



GABRIEL DUMONT INSTITUTE  
OF NATIVE STUDIES AND APPLIED RESEARCH

NATIVE POST-SECONDARY EDUCATION: A PREFERRED PLAN  
FOR TRANSITIONAL PROGRAMMING

Association of Métis and Non-Status Indians of Saskatchewan



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## EXECUTIVE SUMMARY

### Introduction:

Education at all levels is one of the keys to the attainment of equality by Native People.<sup>1</sup> It is, therefore, an important aspect of self-government.

1.0 Current Situation: Although demographic data is speculative, the following information should be considered to be realistic, but is likely conservative.

- o there are at least 37,000 Metis and Non-Status Indians in Saskatchewan; needs projected in this report are based upon this figure;
- o the Native growth rate is 2.4%, substantially higher than that of the Non-Native population;
- o average Native family size is 25% larger than Non-Native family size;
- o The Native unemployment rate is 32%, and only 49% participate in the labour force;
- o 45% of Native People have less than grade 9, (double the number of the Non-Native population) and only 19% have some post-secondary training (half the rate of the Non-Native population);
- o Native children tend to drop out of school at an early age compared to Non-Native children;
- o 45% of Native People are under 15 years of age, compared to 24% of the Non-Native population.

1.1 K-12 System: Department of Education figures show that only 61% of Native People in the age range 5-19 years are in school, compared to 86% of Non-Native people in the same age group. If Native People are to be represented at the same rate as the Non-Native population, then at least 3,600 more Native children must be enrolled in grades K-12 immediately.

1.2 Community Colleges: According to available information, 6.4% of Native students in the 15-49 age range are enrolled in community colleges. Non-Native participation appears to be three times higher. To reach equality, 1,700 Native training spaces are required for Native People to achieve equality.

1. For purposes of this paper, Native refers to Metis and Non-Status Indian People.

1.3 Technical Institutes: According to government statistics, only 176, or 1.2% of Native people (age 15-49) are enrolled in technical schools, compared to 6% of the Non-Native population. This means that an additional 700 training spaces are required for Native People to achieve equality.

1.4 Universities: 355 students, or 2.3% of Native People age 15-49 are in university. 4.2% of the Non-Native population in the same age range is in university. 300 university seats are required immediately to achieve equality of participation for Native People.

## 2.0 Short-Term (1986-1988) Plan of Action

2.1 K-12 System: Immediate measures to bring 3,600 Native students into the school system are needed, including:

- o equal representation of Aboriginal teachers;
- o Aboriginal language instruction; English as a second language;
- o Native studies in core curricula and in all areas of study;
- o Native representation on school boards;
- o Native library materials in all school libraries;
- o Native parent/teacher groups;
- o Native control of Community school programs.

2.2 Community Colleges: Establish a Native community college with local access and control; Increase community college spaces by 1,700 spaces within this (and other colleges). ABE, literacy tutoring, community/cultural programs provided through the Gabriel Dumont Institute in the interim.

2.3 Technical Institute: About 700 additional, new training spaces in all areas are needed through:

- o federated agreements with all provincial technical institutes;
- o Master training agreement between GDI, CEIC and DAEM for a direct training allocation.

2.4 Universities: 300 additional new training places,

- o expansion of SUNTEP-type programs;
- o federated agreements with provincial universities.

2.5 Student Finances: A bursary system such as the old NSIM training allowances, as well as awards and scholarships like the Nap Lafontaine scholarship program, is required.

2.6 Cost: A program as envisaged above will cost approximately \$31 million per year - \$12.5 M for K-12; \$8.6 M for Community Colleges; \$6.8 M for technical institutes, and \$3.1 M for universities. This does not include student training allowances of an estimated \$10 million (1,000 students @ \$10,000 per student per year). If student allowances are included, then the cost of this program might be \$41 million per year. This is minimal compared to a much larger estimated cost to society if nothing is done.

### 3.0 Long-term Plan of Action (1988-1993)

3.1 K-12 System: Establishment of a Native K-12 school system where numbers warrant, with powers similar to existing separate school systems. Regional Native high schools may be established where numbers warrant. Short-term "reforms" to the mainstream system will continue.

3.2 Community Colleges: Native Community Colleges, with ABE, literacy tutoring, lifeskills, cultural/community programs, locally controlled and accessed.

