

LEGISLATIVE ASSEMBLY OF THE
NORTHWEST TERRITORIES
9TH ASSEMBLY, 3RD SESSION

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Report
of the
Advisory Committee
on
Student Financial Aid

May 1980





PLEASE QUOTE
FILE.....

GOVERNMENT OF THE NORTHWEST TERRITORIES
CANADA

1980 05 30

THE HONORABLE TOM BUTTERS
MINISTER OF EDUCATION
GOVERNMENT OF THE NORTHWEST
TERRITORIES
YELLOWKNIFE, NORTHWEST TERRITORIES

Dear Mr. Minister:

We are pleased to submit to you the study report of the Advisory Committee
on Student Financial Aid.

Yours sincerely,

Brian W. Lewis, Chairman

Jim Blewett

Larry Elkin

Gordon Stangier

Jack Witty

TABLE OF CONTENTS

NOTE: A MANAGEMENT SUMMARY OF THIS REPORT IS AVAILABLE AS A SEPARATE DOCUMENT.

SECTION 1:	INTRODUCTION.	1
	Historical Note	1
	Terms of Reference.	1
	Legislative Assembly Motion	2
	Research Method	2
	Acknowledgements.	3
	Limitations of the Study.	3
SECTION 2:	PHILOSOPHIES AND POLICIES	5
	Summary of Philosophies and Policies.	6
	- Post-Secondary College and University Programs	6
	- Vocational and On-Job Training	8
	- Adult Basic Education.	10
	Conclusions	12
	Recommendations for N.W.T. Philosophy and Policy.	14
SECTION 3:	SURVEY OF LEVELS OF AID	18
	Summary of Levels of Aid	
	- Grants and Loans to College and University Students.	19
	- Allowances to College, Vocational, and Community Adult Education Students	21
	- Salaries and Allowances to Trainees and Apprentices.	22
	Conclusions	24
SECTION 4:	PROPOSED NEW LEVELS OF AID.	26
	Findings from Student Survey.	27
	Findings from Statistics Canada, Social Services and Other Sources	39
	Recommendations on Levels of Aid and Eligibility	
	- The Northwest Territories Student Aid Plan	45
	- In-Service Training and Development Plan	54
SECTION 5:	ADMINISTRATION OF STUDENT AID	56
	Present Administration of Aid	57
	Recommendation.	57

SECTION 6:	BIBLIOGRAPHY	65
SECTION 7:	APPENDIX	
	Descriptive Summaries of Financial Aid Programs.	67
- N.W.T.	Education.	69
	Economic Development	80
	Social Services.	86
	Local Government	89
	Personnel.	91
- FEDERAL	C.E.I.C.	95
	D.I.A.N.D.	101
	Northern Careers.	110
- PROVINCES	Alberta.	114
	Saskatchewan	127
	Yukon.	139
- GREENLAND.	142
- UNESCO RECOMMENDATIONS	144
- ORGANIZATION FOR ECONOMIC COOPERATION AND DEVELOPMENT STUDENT AID STUDY.	146

SECTION 1INTRODUCTIONHISTORICAL NOTE

In December 1979 a Submission on Allowances was presented to the Department of Education by the Students Association, Teacher Education Program, Fort Smith, drawing attention to what they considered an unsatisfactory system of allowances for students in Vocational and Higher Education. Prompted by this submission and other concerns on allowances, the Deputy Minister of Education submitted a memorandum to the Executive Committee recommending, among other things, that a study be undertaken on all aspects of student allowances. The Executive Committee accepted the recommendation, and the Commissioner appointed an advisory committee comprised of the Deputy Ministers of Education (Chairman), Economic Development and Tourism, Local Government, Social Services and the Director of Personnel to oversee the study. This advisory committee met on January 29, 1980, nominated a principal investigator and drafted the terms of reference for the study. These are defined as follows:

TERMS OF REFERENCE

1. Examine philosophies and principles on which student allowances are paid, present differences in philosophy and make recommendations on a Territorial philosophy.
2. Survey all northern Adult Education and Training Programs to determine the level of support that various categories of students receive, and legislation or agreements covering this support.
3. Through consultation with students and the Department of Social Services, establish levels of support that are in accord with the recommended philosophy.
4. Clarify overlapping jurisdictions and make recommendations on the administration of student aid at the Territorial level.

LEGISLATIVE ASSEMBLY MOTION

The Committee takes note that after this study had been initiated, the Legislative Assembly of the Northwest Territories debated the issue of financial aid to students and subsequently passed a motion that reads:

THAT THIS ASSEMBLY URGE THE ADMINISTRATION TO REVIEW THE STUDENT GRANTS AND BURSARIES PROGRAM FOR VOCATIONAL AND HIGHER EDUCATION IN THE NORTHWEST TERRITORIES AND REPORT BACK WHEN THEY HAVE FORMULATED SUITABLE RECOMMENDATIONS BUT NOT LATER THAN THE SUMMER SESSION.

The study sought to address all of the issues inherent in the motion, and in the debate surrounding the motion, and the study report seeks to provide the recommendations and decision-making data requested by Council.

RESEARCH METHOD

Data for the study was gathered as follows:

1. Personal interviews with the staffs of various Territorial Departments, three Federal Departments and three Provincial Departments providing student or trainee financial aid, and subsequent review of legislation and policy documents of each jurisdiction.
2. Questionnaires to all N.W.T. students and apprentices in southern Canada, in Vocational and Higher Education, Fort Smith, and in Community Adult Education Programs.
3. Meetings with students and program administrators in Fort Smith and Frobisher Bay.

4. Telephone interviews and correspondence with Superintendents of Education, Supervisors of Continuing Education and Community Adult Educators.
5. Meetings with representatives of the Dene Nation, Inuit Tapirisat of Canada, and the N.W.T. Native Women's Association.
6. Review of a number of documents and studies relevant to student aid (see bibliography).

ACKNOWLEDGEMENTS

The Study Committee is grateful to many individuals, organizations and governments for their contribution to the study. We wish to acknowledge with special gratitude the staffs of the Alberta, Saskatchewan and Yukon Departments responsible for student aid and the Department of Indian and Northern Affairs, Post-Secondary Assistance Program, Ottawa, for their generous sharing of their knowledge and experience.

The Committee Secretary and principal investigator was Norman Mair, Department of Education, Yellowknife.

LIMITATIONS OF THE STUDY

As is inevitable in an undertaking of this kind, an element of subjective judgement has been exercised in arriving at some conclusions and recommendations. However we have presented as complete a documentation of the data and findings as possible to permit review by decision makers who may perhaps find grounds for the support of other conclusions.

- Time has not permitted an exhaustive study of all issues or all programs. And to meet deadlines, conclusions and recommendations have been formulated without the benefit of submissions from native organizations, which were invited by the Study Committee.
- Because of the time factor, and the number of variables, it has not been possible to provide a cost analysis of the proposed new plan.
- More time is perhaps needed to study how the Canada Student Loan Plan could be better integrated with the Territorial Student Aid Plan. It is noted, too, that on 15 February, 1980, the Council of Ministers of Education and the Secretary of State commissioned a Federal-Provincial Task Force on Student Assistance with terms of reference similar to the Territorial Study.
- The possibility of providing part of the aid in the form of an N.W.T. loan was discussed but not studied in depth. The Committee recommends that this be considered following an appropriate trial period with the new plan proposed in this report.
- Aid to high school students, where a growing number say aid must begin if the disadvantaged are to be helped, is not addressed in this study. "The loss of earnings and the cost of maintaining a 16 to 18 year old may create a financial barrier for poor families every bit as daunting as the costs of higher education itself, so that one way of promoting equality of opportunity is by giving financial assistance to secondary school pupils."¹

1. Woodhall, Maureen. O.E.C.D. Review of Student Support Schemes (1978).

SECTION 2PHILOSOPHY AND POLICIESTERMS OF REFERENCE - 1

EXAMINE PHILOSOPHIES AND PRINCIPLES ON WHICH STUDENT ALLOWANCES ARE PAID, PRESENT DIFFERENCES IN PHILOSOPHY, AND MAKE RECOMMENDATIONS ON A TERRITORIAL PHILOSOPHY.

INTRODUCTION

This section presents a summary of the philosophies and policies on student aid of several Territorial and Federal Departments, of several provincial jurisdictions, and also touches briefly on trends in other countries.

Based in part on these findings, and in part on the unique characteristics and needs of the Northwest Territories, it then presents a recommendation on a proposed Philosophy and Policy Objectives on Student Aid for the Government of the Northwest Territories.

SUMMARY OF PHILOSOPHIES AND POLICIES

For purposes of relating this to the Northwest Territories the summary is given under three headings:

1. Post Secondary College and University Programs - which equates to our Grants and Bursaries program.
2. Vocational and On-Job Training - which equates to Vocational and Higher Education programs at Fort Smith and the in-service trainee and apprentice programs.
3. Adult Basic Education - which equates to our community adult education programs.

DETAILS

1. POST SECONDARY COLLEGE AND UNIVERSITY PROGRAMS

Most provinces, in their financial aid programs to students in post-secondary college and university studies, follow the general principles of the Canada Student Loan Plan, which state that:

- Government will supplement the resources of the student and his family where needed, and thus assist all qualified students in reaching their educational potential.
- The responsibility for the cost of post-secondary education to the individual student remains primarily with the parent and/or the student.

Thus aid to students attending college or university programs is to a large extent, based on need and is means tested.

There are a number of exceptions however. Where geographic barriers exist, and students must travel long distances and must live away from home, such as in Northern Saskatchewan, Yukon, and Greenland, travel costs and in some cases a basic away from home allowance, is provided to everyone without regard to means. For the Yukon in fact the entire aid package is available to all post-secondary students unconditionally, other than a two year residency requirement. This is similar to the Northwest Territories except that our residency requirements are more stringent.

In addition some provinces also provide unconditional grants as incentives to encourage persons to undertake studies leading to employment in shortage or priority occupations. Examples are the Alberta Vocational Teacher Development Grants and the Northern Alberta Development Bursaries, and in Saskatchewan, the Special Program Bursaries. Some of the grants do have the condition, however, of a work-back agreement in which students agree to work in certain northern locations for specified periods of time following graduation.

Aid to students undertaking post-graduate studies to the masters or doctorate levels, which most provinces provide to varying degrees, is not based on financial need but on academic achievement and on the recommendation of the institution concerned.

A key issue in the philosophy of means tested aid is the circumstances under which a student shall be considered financially independent, and parental or spouse's income, will not be a factor in assessing need or determining eligibility. Age, attachment to the labour force, marital status, and whether supporting dependents are the main considerations. Again most provinces are following the Canada Student

Loan guidelines but with slightly reduced requirements. And the universal trend is to lower the age for financial independence to nearer the age of majority, the age at which a person is considered legally an adult in the society to which he belongs.

