, and equipment to operate accredited programs of particular relevance to Metis and Non-Status Indians;
- o to empower the Gabriel Dumont Institute to develop and deliver accredited programs and educational services which will enhance and support the Metis and Non-Status Indian culture and community within and around Saskatchewan; and which will be responsive to Native needs and desires and the goal of Native control of Native education;
- o to associate with the University of Regina and the University of Saskatchewan and to integrate with them academic and cultural matters for the purposes of
 - (a) assisting the Universities in their task of presenting, reflecting upon and scrutinizing as broad a spectrum as possible of values and viewpoints, and
 - (b) providing students with an opportunity to become associated, within the broader context of the Universities, with a similar college environment.

5.3.3 Definition

Federation with the University of Regina and the University of Saskatchewan requires that the post-secondary institution seeking federation, be legally and financially independent, but academically integrated with the Universities. According to the Senate By-Laws of the University of Regina, this means:

1. The college employs its own administrative, academic and support staff and constructs and maintains its own buildings which must be on or adjacent to the University.
2. By agreement, the college offers classes in mutually agreed upon disciplines, which are part of degree programs of the University. Its students take other classes needed for degrees from other university professors.

3. The academic standards of the college are governed by Senate By-Laws.
4. The college selects and appoints its own professors, provided the University approves their academic qualifications.
5. The President, Dean and faculty of the college are voting members of the Faculty of Arts or Faculty of Science or such other Faculties as are approved in the federation agreement, and the University Council. The president is a member of Senate.

5.3.4 General Terms of Federation

The conditions for recognition as a federated college, as outlined in the Senate By-Laws of the University of Regina, shall include the following:

1. The college must be authorized by the University to give classes recognized for a Bachelor's degree in the subjects of at least four Departments of the Faculties of Arts and/or Science.
2. The members of the college teaching staff, teaching university classes, must possess qualifications sufficiently high to be recognized as members of the appropriate Faculties and shall be so recognized.
3. The college must be situated on or adjacent to the University of Regina in such a location that the work of the faculty and students of the college and the University can be closely integrated to the mutual benefit of both parties.
4. The officers and faculty of a federated college are entitled to voting membership in the following academic bodies:
 - i) The Senate: The President
 - ii) The Council: The President, Dean, Professors, Associate Professors, Assistant Professors, Lecturers, Instructors and Professional Librarians.
 - iii) The Faculty of Arts: The President, Dean, Professors, Associate Professors, Assistant Professors, Lecturers, and Instructors teaching classes offered by Departments of the faculty and

recognized for Bachelor's degrees.

- iv) The Faculty of Science: The President, Dean, Professor, Associate Professors, Assistant Professors, Lecturers and Instructors teaching classes offered by Departments of the Faculty and recognized for Bachelor's degrees.

- v) Other Faculties when provided for by agreement: The President, Dean, Professors, Associate Professors, Assistant Professors, Lecturers and Instructors teaching classes offered by the Faculty and recognized for Bachelor's degrees.

In ii), iii), iv), and v) above, faculty members with 'special' appointments in the ranks of professor, associate professor, assistant professor, lecturer and instructor are also included.

- 5. Students enrolled in the college who have satisfied the University requirements for admission shall be admitted to such university classes as they are qualified to enter and continue therein on the same terms as other University students, provided the fees required for such classes in the college recognized for the Bachelor's degrees in the Faculty of Arts, the Faculty of Science, or such other Faculties as may be agreed, provided that the fees required for such classes have been paid to the University. These conditions will apply provided the same tuition fee as required by both the college and the University.

- 6. All students enrolled in a professional school or faculty must pay to the University the full tuition fee required for each year of the professional course, though the University may grant credit for any class or classes taken in the college and accepted by the Faculty for the corresponding class required in a professional course.

- 7. Academic appointments to and promotions within the college shall be made by the President, but, prior to making such appointments or promotions, the President of the College shall secure the approval of the President of the University.

- 8. The University will recognize instruction given by the college in such subjects as may be agreed upon by the Council of the University, provided that the instruction is given by qualified teachers and that the work done in each class is equivalent in extent and standards to that given in the University. This equivalence is to be determined by the Head of the Department in the college and the Head of the Department in the University of Regina working out in

cooperation the extent of the classes, the standard and all the particulars pertaining to the subjects, including the examinations, to their mutual satisfaction. Difficulties will be resolved by the President of the University.

9. The University will confer the appropriate Bachelor's degrees on such students of the college as have satisfied the requirements prescribed by the University.