3.3 Technical Institute: Development will continue, towards achievement of a Native-controlled technical institute.

3.4 Universities: Federated College status with provincial, national and international universities. Two main delivery forms will be used:

- o decentralized, or local program delivery;
- o reserving a percentage of seats for Native students in Canadian Universities, in all academic areas.

4.0 AMNSIS/Dumont Network: This is the vehicle for the development of the systems and services proposed. Such developments will be of benefit not only to Native People, but to society as a whole, as Native people experience increased participation in society as equals.

STATEMENT OF METHODOLOGY

The following points concerning methodology should be taken into account when reviewing this document:

1. The document has relied heavily on existing studies, reports, etc., to arrive at the conclusions and implications continued herein.
2. The population count for the Metis of 37,000 and the subsequent breakdown of the Metis population by age cohort was adopted from the Report of Technical Work Group on Statistics Part II, prepared by the Association of Metis and Non-Status Indians of Saskatchewan (AMNSIS), for purposes of the Constitutional Tripartite Committee meetings. The population count of 37,000 was arrived at by utilizing a number of data sources including:
  - i) the 1981 Canada Census report;
  - ii) the 1985 AMNSIS Membership Lists; and
  - iii) a 1981 AMNSIS report of a sample of approximately 12,500 persons identified from provincial voters' lists which were then run against the Saskatchewan Hospital Statistics.
3. The population count for the non-Native population, and the breakdown by age cohort, were provided by the 1981 Canada Census Report.
4. The Native and non-Native student enrollment figures for the community colleges, technical institutes and universities were provided by the Department of Advanced Education and Manpower. The Native enrollment includes only those students who are NSIM sponsored and students of the Gabriel Dumont Institute.
5. The non-Native enrollment in the K-12 system was provided by the Department of Education (1981). The Native enrollment in K-12, 1981, was adopted from the report Inner-City Dropout Study prepared by the Department of Education, February, 1985.
6. The participation rate of Natives and non-Natives in K-12, was arrived at by dividing the actual enrollment of each population into the 5-19 age cohort population. The participation rates of Natives and non-Natives in the community colleges, technical institutes and universities, were arrived at by dividing the actual enrollment of each population into the 15-49 age cohort population.
7. The non-Native enrollment in K-12, community colleges, technical institutes and universities, actually includes the Treaty Indian enrollment of those educational systems. We were only able to separate the Metis and Non-Status Indian population from the larger population.

## 1.0 INTRODUCTION

Undereducation in Canada costs the Canadian economy hundreds of millions of dollars annually<sup>1</sup> due to the inefficiency of and lack of contribution by undereducated workers. Further, unemployment rates and non-participation in the labor force are added to by undereducation. This is true of the nation as a whole and significantly more telling when considering the Native population which is less well educated and therefore more unemployed and more often among non-participants in the labor force. In strictly dollar terms, the costs of Native undereducation are such that immediate rectification of the problem is an essential prerequisite to economic progress. In addition to the direct dollar loss must be added the burdensome costs of social assistance, ongoing unemployment insurance payments, and the costs to society in dealing with alcohol related problems such as family disintegration and the wastage of human potential.

The rectification of this morass can best be accomplished by organizations and associations familiar with the conditions of Native peoples, familiar with Native ideas and in a position to deliver cost efficient and effective educational programs.



### 1.1 Background

Education and training at all levels is the last frontier for participation by Metis and Non-Status Indian (MNSI) people in the Province of Saskatchewan. It was not until the fourth decade of the twentieth century that the Province accepted responsibility for elementary and secondary education of MNSI children. In the late 1960's, the Province, through the Saskatchewan Indian and Metis Department, began to provide resources to meet the unique adult education and training needs of Native people.

In the early 1970's the Metis Society of Saskatchewan - the forerunner to the Association of Metis and Non-Status Indians of Saskatchewan (AMNSIS) - delivered and administered an education fieldworker program which was funded by the provincial Human Resource Development Agency. The program was lost in 1976, but at roughly the same time the AMNSIS membership held a provincial cultural conference which resulted in a new education mandate for AMNSIS.

This new mandate called for the establishment of an education and training institution which would provide certified and accredited programs to MNSI people, and which would also facilitate input and direction by MNSI people in all areas of education and training. It was not until 1980

that the educational arm of AMNSIS, the Gabriel Dumont Institute of Native Studies and Applied Research, was founded and acquired the mandate from the Departments of Education and Advanced Education and Manpower to undertake adult education and training programming.