With the Department of Indian and Northern Affairs programs, and similarly with Northern Careers program of the Public Service Commission, financial aid is provided more as an incentive to encourage Indian and Inuit people to acquire professional qualifications, and to help achieve proportionate representation of Indian and Inuit people in higher education and in all levels of employment. Financial need is only indirectly a factor. There is no means test.

2. VOCATIONAL AND ON-JOB TRAINING

The underlying principle in these programs is that aid may be provided wherever an employment related training need exists, and in most cases without regard to financial need. More emphasis is given to the belief that economic and social development, and human resource development, are interdependent; that there can't be one without the other. Financial aid is also based in part on the philosophy of proportionate representation in the labour force of all groups of people, such as male-female, native peoples, and socially or economically disadvantaged groups.

Examples of this kind of training in the Northwest Territories are the vocational programs at Fort Smith and the combined in-service and institutional based programs of Northern Careers and the Northwest Territories Personnel in-service trainee program.

Policies in this area are defined to provide financial aid for persons to undertake educational upgrading and skill development, in institutions or on-the-job, that will meet the two-fold objective of developing satisfying and productive careers, while meeting the manpower requirements of employers and the economy.

In institutional training, most provinces, and the Territories, provide financial aid to vocational students that closely parallel the levels of aid provided by Canada Employment and Immigration Commission. For on-job training a variety of formulas are used. The Government of the Northwest Territories Trainee Program is based on a straight percentage of step 1 of the salary of the position being trained for. Northern Careers bases theirs on a related salary range within the public service, plus years of experience and formal education. Saskatchewan uses a similar formula to Northern Careers but varies the range according to the number of dependents.

Touching briefly on Apprenticeship, there is no clearly defined philosophy in any of the jurisdictions studied regarding financial aid to apprentices attending institutional training. Yukon and Northwest Territories government apprentices continue on full salary; Alberta and Saskatchewan government apprentices do not. In the Northwest Territories approximately 60% of all apprentices, government and private sector, continue on salary while taking theory training, in Alberta the figure is approximately 20 to 25%. There does seem however, to be a general feeling that this is a matter of negotiation between employees and employers rather than for legislative action.

In a recent research study on Education and Working Canadians¹ support is given to the philosophy implicit in the International Labour Organization's recommendation #117, which states: "Employers not in a position to furnish their trainees with all the theoretical and practical knowledge required for a particular occupation, should, as

necessary, arrange for the deficiency to be made up in training institutions. --- Employees should be released for this purpose during working hours without loss of pay".

3. ADULT BASIC EDUCATION

(For purposes of this study Adult Basic Education refers to basic literacy education and education to improve the ability of adults to benefit from occupational training, and delivered primarily at the community level).

The under-educated adult is generally recognized as the "neglected species" in terms of clearly defined government philosophies, policies and financial support plans.

According to the report on Education and Working Canadians mentioned above, "Adult illiteracy in Canada is a serious social and economic problem which is being largely ignored by public authorities". Another researcher says - "On any scale of national or provincial priorities, adult illiteracy does not even appear on the list.² Territorial funding for adult literacy education, in relation to the total education budget, would seem to support these claims. The effect of adult literacy in enabling full participation of native northern people in all aspects of political, economic and social development may not be adequately recognized.

Adult education in the form of academic upgrading (Basic Training for Skill Development) that is designed to improve the employability of adults is classed the same as pre-employment training by all other jurisdictions contacted in this study for purposes of student aid. It is recognized as an 'employment related training need' and the philosophy is that students get the same allowances as any other

pre-employment student. In Alberta and Saskatchewan there is no time limit to this aid. The goal is direct employment, or entry into a skill program leading to employment, and they follow the principle that aid is available until the goal is reached.

An issue that is less clear is whether financial aid should be used as an incentive to encourage adults to participate in literacy development; i.e. aid that may not be based on financial need for training that may have no direct employment goal. In the Alberta Community Adult Outreach program for example the 'incentives' philosophy is being tried on the grounds that more literate adults in the home may influence the absenteeism and retention rate of in-school children, among other things. Some regions in the Territories follow the incentives principle, some do not. Needed is statement of philosophy and policy that will make clear government's stand on this and help ensure uniform guidelines for regions to follow.

The major provider of aid to adult basic education has been the federal Canada Employment and Immigration Commission through the Basic Training for Skill Development (B.T.S.D.), Basic Job Readiness Training (B.J.R.T.), and Work Adjustment Training (W.A.T.) programs.

However, the Commission is reducing its support to some of these programs, particularly in B.T.S.D., where much of the emphasis is on general education, which, it is felt, is not a federal responsibility. This now creates a greater need for the Territories to define its stand on financial aid to students in adult basic education, and also how it views literacy education in relation to its effect on Territorial development goals.

1. Report on the Commission of Inquiry on Educational Leave and Productivity. By R.J. Adams, Labour Canada, Ottawa, June, 1979.
2. Dickinson, Gary. "Adult Illiteracy in Canada and British Columbia". Pacific Association for Continuing Education Newsletter, Volume 9., November, 1979.

4. CONCLUSIONS

In formulating a philosophy and policy on financial aid to students and trainees the following must be considered:

- aid based on financial need
- aid based on employment related training need
- aid as an incentive
- aid to influence the supply of labour
- aid to ensure proportionate representation of various groups.

Philosophy and policies on financial aid should be seen in relation to the effects of an educated, literate, and occupationally competent adult population on economic, political, cultural and social development. Financial aid policies are needed that will, at least to some extent, align education with the development effort.

Policy on student aid should be influenced by goals and priorities of government for all aspects of development. Development requires people. Just as there are aids and incentives to development of natural resources, there needs to be aids and incentives to development of human resources. It may be that human resources development will prove to be the greater challenge and priority for government.

In the Commissioner's opening address to Council on the 1st February, 1980, he defined the three major challenges for the 80's as:

1. Political and Constitutional Development.
2. Native Land Claims.
3. Economic Development.

None of these can be achieved without a literate and occupationally competent adult population.

"The key to the effective application of technology for development is still, and always, educated, self-reliant, indigenous people."¹

In the north, when money is scarce, labour demand low, and unemployment high, the tendency has been to cut training funds including financial aid to students.

Looking at the philosophies of other industrial societies, the following statement best sums up their beliefs:

"One of the consistent aims of training and employment policy is to provide for urgent investments and educational tasks at a stage of the business cycle when total demand is low. Measures of this kind during a recession help to alleviate unemployment and also prevent the eventual upturn from leading to shortage of resources in the form of skilled labour and output capacity, which in turn would otherwise contribute to further rising costs and inflation."²

1. Miller, Dr. Paul, Speech to the U.N. Conference on Science and Technology, Vienna, August, 1979. Reported in "CONVERGENCE: The Institutional Journal of Adult Education. Volume XII, No. 4, 1979.
2. Swedish Labour Market Policy. Fact Sheets on Sweden, The Swedish Institute, May, 1979. Box 7434, Stockholm.

RECOMMENDATION ON PHILOSOPHY AND POLICYGOVERNMENT OF THE NORTHWEST TERRITORIES
PHILOSOPHY AND POLICY OBJECTIVES
CONCERNING STUDENT FINANCIAL AIDDEFINITION

In this statement of Philosophy and Policy, the term Adult Education means all educational and training processes, whether in community adult education centres, vocational institutes, colleges or universities, including apprenticeship, that are beyond compulsory schooling as defined in the education ordinance.

INTRODUCTION

The Government of the Northwest Territories recognizes:

- that adult education, from basic literacy to university studies, is crucial to economic, political, and cultural development and social progress;
- that adult education is a necessary component of the education system, and a permanent element of the social, cultural, and economic development policies of the Northwest Territories.

1. PHILOSOPHY

The philosophy of the Government of the Northwest Territories concerning financial aid to students may be stated as follows:

1.1 FINANCIAL NEED

- a) Every person with the ability and desire to pursue a program of education or training beyond the compulsory education level will have sufficient funds to meet the cost of such an undertaking.
- b) Government aid is intended to supplement and not replace the resources of the student.

1.2 INCENTIVES, AND LABOUR MARKET DEMAND

Financial aid may be provided as an incentive to encourage participation in particular studies or training when general development goals and employment policies would justify this.

1.3 GEOGRAPHICAL CONSIDERATIONS

Financial aid should be available to all students so that geographical inequalities do not become a barrier to post-compulsory education.

1.4 ACADEMIC ACHIEVEMENT

Financial aid may be provided in recognition of academic achievement to encourage advanced studies and research.

1.5 PROPORTIONATE REPRESENTATION

Financial aid may be provided to ensure proportionate representation of particular groups in all areas and at all levels of education and employment.

1.6 FREEDOM OF CHOICE

Students have the right to free choice of educational programs.

2. POLICY OBJECTIVES AND OPERATING PRINCIPLES

2.1 LEVELS OF AID AND NEEDS ASSESSMENT

- a) To provide levels of aid sufficient to permit students and dependents to maintain a standard of living adequate for good health and social well-being while studying.

Such levels of aid to be reviewed annually and adjusted as necessary to meet changes in living costs and educational costs.

- b) Financial need will be assessed on the basis of the resources of the student, his responsibilities, and the program chosen.

2.2 INCENTIVES: Labour Market Needs and Literacy Development

- a) To provide financial incentives beyond normal support levels as a means of encouraging students to participate in educational or training programs leading to employment in shortage or priority occupations. Such aid to be conditional on the student agreeing to work in the north for a period of time at least equal to the period of sponsorship.
- b) To provide financial aid as an incentive to older adults to participate in adult literacy development programs as a means of increasing their influence and participation in all aspects of development, and in their children's education and development.

2.3 GEOGRAPHICAL DISPARITIES

To provide financial aid to all students meeting northern residency requirements, regardless of means, to cover costs of transportation

and additional costs of having to live away from home while studying.

2.4 ACADEMIC ACHIEVEMENT, POST-GRADUATE STUDIES AND RESEARCH

In recognition of the extra financial demands on post-graduate students, and to encourage those capable of obtaining advanced degrees and professional licenses, or entering research, special scholarships may be provided in addition to other applicable aid.

2.5 G.N.W.T. STAFF AND EMPLOYMENT RELATED STUDIES

- a) Persons recruited to training positions by the Government of the Northwest Territories to undertake full-time institutional studies should be provided levels of support, in the form of grants or allowances, that are in accord with the policy of, "maintaining a standard of living adequate for good health and social well-being", and that are uniform for all students.

For purposes of this policy objective, full-time institutional studies is defined as requiring 50% or more of a student or trainee's time during any 12 month period.

- b) G.N.W.T. staff who, in order to improve their employment status, must leave their employment to undertake upgrading, retaining, or compulsory job related studies, should be released for this purpose without loss of pay.

2.6 PROPORTIONATE REPRESENTATION OF LONG TERM NORTHERN RESIDENTS

To ensure participation in post-compulsory education of long term northern residents from the various social, cultural, or income groups.