5.3.5 Programming

1. Immediate Expansion of the Saskatchewan Urban Native Teacher Education Program (SUNTEP)

The Gabriel Dumont Institute, through its SUNTEP agreement, is authorized by the Department of Education to train a maximum of 180 teachers at any given time - 60 in each SUNTEP centre. At present, only 130 teachers are being trained, due to several factors, including student financial difficulties and a desire to train in areas other than elementary education.

The immediate expansion of SUNTEP is necessary to utilize all 180 spaces. As well, the Institute proposes to incrementally increase the numbers of Native students in other areas of university education over the next four years by further expanding the SUNTEP model to include the Arts and Sciences, Administration, Communications, etc.

It is proposed that, in the current year (1986) that SUNTEP will expand to 180 students by including secondary education, adult education, Masters level studies, and individually tailored study programs.

Masters students will be expected to work closely with the centres and to provide, where possible, teaching assistance in the centres. To accomplish this, additional staff will be required at each centre and centrally to recruit students, and generally, to assist the SUNTEP Director and the Gabriel Dumont Institute to deliver the expanded program.

In the second phase (1987 through 1990), it is proposed that the SUNTEP program be further expanded by 60 students in 1987, and 30 students per year for each of the next three years, in study areas other than education, to meet the need for university education in many areas. By the fourth year (1990), total enrollment will be 330 students.

TABLE 4

	<u>1986</u>	<u>1987</u>	<u>1988</u>	<u>1989</u>	<u>1990</u>
SUNTEP	180	180	180	180	180
Other Univ.	<u>-</u>	<u>60</u>	<u>90</u>	<u>120</u>	<u>150</u>
TOTAL	180	240	270	300	330

2. University Programming at the University of Regina and the University of Saskatchewan

The expansion of the SUNTEP model to include other fields of professional education is one method of increasing the representation of MNSI students in the university system. But it is not enough.

It will also be necessary, via federation

agreements, to operate accredited programs, primarily for MNSI students, at both the University of Regina and the University of Saskatchewan. That is, the Gabriel

Dumont Institute proposes to design and deliver:

- a Bachelor/Master of Metis Studies
- a Bachelor/Master of Native Social Work
- a Bachelor/Master of Native Administration
- a Bachelor of Native Journalism

The operation of these programs would be on-site at the University of Regina and/or the University of Saskatchewan, and would be outside the SUNTEP agreement.

5.4 Community College Programming

5.4.1 General Description

In the long-term, the Gabriel Dumont Institute will seek status as a Community College under the Community College Act. This will require amendments to the Act since at present only geographically organized Colleges can be established. In the transitional period, the Institute would utilize the same model as used for STEP 1, II, and III. The Gabriel Dumont Institute would assume control of the delivery and administration of adult basic education, literacy tutoring, job readiness training, preparatory/feeder programming and cultural programming to MNSI people. An agreement with the Regina Plains Community College would empower the Institute to deliver these services to MNSI people in the southern part of the province, and an administrative agreement with the La Ronge

Region Community College would cover off the northern region.

The Dumont Institute would deliver community college programs and services at the community level through affiliation agreements with community education centres. These centres would be incorporated as autonomous institutions with their own local boards and they would be responsible for overseeing and administering the programs and services delivered in these centres. The community education centres would serve the needs of Native students in identified regions, which may not coincide with provincial community college boundaries because of the need to determine boundaries on the basis of Native population and regional conditions.

5.4.2 Community Education Centres and Types of Programming

Community Adult Education centres would be responsible for programs such as:

- o Literacy training;
- o level one upgrading - job integrated where feasible;
- o level two upgrading - job integrated (same);
- o preparation for University and Technical Institute education and training, such as human resources development, science skills development and administration development;
- o trades and some semi-trades training requiring minimal equipment and infrastructures;
- o special project training (eg. upgrader);
- o introductory University and Technical School classes;
- o special interest courses such as history, language instruction, cultural programming (Crafts, Art, Music,

Literacy, etc.) developed and sponsored by Dumont Institute.

5.4.3 The Concept of Preparatory or Feeder Programs: An Elaboration

The Gabriel Dumont Institute, through administrative and program agreements with the Regina Plains Community College and the La Ronge Region Community College, propose to design, deliver and administer preparatory or feeder programs in human resource development, science skills development and administration development.

Preparatory programs are designed to academically and intellectually prepare MNSI students for participation in accredited and certified programs such as the social sciences, engineering, engineering technology of all specializations, computer science, psychology, administration, education, the health sciences, etc. The objective of preparatory programs is to "feed" the successful graduates into accredited or certified programs offered by the mainstream educational institutions, or by the Gabriel Dumont Institute. The preparatory programs are one to two years in length and combine a mixture of credit and non-credit classes.