Since 1980, the Dumont/AMNSIS network has established a clear and expanding role for MNSI people in the development and delivery of education and training programs geared to the specific socio-economic needs of MNSI people. Success has been achieved; but the education and training needs of Native people remain largely unmet. This paper documents these needs and introduces ways in which to aggressively meet the education and training needs of MNSI people.

#### 1.2 Self-Government:

Since the early Autumn of 1982, federal and provincial governments and the Aboriginal peoples have been involved in Constitutional discussions. The purpose of these discussions has been, and still is, to identify and define the rights of Aboriginal peoples and to provide, where necessary, Constitutional guarantees of these rights.

Since the Canadian Constitution was signed on April 16, 1982, there have been three Constitutional Conferences with the First Ministers of Canada (ie. Provincial Premiers and the Prime Minister) and the Aboriginal leaders to determine Aboriginal rights. The first meeting, held in March, 1983, constitutionally guaranteed two further conferences - one in 1985 and one in 1987. A political agreement was also reached whereby a Constitutional conference would be held

the following year, in 1984. In all a total of four meetings were guaranteed. The last of these meetings must take place in 1987.

At the 1984 meeting, Metis issues dominated the Constitutional agenda, but Aboriginal Self-Government was not guaranteed because the First Ministers claimed to not understand its meaning. The 1985 Constitutional Conference, through what has come to be called the "Saskatchewan Accord", provided for a tri-partite (or three party) process to set out the details and agenda necessary to achieve Self-Government agreements.

AMNSIS, for purposes of Self-Government negotiations, has developed the following Self-Government definition for Metis and Non-Status Indians:

"Self-determination which Metis/Non-Status Indian people require as a collective to maintain their economic-social-cultural identity as a unique Aboriginal people and which enables them to be in control of those aspects of their lives which will allow them to participate in and benefit from socio-economic development on an equal basis with other citizens."

Education and training at all levels is one of the key aspects of life which will facilitate equal participation of Metis and Non-Status Indian people in Canadian society. One of the critical agreements to be reached, therefore, through the tri-partite process is a long-term provincial education and training strategy involving the Gabriel Dumont

Institute, the educational and training arm of AMNSIS. The purpose of this document, therefore, is to discuss Metis and Non-Status Indian needs in terms of education and training, within the context of Aboriginal Self-Government.

## 2.0 CURRENT SITUATION

### 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<sup>1</sup> provide the following information:

- The Metis and Non-Status Indian population of Saskatchewan is a minimum of 37,000, people or 3.7 percent of the total population of the province. This is likely to underestimate the native population because of the foundation this estimate has in the 1981 census of Canada and the errors inherent in the sampling of this particular part of the 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.
- 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.

1. Association of Metis and Non-Status Indians of Saskatchewan (AMNSIS), Report of Technical Work Group on Statistics Part II, January 29, 1986; Stewart Clatworthy and Jermei 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. Nicholos and Associates Ltd., A Management Study in Respect of Economic Development Foundation of Saskatchewan, September, 1981; Government of Saskatchewan, Urban Native Dimensions, 1979.

- 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%. This is all occurring in a province with a very low unemployment rate. Those who are employed tend to be "last hired, first fired."
- 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.
- Studies of retention of Native children in the school system indicate that Native children are relatively equal in terms of grade level and age in the lower grades but this equality disappears as grade level increases. Native students do not learn at slower rates than non-native students but as other factors (such as discrimination and a low concept of self-worth) come into play, they tend to withdraw from the learning process. Existing schools do not cope with this issue but rather they tend to contribute to it. This is not a conscious decision on the part of the system but is an automatic consequence of the way in which the school system operates.
- 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.

-- Employed Native people earn incomes of about 69% of incomes of non-Native people.

As indicated above, the Native population is a very young population with approximately 45% being under 15 years of age. Table 1 compares the Native and Non-Native population for 1981 by age cohort:

TABLE 1

Native and Non-Native<sup>1</sup> Population by Age Cohort, 1981<sup>2</sup>

<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

1. "Non-Native" includes Status Indian population
2. Report of the Technical Work Group on Statistics; prepared by the Association of Metis and Non-Status Indians of Saskatchewan for purposes of the Constitutional Tripartite Committee Meetings.