SECTION 3SURVEY OF VARIOUS LEVELS OF AIDTERMS OF REFERENCE - 2

SURVEY ALL NORTHERN ADULT EDUCATION AND TRAINING PROGRAMS TO DETERMINE THE LEVEL OF SUPPORT THAT VARIOUS CATEGORIES OF STUDENTS RECEIVE, AND LEGISLATION OR AGREEMENTS COVERING THIS SUPPORT. (SUBSEQUENTLY EXPANDED TO INCLUDE SEVERAL PROVINCIAL JURISDICTIONS.)

INTRODUCTION

This section provides, in condensed form, a comparison of all levels of student aid now being provided in the north and in several other jurisdictions. It is intended to highlight whatever differences exist and give support to a territorial philosophy and policy that will promote more equality in levels of aid. The data is grouped and presented in the following categories:

1. Grants and Loans to full-time college and university students.
2. Allowances to students in college, vocational, and community adult education programs.
3. Salaries or allowances paid to trainees and apprentices participating in combined on-job and institutionally based training.

Those wishing more complete data on any program will find this in the individual program summaries in the Appendix.

Recommendations related to this section are combined with the recommendations for the section that follows on "Proposed New Levels of Aid".

TABLE 1

COMPARATIVE AID LEVELS IN GRANTS AND LOANS
TO COLLEGE AND UNIVERSITY STUDENTS TO
UNDERGRADUATE LEVEL BASED ON 8-MONTH ACADEMIC YEAR

1979-80 RATES

	ALBERTA	D.I.A.N.D.	MANITOBA	N.W.T.	SASK.	SASK. NORTHERN DEPT.	YUKON
Canada Student Loan	\$1800	Variable Allowances Plan Based on Number Dependents. Dollar Value Range:	\$1800	\$1800	\$1800	Variable Allowances Plan Based on Number Dependents. Dollar Value Range:	\$1800
Provincial Loan	\$2500						
Provincial Grant	(See Notes Below)		\$1800	\$2700 (average)	\$1800		
Maximum Allowable	\$4300	\$3500 to \$5400 (approx.)	\$3600	\$2700 to \$5000 (approx.)	\$3600	\$3400 to \$4500 (approx.)	\$1800
Provincial Means Test	Yes	No	Yes	No	Yes	No (but being considered)	No
Special Grants and Bursaries for Priority Occupations & Post-Graduate Studies	Yes (SEE APPENDIX FOR DETAILS)	Yes	Yes	No	Yes	Yes	No

SPECIAL NOTES:

The allowance figures shown for D.I.A.N.D. and Northern Saskatchewan are for students living away from home and include living allowances, a special shelter allowance of up to \$750. in the case of D.I.A.N.D., and an estimated \$700. to \$800./year for tuition, books and supplies. This is necessary in order to compare fairly the Loan-Grants system with the allowances system.

Alberta:

1. First \$1800 is Canada Student Loan (C.S.L.)
2. The provincial government has a remission plan in which the province pays off a students' loan on graduation as follows:
 - 50% of loan in 1st year
 - 40% of loan in 2nd year
 - 25% of loan in any subsequent years.
3. Criteria for "Independence", single students
 - 3 year combination of post-secondary schooling and/or attachment to the labour force.

Manitoba:

1. First \$1800 is C.S.L. with maximum of \$800 repayable as deferred bursary.
2. Criteria for "Independence", single students:
 - 4 years post-secondary schooling, or
 - 2 years attachment to labour force.

N.W.T.

1. No first loan requirements.
2. N.W.T. also has a special allowance plan for students with dependents that pays rates equivalent to C.E.I.C. Thus it could be said the maximum under the N.W.T. plan for a student with 4 dependents for an 8-month academic year is approximately \$5,000.

Saskatchewan:

1. First \$1000 is C.S.L.
2. Criteria for "Independence", single students:
 - 4 years post-secondary schooling, or
 - 2 years attachment to labour force.

Dept. Northern Saskatchewan:

1. No first loan requirement.

Yukon:

1. No first loan requirement.
2. Criteria for "Independence", single students:
 - 19 years of age.

TABLE 2

COMPARATIVE AID LEVELS IN ALLOWANCES TO STUDENTS
IN VOCATIONAL AND COMMUNITY ADULT EDUCATION PROGRAMS

1979-80 RATES

	ALBERTA	C.E.I.C.	DIAND	N.W.T.	SASK.	YUKON
1. Living Allowances						
- Single, At Home	\$45.	\$20.	\$45.	\$25.	\$45.	\$20.
- Single, Away From Home	79.	60.	79.	70.	79.	70.
- One Dependent	90.	80.	90.	90.	90.	85.
- Two Dependents	100.	95.	97.	100.	97.	100.
- Three Dependents	110.	110.	103.	110.	103.	115.
- Four + Dependents	125.	125.	109.	125.	109.	130.
2. Two Residences	33.	45.	33.	45.	33.	45.
3. Tuition	100%	100%	100%	100%	100%	Students pay \$5/wk
4. Books and Supplies	Possible	—	Actual Costs	—	—	—
Child Care	Up to \$8/day per child	Up to \$10/week per child	Yes	Up to \$10/week per child	Up to \$10/week per child	Not Known
6. Transportation	Yes	Yes	Yes	Yes	Yes	Yes
7. Excess Freight	—	—	—	Yes	—	—
8. Clothing	—	—	Possib.	—	—	—
9. Tutorial Assistance	—	—	Possib.	—	—	—
10. Special Equipment /Clothing	Possible	—	Possib.	—	—	—
Special Services and Contingencies (e.g. Bereavement)	Yes	—	Yes	—	—	—
Needs Tested	Yes	No	No	No	No	No

Rates are per week unless otherwise shown.

Several rates are under review with increases being considered ranging from 12% to 34%.

An exception to the above rates is that paid to N.W.T. Arctic Airports trainees, which is \$250./week flat rate to all students.

COMPARATIVE SALARY OR ALLOWANCE LEVELS TO
 TRAINEES AND APPRENTICES PARTICIPATING
 IN COMBINED ON-JOB AND INSTITUTIONALLY
 BASED TRAINING

1979-80 RATES

1. NORTHWEST TERRITORIES

1.1 Trainee Program (Personnel)

Salary based on percentage of Step 1 of salary scale of
 position being trained for as follows:

<u>Duration of Training</u>	<u>Year 1</u>	<u>Year 2</u>	<u>Year 3</u>	<u>Year 4</u>	<u>Year 5</u>
2 years	80%	90%			
3 years	70%	80%	90%		
4 years	60%	70%	80%	90%	

Average Trainee Salary 1979-80 \$17,000/year.

1.2 G.N.W.T. Apprentices

<u>Duration of Training</u>	<u>Year 1</u>	<u>Year 2</u>	<u>Year 3</u>	<u>Year 4</u>
1 year	70%			
2 years	65%	80%		
3 years	60%	70%	80%	
4 years	55%	65%	75%	85%

Salary range for an apprentice on a 4-year apprenticeship leading
 to step 1 of pay range 23 (April 1, 1980 \$27,109).

<u>Year 1</u>	<u>Year 2</u>	<u>Year 3</u>	<u>Year 4</u>
\$14,900	16,265	20,328	23,042

FEDERAL2.1 Northern Careers

Nine pay levels from a low of \$8246./year to a high of \$20,240/year, based on combinations of education and experience.

Examples:

Pay Level 1	\$8246	Education Experience	8th Grade 3 years	to	11th Grade 1 year
Pay Level 4	\$12078-\$12933	Education Experience	8th Grade 5 years	to	1 yr. Univ. 1 year
Pay Level 9	\$19072-\$20240	Education Experience	12th Grade 7 years	to	4 yr. Degree 3 years

2.2 D.I.A.N.D. Northern Program

Based on a percentage of Step 1 of salary scale of position being trained for:

- New entry worker, no previous experience, starting rate 60%.
- Worker with previous experience, starting rate 70%.

DEPARTMENT OF NORTHERN SASKATCHEWAN2.1 Options North Program

Eleven different allowance entitlements based on number of dependents and years of experience. (The program is more institutional than on-job oriented.)

Examples:	0	<u>YEARS IN WORK FORCE</u>					
		1	2	3	4	5	
Single	\$5604.	—	—	to	—	—	\$7764.
Married + 1 child Spouse Working	\$6432.	—	—	to	—	—	\$8772.
Married, 1 child Spouse Not Working	\$10812.	—	—	to	—	—	\$14712.
Married, 3 children Spouse Working	\$7356.	—	—	to	—	—	\$10056.
Married, 3 children Spouse Not Working	\$13860	—	—	to	—	—	\$18960.

3.2 Northern Teacher Education Program

An employed Classroom Assistant who enters the program remains on salary for the duration of training. Present salary approximately \$13,000 - \$14,000/year.

New Entry Teacher Trainees go on the payroll of the local school board and are paid a training salary as follows:

1st Year	\$710/month	\$8,520/year
2nd Year	750/month	9,000/year
3rd Year	790/month	9,480/year
4th Year	840/month	10,080/year.

CONCLUSIONS

Grants And Loans To College And University Students

1. There is a considerable variation in levels of support across the country. The N.W.T. aid is about average, and has the advantage of being entirely in the form of a non-repayable grant.

2. All jurisdictions other than the two territories have quite liberal aid plans available to persons entering post-graduate studies or studies leading to employment in priority occupations. This alternative needs to be considered carefully by the Northwest Territories.

Trainee and Apprentice Salaries and Allowances

Again there is considerable variation in levels of support. The Government of the N.W.T. rates are very competitive and the method of calculating seems very simple and easy to administer. The Northern Careers and Saskatchewan's Options North schemes have a much greater spread in salary levels, and seem to have the advantage of allowing persons of a much greater range of education and experience to enter training. There are more problems in administration however because of the element of interpretation.

Allowances to Vocational and Community Adult Education Students

Levels of aid are remarkably similar, most jurisdictions having kept near parity with C.E.I.C. rates. This is beginning to change as provinces and territories recognize that their priorities and policies are not always the same as the federal government's.

General Comments

There is a spread from 300 to 500% between G.N.W.T. allowance rates and trainee salary rates. Thus recruiting trainees for sponsorship to full time institutional training creates an enormous disparity in levels of aid to students.

PROPOSED NEW LEVELS OF AIDTERMS OF REFERENCE - 3

THROUGH CONSULTATION WITH STUDENTS AND THE DEPARTMENT OF SOCIAL SERVICES, ESTABLISH LEVELS OF SUPPORT THAT ARE IN ACCORD WITH THE RECOMMENDED PHILOSOPHY. (SUBSEQUENTLY EXPANDED TO INCLUDE STATISTICS CANADA PLAN.)

INTRODUCTION

This section presents findings from a number of sources on actual costs incurred by students while attending educational programs. It draws comparisons between costs incurred and levels of aid provided to identify differences. It includes data on minimum food costs for various localities, and poverty line figures across Canada for rural and urban centers.

Based on these data, conclusions are then drawn on the degree to which present Northwest Territories rates are meeting students' needs, and then proposes new rates where necessary so that levels of support will be in accord with the recommended philosophy.