Students of the human resource development program would take credit and non-credit classes in English, Native Studies, Sociology, Psychology, and other relevant disciplines in the social sciences. Successful students would then be academically prepared, and eligible, for further and more advanced studies at the university level.

Students of the science skills development program would take credit and non-credit classes in disciplines such as: English, Native Studies, Math, Physics, Chemistry, Biology and other disciplines in the natural sciences. Successful students could then "feed" into degree, diploma or certificate programs of the universities or technical institutes.

The administration development program would be designed to give students a solid academic and practical grounding in those areas that are essential to completing a degree, diploma or certificate in Business Administration. Areas such as: English, Accounting, Data Processing, Economics, Finance, Statistics, Management, etc. would be covered by the program in a mixture of credit and non-credit classes.

5.5 A Comprehensive Recruitment Program

In order to ensure that there is a full compliment of qualified MNSI students for each of the training and education programs offered by the Institute, it will be necessary to mount a comprehensive recruitment program that will form an integral part of the Institute's Education Extension Services Program. At present, this program has only two extension, or field workers, whose primary responsibilities are recruitment of students to programs of the Institute, promotion of Institute programs and services, and liaising with Native communities with respect to the role and direction of the Institute and the education and training needs of these communities.

It is proposed that the Education Extension Services Program be expanded by six additional staff persons whose main duties and responsibilities would be the promotion of the Gabriel Dumont Institute and the recruitment of qualified MNSI students to programs operated by the Institute. Two of the six staff persons would be responsible for recruiting students exclusively for technical and vocational training programs, with one person located in the south (eg. Regina), and one in the north (eg. Prince Albert). The recruitment officer serving the south would focus his/her attention on providing the programs offered at STI and the Wascana Institute with full compliments of students. The recruitment officer serving the north would of course recruit students for programs offered at the Kelsey Institute and the NIT.

Two of the six recruitment officers would be responsible for recruiting students exclusively for university programs, with one person serving the programs offered at the University of Regina and one for those at the University of Saskatchewan. The remaining two recruitment officers would recruit for the community college programs operated by the Institute. One would serve the south and one the north.

5.6 Student Training Allowances and Scholarships

Until 1983, MNSI training allowances were available to Metis and Non-Status Indian students for University and post-secondary education. SUNTEP students received special bursaries through the Department of Education. Under these programs, assistance covered course costs and tuition, textbooks and supplies and

training allowances. Payment was in the form of a non-repayable bursary or allowance.

In 1983, Metis and Non-Status Indian students were required to utilize the Saskatchewan Student Loan/Bursary/Special Incentives Program, which emphasizes loans rather than bursaries. This program has proved to be cumbersome and inflexible, and has caused students to accumulate large debt loads over a short period. In 1983/84, the first year of the new financial arrangements, the number of provincially assisted students dropped dramatically from what it had been.

Proposals have been submitted to government calling for a return to a bursary or training allowance system for Metis and Non-Status Indian students which would cover course costs and tuition, texts and supplies and reasonable living allowances. The amount to the individual student should be determined by a formula which takes into consideration: 1) number of dependants; 2) childcare expenses; 3) distance structured somewhat like the old NSIM training allowance, but funded at a higher level, as was the old SUNTEP bursary, and administered on behalf of Metis and Non-Status Indian students by the AMNSIS/Dumont network.

Further, a system of awards and scholarships, based upon the existing Napoleon LaFontaine Economic Development Scholarship Program, should be expanded to include all disciplines, such as the sciences, humanities, applied arts and sciences, medicine, communications and so on. (The Napoleon LaFontaine Scholarships provide assistance to students of economic development only.)

Clearly, if the training and education initiatives outlined in this paper are going to have a significant impact in terms of qualitatively increasing the representation of MNSI students in all levels of the post-secondary school system, then a flexible and appropriate system of funding for students is required.

6.0 CONCLUSIONS

If dramatic increases of MNSI students in the post-secondary school system are going to occur, innovative and courageous steps must be taken immediately.

This submission has discussed the merits and effectiveness of the Gabriel Dumont Institute entering into administrative and program agreements with the Saskatchewan technical institutes, and two community colleges, and federating with the University of Regina and the University of Saskatchewan, as a short-term strategy to qualitatively improve Native access to post-secondary institutions.

The budget and staff requirements for each of the education and training elements discussed in this submission needs to be developed in detail and in consultation with appropriate officials.

This presentation should be considered as a general framework for discussion purposes only. The negotiation of actual agreements would have to deal with many additional details required to ensure the effectiveness and integrity of the programs and services to be delivered as outlined above.