Table 1 indicates that the Native population is a younger population than the non-Native population. Forty-five per cent of the Native population is under 15 years of age compared to only 24% for the non-Native population. Further, 43% of the Native population is between the ages 5-19 (roughly the ages of participating in the primary and secondary, or K-12 system) compared to only 25% for the non-Native population. With respect to the 15-49 age cohort (roughly the ages for attending the post-secondary, i.e. community colleges, technical institutes and universities), 45% of the Native population are between 15-49, compared to 49% for the non-Native population. Thus the Native and non-Native population are quite equally represented in the post-secondary school age category (15-49). The question, however, is this: are Native people just as equally represented in the K-12 and post-secondary educational systems?

## 2.2 Student Enrollment

Tables 2 and 3 show that Native people are represented at a disproportionately low rate in the K-12 system, the community colleges, the technical institutes and the universities when compared with the non-Native population.



### 2.2.1 K-12

Table 2, indicates that in 1981 there were 8,745 Metis and Non-Status Indian students enrolled in K-12, or 4.3% of total enrollment. Non-Native enrollees made up the remaining 95.7%.

Table 3, more importantly, points out that the 8,745 Native students in K-12 represent only 61% of the total Native 5-19 age cohort population, compared to 86% for the non-Native 5-19 age cohort. Clearly, the K-12 system is not meeting the educational needs of the total potential Native student population.

### 2.2.2 Community Colleges

According to Table 2, in 1985 there were 980 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 (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 - 17.6% of the 15-49 age cohort population were taking community college courses.

### 2.2.3 Technical Institutes

In the technical institute system, fewer than 1% of the 1985 students were Metis and Non-Status Indian students (see Table 2).

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

#### 2.2.4 Universities

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

According to Table 3, only 2.3% of the Native 15-49 population were enrolled in Saskatchewan universities in 1985, compared to 4.2% of the non-Native 15-49 population.

TABLE 2  
Native and Non-Native Participation in  
Saskatchewan Education System<sup>1</sup>

	Native		Non-Native		TOTAL	
	Number	% of Total Enroll.	Number	% of Total Enroll.	Number	%
K-12 (1981)	8,745 <sup>2</sup>	(4.3)	195,445	(95.7)	204,190	(100)
Comm. Coll. (1985)	980 <sup>3</sup>	(1.4)	84,835	(98.6)	86,014	(100)
Tech. Inst. (1985)	1764	(.7)	25,998	(99.3)	26,174	(100)
Univer. (1985)	3555	(1.8)	18,872	(98.2)	19,227	(100)
TOTAL	10,256	(3.1)	318,784	(96.9)	329,040	

1. See Statement of Methodology, page IV, this paper.
2. 1981 figures were the latest we could obtain. The figure includes Native (Metis and Non-Status) students enrolled in northern schools.
3. This includes Native students enrolled in Adult Basic Education classes, and only includes Non-Status Indian and Metis (NSIM) sponsored students, and therefore would underestimate the number.
4. This includes Gabriel Dumont Institute students taking certified programs through the technical institutes and NSIM sponsored students only, therefore would underestimate the number.
5. This includes Gabriel Dumont Institute students taking accredited programs through the universities and NSIM sponsored students only, therefore will underestimate the number.

TABLE 3

Native and Non-Native participation in Saskatchewan Educational Systems as a percentage of total population by age cohort, 1981 and 1985.

	Native		Non-Native	
	<u>Number enrolled</u>	<u>Number in age cohort</u>	<u>Number enrolled</u>	<u>Number in age cohort</u>
K-12(1981)	8745	14,448 <sup>1</sup>	195,445	226,490
Comm. Coll.(1985)	980	15,273 <sup>2</sup>	78,469	446,100
Tech. Inst.(1985)	176	15,273 <sup>2</sup>	25,998	446,100
Universities(1985)	355	15,273 <sup>2</sup>	18,872	446,100
TOTAL	10,256	29,721 <sup>3</sup>	318,784	672,590
			(61)	(86)
			(6.4)	(17.6)
			(1.2)	(5.8)
			(2.3)	(4.2)
			(34.5)	(47.4)

1. Age cohort: 5-19 years

2. Age cohort: 15-49 years

3. This figure is the sum of the 5-19 age cohort and the 15-49 age cohort; therefore it is higher than the actual figures, which is 25,400 for Native people.