5.1 FINDINGS FROM STUDENT SURVEY1) South of 60 Grants and Bursaries, Canada Student Loan, and Apprentices

1. Number of questionnaires - 357
 Number of responses - 224 or 63%

2. Age and Sex Groupings:

Under 19 Years	19-20 Years	21 Years and Over
20%	40%	40%

Male: 51%

Female: 49%

3. 1979-80 Number of Starts:

Indian	Metis	Inuit	Other	Total
10	6	7	295	317

4. A total of 6 students or 2% received additional aid for support of dependents.

5. Do you feel that the present amount of financial aid is fair and reasonable?

	Agree	Partly Agree	Not Sure	Partly Disagree	Disagree
Number:	74	67	7	39	40
%:	33%	30%	3%	17%	18%

6. Should the amount of Government aid depend on the ability of students and/or parents to contribute to the costs?

	Agree	Partly Agree	Not Sure	Partly Disagree	Disagree
Number:	26	47	31	31	82
%:	12%	21%	14%	14%	37%

7. Would you be enrolled in your present program if there was no financial aid provided?

	Yes	No	Probably
Number:	52	87	80
%:	23%	39%	36%

8. Living Expenses

Single Students

It is interesting to note that in answer to the question: "What are your total living expenses in the south", many students tended to be conservative listing only their direct room and board, or rent and food costs, even though encouraged to list all costs. Single students attending programs in Alberta showed an average of \$288./month and those attending programs in Ontario showed an average of \$330./month.

The University of Calgary in its information to students quotes room and board costs alone for single accommodation at \$2,394. for the academic year, - or \$300./month.

And the Alberta Student Finance Board, which conducts studies each year to set student budgets for Alberta, established the figure of \$375./month for normal living expenses for single students away from home during 1979-80.

Based on student responses, and data from other sources such as the Alberta Student Finance Board, it may be concluded that present levels of support provided by the N.W.T. Grant covers, on the average, somewhere between 65% and 80% of a single student's living expenses.

Students with Dependents

While numbers are small, students with dependents showed living expenses as follows:

Student with one dependent	- average \$510/month
Student with two dependents	- average \$635/month
Student with three dependents	- average \$843/month

Alberta Student Finance Board Budgets for living expenses are:

Student with one dependent	- \$660/month
Student with two dependents	- \$760/month
Student with three dependents	- \$860/month

(continues upwards at \$100/month for each child,
plus actual costs of babysitting.)

Present N.W.T. rates for students with dependents are:

Student with one dependent - \$360/month
 Student with two dependents - \$400/month
 Student with three dependents - \$440/month
 Student with four or more dependents - \$500/month

From this data it may be concluded that Government of the Northwest Territories financial aid covers, on the average, between 55% and 70% of the actual living expenses of students with dependents.

2) Vocational and Higher Education, Fort Smith and Frobisher Bay

1. Number of questionnaires - 137
 Number of responses - 96 or 70%

2. Age and Sex Groupings:

Under 19 Years	19-21 Years	22-25 Years	26-30 Years	Over 30 Years
5%	33%	31%	15%	9%

Male: 53%

Female: 47%

3.

Single	Married	Other
67%	25%	8%

4.

No Dependents	One Dependent	Two Dependents	Three Dependents	Four or More Dependents
66%	15%	8%	10%	1%

5. Supporting two residences: 21%

6. Type of financial aid:

Allowances	Unemployment Insurance	Apprentice or Trainee Salary	Grant	No Aid
57%	18%	24%	1%	4%

7. Do you feel the amount of financial aid being provided is fair and reasonable:

Agree	Partly Agree	Not Sure	Partly Disagree	Disagree
10%	11%	16%	8%	64%

8. Should the amount of Government aid depend on the ability of students and/or their parents to contribute to the costs?

Agree	Partly Agree	Not Sure	Partly Disagree	Disagree
8%	14%	18%	8%	60%

9. Should there be tuition fees for programs offered at Fort Smith and other northern centres?

Yes	No	Probably
24%	66%	10%

10. Would you still attend this program if there was no financial aid provided?

Yes	No	Probably
26%	57%	17%

11. Living Expenses

As with the south of 60 group, the Vocational and Higher Education single status students for the most part listed only room and board costs to the question on expenditures. Students with dependents however tended to give more detailed information on this question. Subsequent meetings with students at Fort Smith and Frobisher Bay also helped give a better indication of actual costs.

Single Students

Fort Smith	Room and Board.	\$140./month
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Estimate for all other expenses, including clothing, toiletries, personal items, local transportation, telephone, recreation, entertainment and incidentals, extra expenses during breaks such as Christmas (based in part also on Alberta figures)

\$160./month

TOTAL: \$300./month

Frobisher Bay	Room and Board.	\$140./month
---------------	-----------------	--------------

All other expenses per above.	<u>\$210./month</u>
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TOTAL: \$350./month

NOTE: These living costs quoted for a single student without dependents are low due to the subsidized room and board if living in residence.

Single students living in unsubsidized rented accommodation and having to purchase their own food would incur expenses approximately double those quoted if they were to live beyond the poverty line.

Students with Dependents: Fort Smith

Rent:	\$80-100/month
Food:	
(Social Assistance Rates)	
One dependent	\$167/month
Two dependents	\$239/month
Three dependents	\$302/month
Four dependents	\$360/month

All other expenses plus day care: \$250-400/month based on number of dependents.

Students with Dependents: Frobisher Bay

Rent:	\$25./month (heavily subsidized)
Food:	
(Average of Social Assistance rates and Student estimates of actual expenses)	
One dependent	\$280/month
Two dependents	\$355/month
Three dependents	\$420/month
Four dependents	\$500/month

All other expenses plus day care: \$300-450/month based on number of dependents.

From these figures it may be concluded that levels of support for single students with no dependents, while low, are not unduly out of line as long as they live in residence. Support for students with dependents however appears far short of minimum requirements. This is also supported by poverty line figures for Canada identified by three sources:

- a) Statistics Canada Low Income Averages;
- b) Canadian Council on Social Development Poverty Lines;
- c) Senate Committee Poverty Line Figures (see page 42).

Students living in residences or rented units and paying for their own food are at a disadvantage financially. A student with three dependents for example will pay \$100/month rent and over \$300/month food costs. They do not get the benefit of subsidized food costs as does a student living in room and board circumstances.

3) Community Adult Education

1. Number of Questionnaires - no precise count
Number of Responses - 144

2. Age and Sex Groupings:

Under 19 Years	19-21 Years	22-25 Years	26-30 Years	Over 30 Years
20%	27%	20%	14%	19%

Female: 65%

Male: 35%

3. Reasons for taking the course:

Literacy Development	Preparation For Employment	Personal Interest
20%	62%	18%

4. Sponsor:

Education	CEIC	U.I.	Economic Development	Social Services	None
21%	46%	10%	7%	2%	14%

5. Do you feel the amount of financial aid provided was fair and reasonable?

Agree	Partly Agree	Not Sure	Partly Disagree	Disagree
27%	15%	22%	9%	28%

6. Should the amount of Government aid depend on the ability of students and/or their parents to contribute to the costs?

Agree	Partly Agree	Not Sure	Partly Disagree	Disagree
42%	10%	25%	5%	18%

7. Would you have attended this course if there had been no financial assistance provided?

Yes	No	Probably
47%	22%	31%

For Community Adult Education, comments of students in relation to 5, 6, and 7 above, plus the high percentage who answered "not sure", suggest uncertainty in the minds of many students on the meaning of the questions. This must be taken into account in interpreting responses. Likewise in response to the question on expenses during training, results were inconclusive. The majority either did not attempt to provide any data, or did not give enough data to use for setting levels of support needed.

SUMMARY OF STUDENT COMMENTS AND CONCERNS
IN ORDER OF FREQUENCY OF MENTION

1. The most frequent mention was the effects of inflation on living costs and the resulting decreasing value of the present allowances and grants. Most suggest that levels of aid should be reviewed annually and adjusted to keep pace with the living costs.
2. Students attending programs north of 60° were very strong in expressing their disagreement with present levels of aid, while students attending programs in the south showed a higher percentage agreeing that present aid was fair. Some point out that they are already contributing to their education costs to an increasing level. (This is particularly true of those who, by choice or otherwise, must live in rented accommodation and purchase their own food.)
3. Many students voiced strong objection to any plan that would use parents income in assessing an adult students' financial needs.

Native students particularly expressed concern on this issue, suggesting that it was contrary to their culture. Implied in many response comments was that government aid should seek to increase, not decrease, the financial independence of adult students.

Some sample comments:

- "Some parents just don't recognize the value of higher education and wouldn't support their kids".
- "Many parents won't contribute even if they have the money and regardless of what government thinks".

- "When parents have other kids to take care of they are not going to take care of 19 year old adults".
 - "In native cultures it is unlikely that parents would consider it their obligation to contribute".
 - "Parental means tests should apply only to funds given above minimum needs".
4. Geographic disparity with southern students was high on the list of concerns. Northern students must travel south for most college and all university training. Thus it is suggested government aid must at least cover transportation costs, and offset the "free" room and board that most southern students enjoy by living at home.
5. "More portability is needed in the aid plan to help those who, for valid reasons, must move".
6. "A generous policy towards aid for higher education will encourage many individuals to take the plunge. More northerners will be trained, return to the north, and end the problem of qualified transients getting the good permanent jobs, while unqualified residents must be satisfied with the temporary, lesser skill-level positions".
- "More help is needed for books and supplies". (Several say, because of the nature of their program, they must spend more than twice what the allowance is.)
- Several students suggested aid to post-graduate level was equally if not more important and offered to the Government the potential for greater return on investment.

9. A good number said more should be done to encourage or secure commitments from students to work in the north following graduation as some form of return for the aid provided.

10. GENERAL COMMENTS

Students in long term programs in the north, such as the Teacher Education Program, face some unique problems re financial support. Some T.E.P. students for example are recruited from Classroom Assistant positions where they are in staff positions earning a salary. (Three of the group presently in the 1st Year at Frobisher are in this category). On enrolling in the Teacher Education Program they must give up their position and go on training allowances. This means a reduction in income from \$15,000 - 18,000/year to \$3,000 - 5,000 per year. For some, Classroom Assistants income had placed them in the position as major wage earner for the family (parents and sister/brother). At the time of enrolling in the program they are not fully aware of the effects of the loss of income. But gradually the pressure mounts and family begin to wonder about the wisdom of the decision to take the Teacher Education Program. This income foregone amounts to a major contribution to their own education, and also in some cases results in serious financial hardships.

There is another disparity T.E.P. students face. Their program runs for close to 10 months, in the two months break, many return to their families in small communities and have little or no opportunity to earn a summer income as most university students do. This disparity can amount to several thousand dollars in some cases.