### 3.0 CONCLUSIONS AND IMPLICATIONS:

The foregoing statistical summary 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 every stage of the existing education process.

In spite of the fact that Metis and Non-Status Indians are under-represented at every level in the education 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.

If these trends continue then the education and training needs of Native people will continue to be unmet and will continue to restrict the participation of Native people in the social, political and economic activity of the nation. The following items elaborate these conclusions.

### 3.1 K-12

At present, and historically, Native people have a completion rate of less than 5% from K-12 compared to nearly 50% for the non-Native population. Further, Native people are nearly 3600 seats or spaces behind non-Native people in K-12 based on population statistics of the 5-19 age cohorts. If nothing meaningful is done to improve the situation, Native people will continue to represent only 4% of the students in K-12, and only about 60% of those between 5 and 19 will continue to participate in K-12, instead of about 85% as is the case for non-Native people.

### 3.2 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. 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.

### 3.3 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.

### 3.4 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 NSIM 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, corrective action is needed in the area of university programming to begin to alleviate the desperate situation facing Native people.

The foregoing discussion provides an overview of the serious under-representation of Native people in Saskatchewan's educational systems. The lack of realistic and relevant education and training opportunities open to Native people will, however, have other ramifications. The

existing high rates of functional illiteracy in Saskatchewan's Native population costs the economy millions of dollars annually due to the inefficiency caused by low levels of formal academic training. 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 (e.g. welfare and unemployment insurance). 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 at a rate equal to that of the mainstream population.

It costs a minimum of \$94,000 per year to support a family of six which is not self-sufficient. (Including

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1. Spragins, F.K. Employment Program for Native persons; Syncrude, 1977. The figure of \$94,000 is in 1977 dollars; therefore a comparable figure for 1986 would be much higher.



universal government programs such as medicare, hospitalization, public education, social welfare, etc.) The total support must come from society as a whole, through government services. If we assume that there are 6,000 Metis and Non-Status Indian families in Saskatchewan, and if we further assume that 40% of these families are dependent upon government transfer payments for their livelihood, then the cost to society is \$94,000 x 2,400 families, or \$225.6 million annually. If we further assume average family income, through employment, to be \$40,000 per year, of which \$30,000 is taxable at a rate of 30%, then there is a further loss of \$9,000 per family, or another \$21.6 million. The cost to society has now increased to \$247.6 million annually.<sup>1</sup> This does not include the indirect costs incurred by society because of increased crime rates, poor health and so on.

Put into this perspective, educational expenditures, as outlined in this paper, are indeed cost-effective and necessary.

1. It should be noted that some of these costs occur within self-sufficient families as well, as they are also users of "universal" government services.

#### 4.0 INTERVENTION: MEASURES TO DEAL WITH NATIVE UNDER-REPRESENTATION IN THE EDUCATION SYSTEM

The required measures to deal effectively with the problems enumerated above include:

- Measures to reduce Native failure in the K-12 system. This will both reduce the need for remedial measures in the community college and other post-secondary institutions and will automatically increase the potential pool of Metis and Non-Status people who are academically qualified and have the self-confidence required to enter existing and new post-secondary institutions;
- Measures to enable Metis and Non-Status Indian individuals who have already been unsuccessful in the existing systems to "catch-up" with their non-Native counterparts;
- Long-term measures to ensure that participation by Metis and Non-Status Indian people in all types of education remains at appropriate levels.

In order to accomplish these measures there will need to be major changes in existing non-Native institutions. As well, the strengthening and expanding of existing Native institutions and the creation of new educational organizations under native control will have to take place. Native educational institutions must be initiated because the present institutions contribute to some of the existing under-representation problems which in turn contribute to some of the negative attitudes held by non-Native people.

Native controlled institutions are required because:

1. Existing mainstream institutions are not meeting the needs of Metis and Non-Status Indian people. This is adequately illustrated through the above statistics.
2. Existing Institutions have goals, objectives, methods and values which will keep them from meeting the remedial needs of Metis and Non-Status Indian people in the short-term. In fact the existing K-12 system tends to create a lack of confidence by Native people as illustrated by low retention rates.
3. Although there are individuals and groups within the existing systems who want to change the systems to accommodate the needs of Native people, there are also vested interests which prevent changes from occurring. If change is to occur then those vested interests must see that change is in their best interest. Rather than creating a negative backlash by attempting to force change through legislation such as human rights, an alternative approach is to stimulate change by competition. This means that in some cases, especially in the K-12 system, a parallel aboriginal controlled system for Metis and Non-Status Indian people is required where sufficient numbers warrant it.