STATISTICS CANADA DATA

This summary provides data on:

1. Tuition and living accommodation.
Cost for Full-time Students at
Canadian Universities - 1976-1980.
2. The Consumer Price Index for Canada for the
Period January 1974 to December 1980.
3. Poverty Line Comparisons in Canada for the Year
1978. (Using the Statistics Canada Formula these
figures would have to be increased by about 20%
to arrive at 1980 levels.)

These data provide a further substantiation of living costs and, when considered along with the data from all other sources, give a rationale for the new levels of support that are proposed later in this section.

TABLE 3

TUITION AND LIVING ACCOMMODATION COSTS FOR
FULL-TIME STUDENTS AT CANADIAN UNIVERSITIES, 1976-1980

Figures shown are totals for one university year of 8 months duration.

		1976-77	1979-80	Increase Room and Board
O N T A R I O	Room	780	950	16%
	Room and Board	1550	1800	
	Married Student Rooms Only	1600	1850	
	Tuition	600	720	
M A N I T O B A	Room	450	750	45%
	Room and Board	1100	1600	
	Married Student Rooms Only	750	---	
	Tuition	425	570	
S A S K	Room	600	750	35%
	Room and Board	1300	1750	
	Married Student Rooms Only	---	1800	
	Tuition	520	655	
A L B E R T A	Room	---	850	26%
	Room and Board	1550	1950	
	Married Student Room Only	1400	1850	
	Tuition	500	550	
		OVERALL AVERAGE:		30%

1. These figures are based on Statistics Canada publication, "TUITION AND LIVING ACCOMMODATION COSTS AT CANADIAN UNIVERSITIES" Catalogue 81-219, Annual.
2. For simplicity, figures have been averaged and may vary \pm 10% from figures shown depending on whether single or double occupancy, and whether furnished or unfurnished.
3. The tuition quoted is an average of the faculties of Art, Education, and Science.

COST OF EDUCATION EXAMPLE

The University of Calgary in its Handbook for Adult Students 1979-80 advises a first year undergraduate student living in a university residence to allow approximately \$3,232. for expenses during the eight month academic year. These costs are broken down as follows:

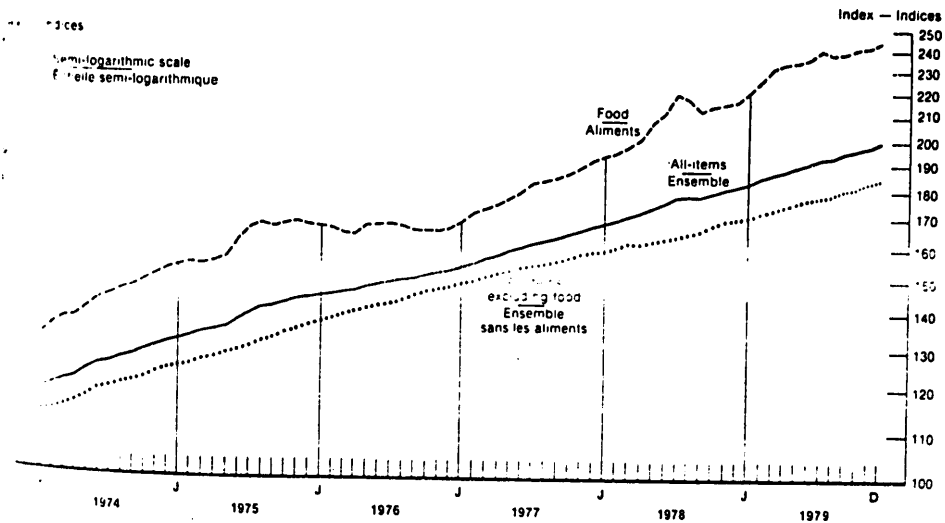
Tuition and general fees	\$ 612.
Books and supplies	\$ 250.
Board and Room	\$1745.
Local Transportation	\$ 225.
Clothing, Laundry and miscellaneous	<u>\$ 400.</u>
	<u>\$3232.</u>

(It is noted that room and board at University of Calgary may go as high as \$2394. as quoted in an information sheet to students issued by the Assistant Manager, University Housing, dated August 28, 1979.)

The Consumer Price Index for Canada (1971=100)

Indices des prix à la consommation pour le Canada (1971=100)

Seasonally adjusted — Non désaisonnalisés



A significant factor from the C.P.I., apart from the rapid general increase in the cost of living, is that food prices have increased by almost 50% more than other items over the past few years. This is particularly a concern to students who must live in rental accommodation and purchase their own food.

Also, while grants have not increased in the past four years the cost of living has risen by over 50%, seriously eroding the value of the aid being provided.

TABLE 4 POVERTY LINES IN CANADA, 1978
STATISTICS CANADA REVISED LOW-INCOME AVERAGES FOR CANADA

Family Size	<u>Size of Area of Residence</u>				
	500,000 or more	100,000 -499,999	30,000 -99,999	Small Urban	Rural (Farm and Non-Farm)
1	4,846	4,535	4,405	4,052	3,522
2	7,023	6,577	6,386	5,873	5,110
3	8,961	8,393	8,146	7,497	6,518
4	10,658	9,980	9,688	8,914	7,750
5	11,914	11,154	10,830	9,967	8,667
6	13,079	12,246	11,891	10,939	9,511
7 or more	14,342	13,424	13,036	11,992	10,428

Canadian Council on
Social Development
Poverty Lines*

Family Size	Amount
1	4,940
2	8,222
3	9,869
4	11,516
5	13,163

Senate Committee
Poverty Lines*

Family Size	Amount
1	5,533
2	9,209
3	11,053
4	12,898
5	14,743

*Estimated on the basis of the first quarter of 1978.

Using the Canadian Council on Social Development 1978 Poverty Lines, because they are the average, we may draw the following comparison between Northwest Territories student aid and poverty lines:

Living Allowances		Canada Council on Social Development Poverty Lines (1978)	
		Family Size	
Single Student	\$70./week	1	\$95./week
One Dependent	\$90./week	2	\$158./week
Two Dependents	\$100./week	3	\$190./week
Three Dependents	\$110./week	4	\$220./week
Four Dependents	\$125./week	5	\$253./week

On the plus side the indirect aid to students attending programs in the north, through subsidized accommodation, must be weighed in favour of the allowances.

On the minus side, the Canadian Council rates are now two years old, also they are national averages and the higher cost of living in the north would result in higher poverty line figures here.

CONCLUSIONS

Most of the conclusions for this section are defined in the text of each sub-section. A few other and more general conclusions are:

A disparity exists between the levels of aid provided to students with and without dependents. Measured against living costs and poverty lines, students with dependents are at a financial disadvantage ranging from 10 to 25% when compared to their colleagues with no dependents.

2. Inflation has reduced the relative purchasing power of the grant by 30%, to 50% since 1976, the date of the last increase in the grant.

3. Education costs to the student are about the same whether in Fort Smith or in the south, (Frobisher Bay is higher). This is because the highly subsidized room and board and accommodation rents in the north, almost exactly offsets the higher cost of living here.

SECTION 4:PROPOSED NEW LEVELS OF AID

(NOTE: See Section 6 for recommendation to consolidate the administration of all financial aid within two broad categories or program areas:

1. A Northwest Territories Student Aid Program;
 2. An In-Service Training and Development Program.)
-

THE NORTHWEST TERRITORIES STUDENT AID PROGRAMINTRODUCTION

Recommended is one standard financial aid program applicable to all students, whether attending programs in the north or south, with variations in levels of aid where necessary to compensate for different living costs. Levels of aid to be based on need and the needs assessment to be done using a simplified version of the Canada Student Loan application. Standard allowable budget figures to be set each year by the Student Financial Aid Board. It is further recommended that this financial needs assessment be introduced for programs beginning in the 1980-81 school year.

Financial need to be assessed on the basis of the resources of the student, his responsibilities, and the program chosen. Parental income will not be considered in this assessment.

Initially it may be desirable to apply the needs assessment only to students attending southern based programs. Following some experience a decision could then be made on whether to extend the needs assessment to include northern programs. Also, in recognition of the proposed philosophy of Proportionate Representation, it could be ruled that the needs assessment will not apply to students of native ancestry.

Table 5 gives a comparison of current allowance rates; actual student expenses based on questionnaire responses and personal interviews; Alberta Student Finance Board established student budgets for 1979-80 to cover normal living expenses during a students' course of studies; and the Canadian Council on Social Development poverty line figures for 1978.

The table highlights the disparity between allowances and expenditures of students with dependents, and appears to support one of the major concerns expressed by students. Current allowances would appear to cover little more than half of the normal requirements of a student with two, three or four dependents. In the absence of substantial support from elsewhere such students could well be living in hardship.

Of particular significance is how close the estimated living expenses of the various student groups are, and also how close these correspond to the budget figures established by the Alberta Student Finance Board.

The table also shows that the amount of indirect aid through subsidized room and board and low rents to students in the north almost exactly balances the increased cost of living in the north. The living expenses of a student in the north are almost identical to those of a student living in the south, (except for Frobisher where living costs are shown to be about 15 to 20% higher). This suggests that as long as the subsidized accommodation and board rates are maintained in the north, the same allowance rates can be provided to both north and south of 60' students.

TABLE 5

RELATIONSHIP OF LIVING ALLOWANCES TO STUDENT EXPENSES AND LIVING COSTS,
AND PROPOSED NEW LEVELS OF AID

	Current Allowance Rates	ACTUAL STUDENT EXPENSES OR BUDGETS 1979-80				Social Development Poverty Lines 1978	Proposed Allowable Budgets* 1980-81
		South of 60°	Fort Smith	Frobisher Bay	Alberta Finance Board		
Single Student Living At Home	\$25.	\$__	\$40.	\$53.	\$54.	\$__	\$60.
Single Student Living Away From Home	N.W.T.	70.	—	75.	88.	—	\$105.
	South of 60	56.	77.	—	—	94.	\$105.
Student With One Dependent	90.	128.	120.	150.	138.	158.	\$188.
Student With Two Dependents	100.	160.	160.	182.	190.	190.	\$228.
Student With Three Dependents	110.	210.	190.	210.	215.	220.	\$264.
Student With Four Dependents	125.	—	200.	244.	240.	253.	\$305.
If Maintaining Two Residences	45.	—	—	—	—	—	\$ 55.

For ease of comparison all figures have been converted to rounded weekly dollar values.

NOTES ON TABLE 5

- *NOTE 1: The basic principle is that aid be based on need. This requires a needs assessment that is based on some form of budget calculation. Hence the use of the term "Allowable Budgets" in place of "Allowance Rates".
- *NOTE 2: The "Allowable Budget" figure is intended to cover normal living expenses, including accommodation, food, clothing, personal needs, laundry, local transportation, telephone, recreation and all incidentals.
- *NOTE 3: The figures proposed for 1980-81 are based on the Canadian Council on Social Development 1978 Poverty Lines, plus 20% to cover cost of living increase in the two and a half years since the Council's figures were established.
- *NOTE 4: The allowable budgets shown are for South Mackenzie communities and south of 60°. Percentage increases are proposed for other communities following the percentages used by the Department of Social Services in setting its food allowances.
- *NOTE 5: Allowable budgets are maximums and only students who can properly claim no resources of their own, or can show no employment income for at least six months prior to start of studies may expect to receive these maximums.

Proposed New Levels of Aid (Continued)

- 1.
- Living Allowances
- See Table 5, Page 47.

	<u>Present Level</u>	<u>Proposed New Level</u>
2. <u>Maintaining Two Residences</u>	\$45./week	\$55./week
<p>Affects mainly apprentices and some trainees who must maintain a home elsewhere while attending a training centre. The \$45./week is satisfactory for those who get the advantage of subsidized room and board at Fort Smith. For those who must go south the rate may not be adequate.</p>		
3. <u>Tuition</u>	100%	100%
3. <u>Books and Supplies</u>	\$150./year	Actual Costs up to \$250/yr.
<p>Present method of distribution favours university students, where tuition costs tend to be high and books and supplies low. In college and technical institute programs, tuition costs tend to be low and books and supplies high (for some programs).</p>		

5. Child Care Supplement

Where economic rates must be paid the \$10/week may not be adequate. In Alberta, rates of \$15 to \$30 per week and in Frobisher \$45/week are quoted by students.

Present Level

Actual costs up to \$10./child/week.

Proposed New Level

Actual costs up to \$30./child/five day week.

6. Transportation

Present policy and levels of support are satisfactory, no change proposed.

7. Excess Freight

Presently applies only to students at Fort Smith and Frobisher Bay. Students with dependents in long term programs who must bring bedding, clothing, some kitchenware, and other personal items needed to set up home, feel these allowances are inadequate.

Single Student: 40 lbs.
Married or dependents:
Head of House: 100 lbs.
1st Dependent: 100 lbs.
Each Additional Dependent: 50 lbs.

No Change Proposed

8. Clothing Allowance

Is included in calculating the main living allowance. No separate allowance proposed.

9. Special Tutorial Assistance

Upon the recommendation of a students Dean or Department Head, the cost of tutorial assistance to overcome special areas of academic weakness may be paid.

10. Special Equipment and/or Clothing

Interest Free. Loans may be available for certain items such as safety or survival gear, or special instruments, when certified as necessary by the institution.

11. Special Services or Contingencies

Aid may be provided in special circumstances such as travel due to death of immediate family member.

12. Commercial Pilot Training

Recommended that the same allowances be provided to this group as to all other students or trainees, except that eligibility criteria of private pilots licence and ninety logged flying hours remain.

Basic Aid to Compensate for Geographic Disparity

It is recommended that to eliminate geographic disparity the following aid be provided to all students who must leave home to study, who meet the minimum residency requirements, and without a financial needs assessment:

- the transportation allowance per existing policies and regulations.
- the cost of tuition and books, in keeping with the Territorial philosophy of universal free education.

The Special Aid Program

Recommended that a Special Aid Program be initiated that will provide an incentive, in addition to regular allowances, and not needs tested. Recipients of this aid to be required to enter into a work-back agreement on a one for one basis. Examples of where this special aid may apply:

1. Priority Occupations Incentive Grant

Awarded to persons prepared to enter programs leading to employment in priority or shortage occupations, and to encourage proportionate representation of particular groups in training and education. Such occupations to be identified by the Interdepartmental Committee on the Employment of Northern Residents.

2. Post-Graduate Studies Grant

Awarded on the basis of academic achievement, and on the recommendation of the university, to encourage those capable of obtaining advanced degrees or entering research. Applications for this award to be approved by the Student Financial Aid Board.

3. Native Language/Second Language Development Grant

Awarded to students to encourage studies in their own language and to persons wishing to learn a second language. Applications to be approved by a special committee on languages.

4. Other Special Aid Programs to be added as the need arises. This program would replace the present Bursaries Program.

ELIGIBILITY CRITERIA1. PROGRAMS IN THE NORTHWEST TERRITORIES

Recommended that sections 33 and 34 of Regulations respecting Education Ordinance be combined and changed to read:

33. Every resident of the Territories who
- (a) is not less than seventeen years of age;
 - (b) is registered or is eligible to be registered in a life skills, occupational, technical, vocational or academic program
- is eligible to receive financial aid in accordance with the Northwest Territories Student Financial Aid Plan.

For purposes of this regulation a Resident means a Resident as defined in the Northwest Territories Ordinance.

Sections 33 and 34 now read as follows:

33. Every resident of the Territories who
- (a) is not less than eighteen years of age;
 - (b) has not been enrolled at an educational institution for at least one year; and
 - (c) is registered or is eligible to be registered in a life skills, occupational, technical, vocational or academic program
- is eligible to receive an adult education allowance in accordance with section 34.

34. The adult education allowance payable to a person mentioned in section 32 or 33 shall be equivalent to the allowances paid by the Department of Manpower and Immigration to persons enrolled in educational programs under the sponsorship of that Department.

2. PROGRAMS OUTSIDE THE NORTHWEST TERRITORIES

Recommended that criteria detailed in present Regulations respecting Grants and Bursaries be retained.

THE IN-SERVICE TRAINING AND DEVELOPMENT PROGRAM OF THE G.N.W.T.

This will include the present G.N.W.T. Trainee Program, the G.N.W.T. In-Service Apprentices, and any other type of career development program that has, as its major component, planned and organized on-job training.

(NOTE: This study is not concerned with salary levels for in-service or apprentice trainees.)

It is recommended that sponsorship under the Trainee program to full-time institutionally based programs - i.e. programs requiring 50% or more of a trainees time in any 12 month period - be limited to persons with a minimum of 3 years attachment to the G.N.W.T. work force.

It is recommended that trainees who are recruited as new entrants to the G.N.W.T. work force be eligible for sponsorship to one semester or four months of institutionally based studies each year at trainee salary rates.

Proposed New Levels of Aid While Attending Institutional Studies

	<u>Present Level</u>	<u>Proposed New Level</u>
1. <u>Trainee Salary</u>	No Changes	Proposed
2. <u>Maintaining Two Residences</u>	\$45./week for courses up to max. of 12 wks.	\$55./week
3. <u>Tuition</u>	100%	100%
4. <u>Books and Supplies</u>	N11	N11
5. <u>Child Care Supplement</u>	N11	Actual costs up to \$30./child per five day week.
6. <u>Transportation</u>	Return Transportation to the Institution.	No Change Proposed

SECTION 5:ADMINISTRATION OF STUDENT AIDTERMS OF REFERENCE - 4

CLARIFY OVERLAPPING JURISDICTIONS AND MAKE RECOMMENDATIONS ON THE ADMINISTRATION OF STUDENT AID AT THE TERRITORIAL LEVEL.

INTRODUCTION

This section touches briefly on the present administration of financial aid to students and trainees as provided by the Northwest Territories Department of Education and Department of Personnel. It then presents a recommendation for the consolidation of financial aid within two broad plans:

1. A Northwest Territories Student Aid Plan.
2. An In-Service Training Development Plan of the G.N.W.T.

The first to be administered by the Department of Education, and the second by the Department of Personnel. This is not a major departure from what is now being done. If accepted, however, it will require revised regulations for the Department of Education administered plan.

PRESENT ADMINISTRATION OF AID

In the present system, the Grants and Bursaries Board, by authority of the Grants and Bursaries Ordinance and Regulations, recommends levels of aid and processes applications primarily for college and university students attending programs outside the Territories. The Education Ordinance and Regulations authorizes allowances to Education sponsored students in the north at the same levels as C.E.I.C. rates. Neither of these approaches is entirely satisfactory in meeting the needs of all students. And as they are administered separately, and with little or no control over C.E.I.C. rates, inequities in support levels have developed.

Discussions with Federal Departments that may provide levels of support sufficiently different to cause concern, can begin after the Government of the Northwest Territories has in place a plan appropriate to the needs of northern students.

RECOMMENDATION

That student and trainee financial support schemes be consolidated within two broad plans:

1. A Northwest Territories Student Aid Plan.
2. An In-Service Training and Development Plan of the G.N.W.T.

The Student Aid Plan to be under the direction of a Student Financial Assistance Board and administered by the Department of Education. This Board could come from the present Grants and Bursaries Board with terms of reference expanded to include new program areas, and its membership reviewed to ensure appropriate northern representation, including student representation. The Board would make recommendations to the Minister of Education on all matters concerning student aid, would have responsibility for apportionment and distribution of student aid funds, and would review and recommend levels of aid annually that are in line with living costs and student budgets.

This Plan would cater to all students whether in community adult education programs, vocational institutes, colleges or universities.

Applications for financial aid would be processed as they are received, applying standard criteria, and applicants notified by the administrative units in Edmonton, Fort Smith and Regional Superintendents offices. Only appeals or problem applications would be reviewed by the proposed Student Financial Assistance Board.

The In-Service Training and Development Plan to be under the direction of an Interdepartmental Committee on Training and Development, (or Human Resource Development), and administered by the Department of Personnel. This Committee could come from the present Interdepartmental Committee on the Employment of Northern Residents with terms of reference to include, among other things, setting conditions and levels of support to trainees for on-job and institutionally based training.

The Department of Personnel, through criteria set by the Interdepartmental Committee on Training and Development, would decide on which trainees are eligible for sponsorship on trainee salaries and which should be referred to the Student Financial Aid Plan.