The following items enumerate the type and magnitude of the required interventions.

#### 4.1 Short-term Measures (1986 to 1988)

##### 4.1.1 K-12

The following measures are needed within the next three years for Metis and Non-Status Indian students to "catch up" and be at par with the non-Native population in the K-12 system:

- i) a 41% increase in training spaces provided, or 3584 additional and new spaces;
- ii) equal representation of Aboriginal teachers vis a vis the Aboriginal student population;<sup>1</sup>
- iii) Aboriginal language instruction where numbers warrant; and correspondence programs where numbers are not adequate for instruction;
- iv) the inclusion of Aboriginal studies in the core curricula;
- v) increased emphasis on Aboriginal content in relevant subject areas (eg. Social Studies and Economics);
- vi) the inclusion of Aboriginal studies, culture, etc., resource materials and information within all school libraries;
- vii) the provision for guaranteed Aboriginal participation on local school boards;
- viii) the provision for Aboriginal/community and parent/teacher groups;
- ix) the inclusion of special needs education programs, eg. English as a Second language, where necessary; and
- x) Aboriginal control of schools in locations where numbers warrant, to be organized with powers similar to those of existing separate school jurisdictions;

1. The SSTA, in its annual meeting recommended that more Native teachers be hired for Saskatchewan K-12 system. (Mid Nov/86)
2. Department of Education already allows this; but although courses are credited, they may not be substituted in the Division IV academic program.

#### 4.1.2 Community Colleges

During the next three years, the following steps in the community college system must be taken to allow Native people the opportunity to reach the present level enjoyed by non-Native people:

- i) the establishment of a Native community college with local access and control;
- ii) an increase of 175% in training spaces or 1715 additional and new seats; and
- iii) during the interim before the establishment of a Native community college, the Gabriel Dumont Institute be given the authority to deliver Adult Basic Education, literacy tutoring, lifeskills and community/cultural programs.

#### 4.1.3 Technical Institutes

For Native people to achieve equal representation with non-Native people in Saskatchewan technical institutes, the following steps must be taken within the next three years:

- a 384% increase in certified training or 675 additional and new training seats;
- program and administrative agreements with all provincial technical institutes to allow the Gabriel Dumont Institute to offer classes to Metis and Non-Status Indian students within each of the technical institutes;
- a master training agreement between the Gabriel Dumont Institute, Canada Employment and Immigration Commission and Saskatchewan Department of Advanced Education and Manpower, whereby the Institute receives a direct allocation for training on an escalating scale.

#### 4.1.4 Universities

During the next three years, the following measures are required in the area of university education:

- an 87% increase in university programming or 309 additional and new seats; and
- federation agreements with the two provincial universities.

The following table summarizes the short-term education and training needs of Native people in the K-12, community college, technical institute and university systems. When these needs have been met, Native people will have just "caught up" to the education and training standards of non-Native people.

TABLE 4

Short Term Education and Training Needs of Native People Including Approximate Costs

	# of Seats Required	% Increase	Approx. Costs (\$Millions)
K-12	3584	41	12.51
Comm. Coll.	1715	175	8.62
Tech. Inst.	675	384	6.83
University	309	87	3.14
TOTAL	<u>6283</u>	<u>n/a</u>	<u>315</u>

1. Approximate cost estimated at \$3500 per student.
2. Approximate cost estimated at \$5000 per student.
3. Approximate cost estimated at \$10,000 per student.
4. Approximate cost estimated at \$10,000 per student.
5. Figures do not include student training allowance.

#### 4.1.1.5 Student Financial Assistance Program

The present Saskatchewan and Canada Student Loan/Bursary/Special Incentives system does not meet the needs of Aboriginal people. The program has cultural and economic issues built into it which do not reflect the real conditions of Aboriginal people. The "Special Incentives" bursary is based on individual needs assessment, and therefore cannot meet the needs of aboriginal people collectively. In most cases, non-Native applicants for student financial assistance come from backgrounds capable of providing certain levels of support not available to the average Native student. Higher non-Native family incomes, better housing, adequate means of travel and social support are often not factors in a Native student's background. The endemic poverty cycles of the past still plague today's Native student and to borrow more money is anathema to most Native Students.