NORTHWEST TERRITORIES STUDENT FINANCIAL AID PLAN
ORGANIZATION CHART

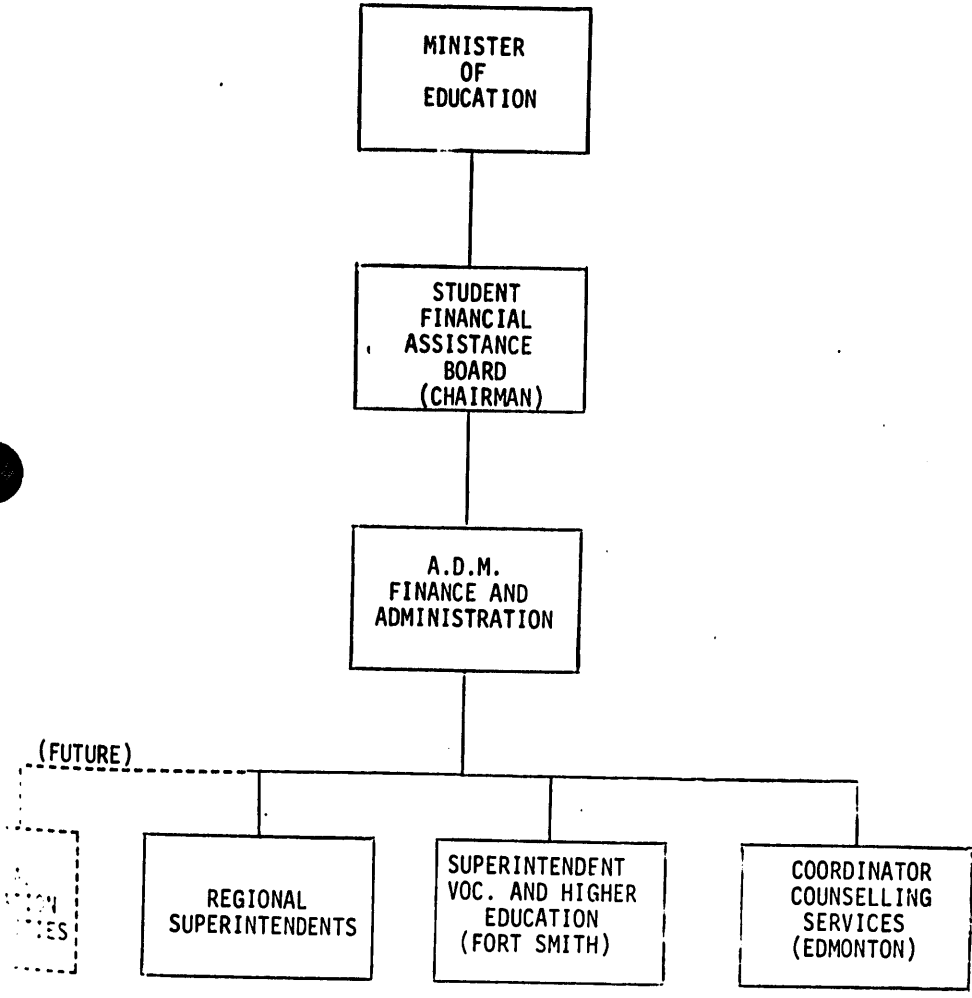
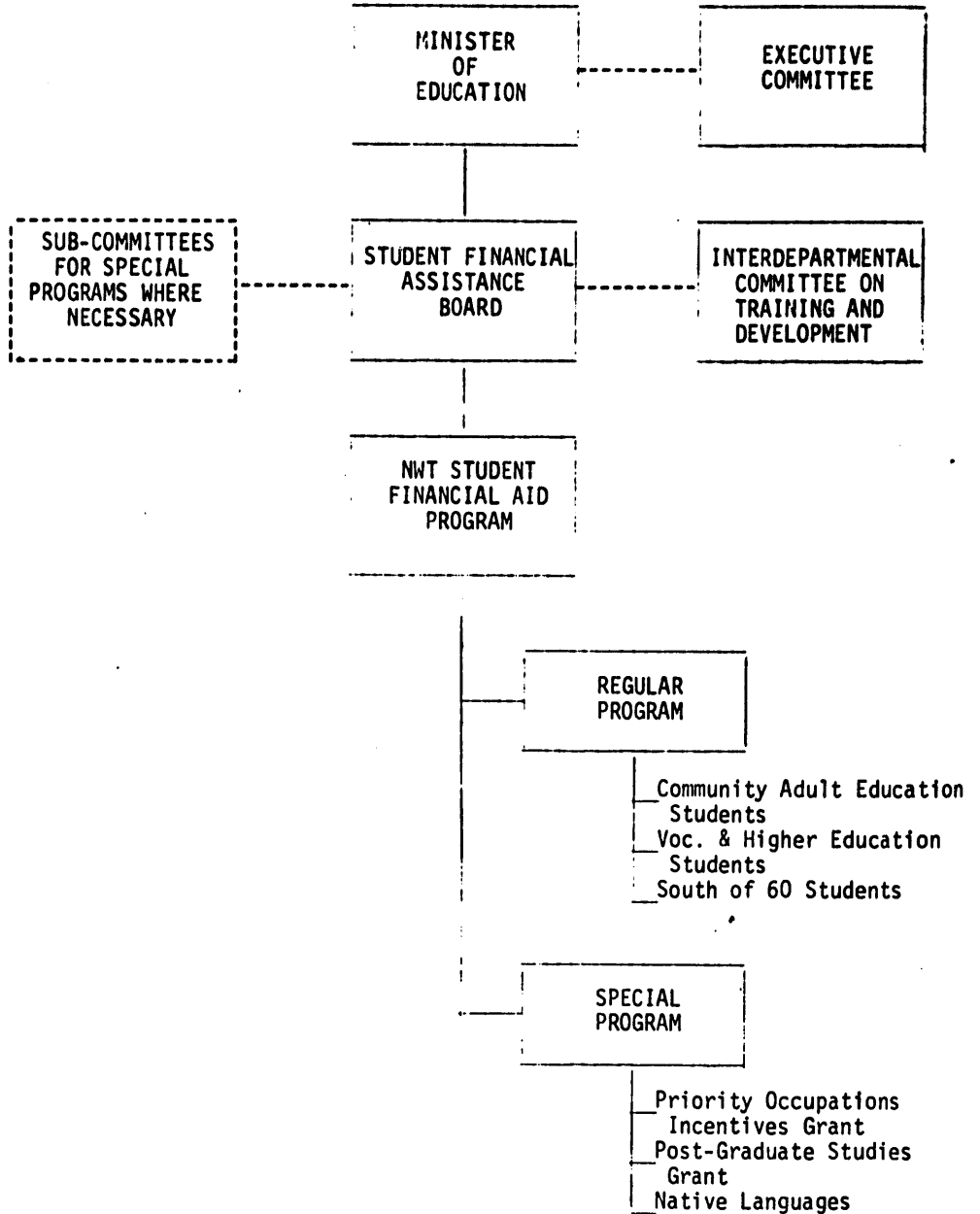


Fig. 1

NORTHWEST TERRITORIES STUDENT FINANCIAL AID PLAN
COMMITTEE STRUCTURE



G.N.W.T. TRAINING AND DEVELOPMENT PLAN
ORGANIZATION CHART

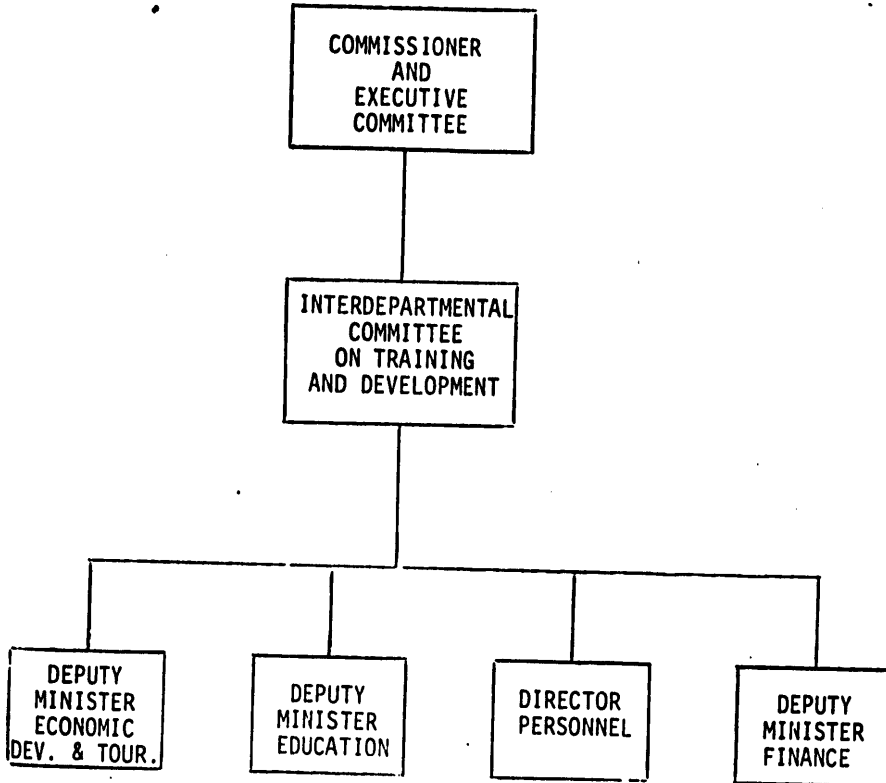


Fig. 3

G.N.W.T. TRAINING AND DEVELOPMENT PLAN
COMMITTEE STRUCTURE

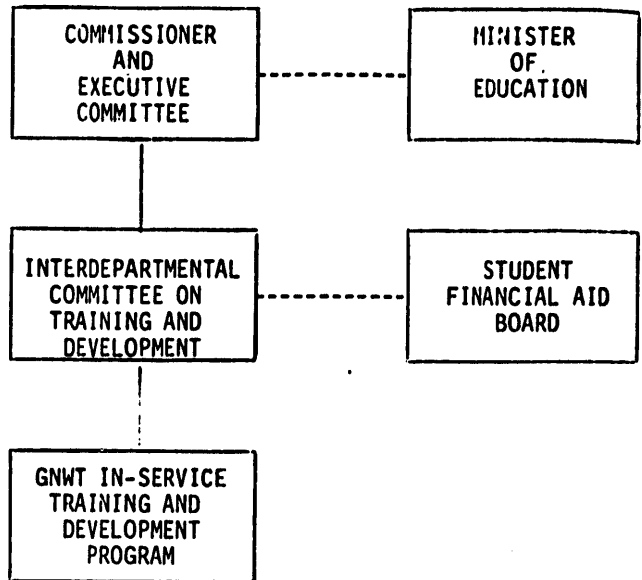


FIG. 4

With reference to Fig. 3, a small group of senior staff is proposed for the Interdepartmental Committee to facilitate more efficient operation, and quick and decisive action when needed.

RATIONALE FOR MEMBERSHIP

The Deputy Minister of Economic Development and Tourism because of that Ministry's function in Manpower Planning and Development.

The Deputy Minister of Education because of that Ministry's function in administration of financial aid and delivery of programs.

The Director of Personnel because of that Department's function in Training and Development to meet the needs of all other Departments.

The Manager of the Financial Board because of the effects of fiscal policies on financial aid.

SOME ADDITIONAL ALTERNATIVES TO CONSIDER

- As Local Education Authorities (L.E.A.'s) gain experience, transfer the student aid funds to the L.E.A. who would then take responsibility for deciding on eligibility and issuing allowances. This would be particularly applicable to community adult education trainees.
- For Teacher Trainees, have L.E.A., or Regional Education District, hire teacher trainees on their payroll and then release them for institutional training on a semester basis. (This is what Northern Saskatchewan is doing.) Or Classroom Assistants with sufficient time in the work force may qualify for sponsorship under the Trainee Plan.

Transfer student aid funds to Band Councils that have demonstrated the capability to administer such funds. (D.I.A.N.D. is now following this policy with a growing number of Indian Bands in the south.)