Therefore, a return to a bursary or training allowance system for Metis and Non-Status students is required, which would cover course costs and tuition, texts and supplies, and reasonable living allowances. The amount payable to the individual student should be determined by a formula which takes into consideration: 1) number of dependents, 2) childcare expenses, 3) distance from the training site, and other factors. It should be structured somewhat like the old NSIM training allowances, 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 Gabriel Dumont Institute.

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.

None of these initiatives would exclude the rights of aboriginal people to access "mainstream" student financial services.

#### 4.2 Long-Term Strategy (1988-1993)

The short-term training and education initiatives discussed thus far, will only provide Metis and Non-Status Indian people the opportunity to reach the education standards of non-Native people. A long-term strategy is therefore needed in the K-12, community college, technical institute and university systems to maintain the equal representation reached by the short-term measures.

##### 4.2.1 K-12

The development and establishment of an Aboriginal K-12 system is necessary when the short-term measures are not sufficient to systematically address the low retention rate of Aboriginal students, and when student numbers warrant such a system. The legal basis for an Aboriginal K-12 system would be provided under an amendment to Saskatchewan's Education Act.

An Aboriginal K-12 system will involve Aboriginal-controlled school boards and the same rights and powers as in the separate school system. The reform and short-term



measures to the mainstream K-12 system will be integral components of the Aboriginal system, but under Aboriginal control. The Aboriginal system will be locally-based and therefore locally-controlled. Where numbers warrant, regional high schools will be provided, and the provision of planning and co-ordination of services to local and regional schools will be done through a provincial/central function or agency. Funding for the Aboriginal K-12 system will likely be similar to existing separate school funding arrangements.

#### 4.2.2 Community College

The establishment of a Native community college, a short-term initiative, must be maintained and enhanced in the long-term. Adult Basic Education, literacy tutoring, lifeskills and community/cultural programs must be locally controlled and accessed by Native people through a Native community college.

#### 4.2.3 Technical Institute

At the present time, the Gabriel Dumont Institute provides some technical training through affiliation with existing technical institutes. This relationship must be strengthened, expanded and enhanced until a Native-controlled technical institute is achieved.

#### 4.2.4 University

In the past, and at present, the Gabriel Dumont Institute offers university educational programs to Metis and Non-Status Indian students through affiliation agreements with the University of Regina and the University of Saskatchewan. These programs have been, and are, in: teacher education, human resources (psychology, administration, etc.), Native Studies and Social Work.

The Institute seeks to enhance and expand this particular educational initiative through Federated College status with appropriate universities (provincial, national and international).

Two delivery methods would be involved: one, decentralized programs delivered by the Institute involving student support services and a co-operative environment; and two, the reservation of a percentage of seats for Aboriginal students in Canadian universities in academic areas such as: medicine, law, and engineering.

#### 4.3 Aboriginal Language and Cultural Enhancement

A major aspect of the Gabriel Dumont Institute's mandate is to provide the basis for enhancement of Aboriginal language and achieving healthy Aboriginal communities and culture. A major portion of the activities undertaken by the Institute, are geared to meeting this mandate including:

- contemporary and historical research including an archives;
- curriculum development;
- Native Studies research;
- Indigenous language development;
- library information centre; and
- cultural conferences, events, workshops and displays.

These activities need to be enhanced and expanded, until they can be effectively and widely utilized by the K-12, community college, technical institute, and university systems.

Additional resources need to be devoted to education and training, related to Aboriginal community development.

5.0 THE AMNSIS/DUMONT NETWORK:

The AMNSIS/Dumont Network has been formed to address the above needs. It is a coordinated approach to the development of several of the institutions of self-government related to education and training. The Gabriel Dumont Institute has experience in the design and delivery of training programs, often in affiliation with certified educational institutions, while AMNSIS has the mandate to pursue self-government for Metis and Non-Status Indian people.

The Dumont Institute has worked on a two-fold mandate to provide accredited and certified educational and training programs, or programs leading to accreditation and certification; and to provide the basis for the enhancement of Aboriginal language and culture. Accredited and certified programs which are being offered or have been offered include:

- Saskatchewan Urban Native Teacher Education Program (SUNTEP) in Regina, Saskatoon and Prince Albert;
- Native Studies Instructor Program in Saskatoon;
- Human Resources Development Program in Ile a la Crosse, Lloydminster, Meadow Lake, Archerwill, and Cumberland House;
- Recreation Technology Program in Regina;
- Science Skills Development Program in Buffalo Narrows;
- Early Childhood Development Program in Saskatoon and Buffalo Narrows;
- Agricultural Mechanics in Melfort;
- Business Administration in Fort Qu'Appelle; and
- Native Social Work in Ile-a-la-Crosse.
- Radio and Television Electronics in Esterhazy.

The second element of the Institute's mandate, the enhancement of Aboriginal languages and culture, is provided through the following activities:

- historical and contemporary research including Aboriginal archives;
  - curriculum development;
  - Native Studies research;
  - library resource centre;
  - cultural activities such as conferences, special events, displays;
  - development of a Cree language program.
- The Gabriel Dumont Institute has translated its mandate into three goals:

- i) to develop a new educational system;
  - ii) to renew and strengthen Aboriginal Languages and Culture; and
  - iii) to work toward achieving healthy Aboriginal communities.
- The mission of the AMNSIS/Dumont Network is to assist each Metis and Non-Status Indian person to acquire the knowledge, skills and self-confidence required to be successful in coping with, and contributing to, the society in which he or she lives.
- The experience and goals of the Gabriel Dumont Institute give it unique credentials enabling it to play a leadership role in assisting the AMNSIS/Dumont Network to achieve its mission.

This is a large and ambitious mission envisioning activities far beyond the normal mandate of an "educational" institution. The mission must be accomplished if the high costs to society listed earlier in this paper are to be changed.

In addition to averting the high costs mentioned there are a number of direct and indirect benefits which will arise from the achievement of the mission of the AMNSIS/Dumont mission.

6.0 CONCLUSION: BENEFITS OF COMPREHENSIVE EDUCATION AND TRAINING

SYSTEM:

The costs of the current undereducation of Native people are twofold, economic dollar losses and social human losses. Undereducation is a drain on the economic system. It also contributes to the non-development of human potential.

The achievement of the mandated goals of the Gabriel Dumont Institute will result in significant benefits to Native peoples in Saskatchewan, and to the Province as a whole. More specifically, these efforts will yield the following results.

1. higher levels of employment;
2. Improved quality of employment;
3. Greater self-sufficiency; less dependency on government transfer payments;
4. Increased tax revenues accruing to governments as native incomes rise;
5. Full participation in and contribution to society.

Indirect results will include a decrease in the social problems and disorders which result from poverty and alienation, including high rates of suicide, drug and alcohol abuse, many forms of violent behavior, and incarceration. Efforts towards equality in education must, therefore, be supported by Native and non-Native people, by the private sector, and by the public sector. Such efforts are of benefit to everyone.

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NOTE

There is a lot of information in this book. It is a good idea to read it carefully and to take notes on the important points. The book is divided into several sections, each of which deals with a different aspect of the subject.

The first section deals with the general principles of the subject. It is important to understand these principles before you can go on to the more detailed sections. The second section deals with the history of the subject. It is interesting to see how the subject has developed over time.

The third section deals with the current state of the subject. It is important to know what is going on in the field at the present time. The fourth section deals with the future of the subject. It is interesting to see what people are predicting for the future.

The fifth section deals with the practical applications of the subject. It is important to know how the subject can be used in the real world. The sixth section deals with the bibliography. It is important to have a good list of references for your research.

The seventh section deals with the index. It is important to be able to find the information you need quickly and easily. The eighth section deals with the appendix. It is important to have a good appendix for your research.

The ninth section deals with the conclusion. It is important to have a good conclusion for your research. The tenth section deals with the references. It is important to have a good list of references for your research.

The eleventh section deals with the bibliography. It is important to have a good bibliography for your research. The twelfth section deals with the index. It is important to be able to find the information you need quickly and easily.

The thirteenth section deals with the appendix. It is important to have a good appendix for your research. The fourteenth section deals with the conclusion. It is important to have a good conclusion for your research.

The fifteenth section deals with the references. It is important to have a good list of references for your research. The sixteenth section deals with the bibliography. It is important to have a good bibliography for your research.

The seventeenth section deals with the index. It is important to be able to find the information you need quickly and easily. The eighteenth section deals with the appendix. It is important to have a good appendix for your research.