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Appendix

67
SUMMARY OF STUDENT AID PROGRAMS

INTRODUCTION	68
1. NORTHWEST TERRITORIES	
a) Grants and Bursaries Program	69
b) Vocational and Community Adult Education Programs	75
c) Apprenticeship and On-job Training Programs	80
d) Social Assistance Program	86
e) Airports Program	89
f) Personnel Trainee Program.	91
2. CANADA EMPLOYMENT AND IMMIGRATION COMMISSION	
a) Institutional Program	95
b) Industrial Program	95
DEPARTMENT OF INDIAN AND NORTHERN AFFAIRS	
a) Indian and Inuit Post-Secondary Assistance Program	101
b) Northern Program	107
NORTHERN CAREERS PROGRAM	110
ALBERTA STUDENT FINANCIAL AID	114
BRITISH COLUMBIA STUDENT FINANCIAL AID	127
MANITOBA STUDENT FINANCIAL AID	139
ONTARIO STUDENT FINANCIAL AID	142
QUEBEC STUDENT FINANCIAL AID	144
U.S.C.D. TEN-NATION STUDENT AID STUDY	146

SUMMARY OF STUDENT AID PROVISIONS IN PROGRAMS INCLUDED IN THE STUDYINTRODUCTION

The content of this section is mainly descriptive. It provides a summary of the student financial aid programs that were researched in the study. The data in each case relates to the latest year for which statistics are confirmed. A number of these aid programs are presently under review and it is likely that higher levels of aid will be in effect in some of these in the near future.

Information is provided, wherever possible, on the following characteristics of each program:

- 1) The philosophy and principles on which student aid is provided.
- 2) The levels and types of aid that various categories of students now receive.
- 3) The eligibility criteria for students to receive aid.
- 4) Special conditions that may apply.
- 5) The administration of aid.

It has not been possible, in the time available, to collect equally detailed information on all programs, or even to study in equal detail all sub-programs within a province or department. Thus the descriptions that follow are not exhaustive but rather have sought to concentrate on the main features of the various programs that seemed relevant to this study. Because they are brief it is possible that some significant data may have been omitted. Readers should refer to the program sponsors if more complete data is needed.

PROGRAM: STUDENT GRANTS AND BURSARIES (SOUTH OF 60)

DEPARTMENT: EDUCATION, NORTHWEST TERRITORIES

PHILOSOPHY AND POLICY

Under the Student Grants and Bursaries Ordinance a student qualifies for financial aid on the basis of the length of schooling he has completed in the Northwest Territories and the length of residency of his parents. The philosophy being that the longer a persons schooling and parents residency in the north, the greater the entitlement. Financial need is not a factor, thus there is no means test. Continuity of schooling and residency is a factor and loss of entitlement may result due to breaks in residency. The aid is not portable and entitlement ceases at the end of the semester in which residency ceases.

As far as can be determined the aid program was begun to encourage and assist native student participation in post-secondary education, and was extended to all residents to compensate for the fact that post-secondary education is not available in the north. In the 1979-80 school year 23 of the 317 students, or just over 7%, who started in this program were Indian, Inuit or Metis.

LEVELS OF SUPPORT - 1979-80

2.1 Grants

a) Maintenance Allowances (Weekly Rates)

Single Students - Non-Native	\$56.00
- Native ¹	\$68.00

¹Native student rates are slightly higher due to a Federal Government policy that such students should receive rates equivalent to C.E.I.C. allowances.

Student with one dependent	\$ 80.00
Student with two dependents	\$ 95.00
Student with three dependents	\$110.00
Student with four or more dependents	\$125.00

- b) Tuition Costs: 100%
- c) Books and Supplies - \$150.00/academic year
- d) Transportation Costs: two return trips each academic year from place of residence to Edmonton, Winnipeg or Ottawa, or to nearest institution offering the program of choice.

2.2 Bursaries

Every bursary has a value of \$2,000.00.

2.3 Commercial Pilot Training

A separate policy statement details the level of aid for commercial pilot training. It provides for the following:

- a) Commercial pilots licence - up to \$2,000.00.
- b) Multi-engine endorsement - up to \$750.00.
- c) Instrument flight rating - up to \$1,500.00.

No other aid is provided and applicants are responsible for their own transportation and other costs beyond those described above.

The restriction in providing financial aid to students taking commercial pilot training is in part the concern with high tuition costs, and also available job opportunities. The high

tuition cost is because much of the training is at private schools and fees must finance the training in total. At public institutions it is generally estimated that fees cover less than 15% of the operating costs.¹ The rest is subsidized by government grants to the institutions. This provides a major indirect subsidy to students that is often taken for granted.

If one studies the actual costs of instruction, using the rates charged by the Northwest Territories Government to C.E.I.C. for vocational training it can be seen that pilot training tuition costs are not out of line.

Present rates at A.V.T.C. for Cook Training are \$57.65/trainee per day. Over a three month or 60 day course the amount of tuition subsidy provided per student is $60 \times 57.65 = \$3,459.00$. A Heavy Equipment Operator student over the same period gets free tuition in the about of $60 \times \$79.03 = \$4,941.00$.

3. ELIGIBILITY CRITERIA

Policy on eligibility requirements is defined in the Student Grants and Bursaries Regulations. Basically the requirements are as follows:

3.1 Grants

a.	Length of residence in N.W.T. of students and parents, including students' schooling.	Grant Entitlement
	8 years	4 academic years
	6 years	3 academic years
	4 years	2 academic years
	2 years	1 academic year.

- b. Maximum entitlement is 4 academic years.
- c. Post-secondary studies must commence no later than the fourth academic year after finishing high school.
- d. Eligibility ceases when either student, or parents if the student is single, cease to be residents of the Territories. (There are a few exceptions defined in the regulations.)
- e. Financial need is not a factor in determining eligibility for a grant.

3.2 Bursaries

- a. A minimum of 3 years residency is required.
- b. Financial need is a factor in determining eligibility for a bursary.

3.3 Commercial Pilot Training

An applicant must hold a private pilots licence, and present a letter from an employer guaranteeing post course employment as a co-pilot, pilot or pilot trainee. (Criteria on post-course employment guarantees are not applied to other program selections under the Grants and Bursaries ordinance.)

3.4 General Observations

Uncertainty exists as to whether a person must have completed Grade 12 to be eligible for aid under the ordinance. In the regulations, Section 6.(1)(a)(i) suggest Grade 12 required for

a grant to cover four years, and section 6(2)(a)(1) makes no mention of grade 12 for a grant to cover three years post-secondary. Some adults expressed concern that the grade 12 requirements may penalize those who may be admitted to a post-secondary institution as a mature student with less than grade 12.

4. TOTAL PROGRAM COSTS

Expenditures in Grants and Bursaries for 1978 to 1980, and estimates for 1980-81:

	1978-79 \$	1979-80 \$	1980-81 (Est.) \$
Maintenance Allowances	559,693	638,100	664,000
Tuition	128,709	153,800	173,000
Books and Supplies	37,995	45,000	49,000
Transportation	113,603	100,200	113,000
Bursaries	24,000	30,000	30,000
TOTALS:	864,000	967,100	1,029,000

	1978-79	1979-80	1980-81
Total Number of Student Starts	294	317	N/A

5. AVERAGE AID PER STUDENT - 1979-80

Example 1: Single student, permanent home in Yellowknife, attending University of Alberta, Edmonton. 8 month academic year.

Maintenance Allowance	\$1,944.00
Tuition	621.50
Books and Supplies	<u>150.00</u>
	<u>\$2,715.50</u>

Example 2: Single student, permanent home in Yellowknife, attending S.A.I.T. in Calgary. 9 months + academic year.

Maintenance Allowance	\$2,232.00
Tuition	324.00
Books and Supplies	<u>150.00</u>
	<u>\$2,706.00</u>

6. TERMINATIONS

A total of 39, or 12%, of students in the Grants and Bursaries program discontinued their studies in 1979-80. Counsellors' reports indicate that four of those who discontinued cited 'financial reasons' for leaving; two were Inuit and two were non-native.

7. LEGISLATION AND ADMINISTRATION

The program is supported by the Student Grants and Bursaries Ordinance and Regulations. These were last revised in April, 1979.

The Ordinance and Regulations are administered by a legally constituted Board, and a counselling and administrative staff located in Edmonton.

PROGRAMS: VOCATIONAL AND HIGHER EDUCATION, FORT SMITH
AND
COMMUNITY ADULT EDUCATION, REGIONS

DEPARTMENT: EDUCATION

1. PHILOSOPHY AND POLICY

The Department of Education Policy and Administration Manual states: "It is the policy of the Government of the Northwest Territories that all adult residents of the Territories will be able to undertake institutional training to improve their knowledge, skill and employability without any undue financial hardship". The philosophy implied is, 'financial aid based on financial need'. In practice however there is no formal assessment of financial need in the sense of a means test. In some community adult education courses, however, the Local Education Authority has made recommendations to Regional Superintendents on who should, or should not, be eligible for allowances. But there does not seem to be any uniformly applied policy on this. It is also noted that the Regulations respecting the Education Ordinance, make no reference to financial need in determining eligibility for allowances, (see sections 33 and 34.)

2. LEVELS AND TYPES OF SUPPORT

2.1 Maintenance Allowances

Interim rates effective January 1980 pending recommendation of the Student Aid Study Advisory Committee, and decision of the Minister of Education:

- Student living in the home of a major wage earner	\$ 25.00/week
- Single student living away from home	\$ 70.00/week
- Student with one dependent	\$ 90.00/week
- Student with two dependents	\$100.00/week
- Student with three dependents	\$110.00/week
- Student with four or more dependents	\$125.00/week

2.2 Two Residences Allowance

Students supporting two residences, additional \$45.00/week.

2.3 Tuition Allowances

100% of costs.

2.4 Transportation Allowance

- a) Single Students: two return trips each year: One at the beginning and end of course and one at Christmas.
- b) Students with dependents: one return trip only; not eligible for Christmas travel.
- c) En-route overnight costs where necessary.

2.5 Freight Allowance

- a) Single Students: 40 lbs. excess baggage at air freight rates.
- b) Students with Dependents:
Head of Household and first dependent: each 100 lbs.

excess at air freight rates. Each additional dependent to a maximum of four: 50 lbs. excess at air freight rates.

2.6 Books and Supplies: Nil

2.7 Child Day Care Allowance

Actual costs up to \$10.00 per child per week up to four children.

(NOTE: Students at Fort Smith who meet the requirements of the Grants and Bursaries regulations are provided with aid according to that plan.)

3. ELIGIBILITY CRITERIA

The Regulations respecting the Education Ordinance State:

Section 33. Every resident of the Territories who

- (a) is not less than eighteen years of age;
- (b) has not been enrolled at an educational institution for at least one year; and
- (c) is registered or is eligible to be registered in a life skills, occupational, technical, vocational or academic program

is eligible to receive an adult education allowance

4. SPECIAL CONDITIONS

Due to financial restraints an interim policy was proposed, and subsequently adopted, restricting allowances to upgrading students in settlement upgrading programs to only those students who "seriously pursue an upgrading program required for entrance into a Vocational Training Program, and who would not be able to take the upgrading without the financial assistance provided

by allowances". This policy is in effect until June 30, 1980.

5. PROGRAM COSTS

5.1 Expenditures in Maintenance Allowances and Transportation for Education Sponsored students at Fort Smith Campus:

	1978-79	1979-80
Maintenance Allowances	\$133,718	\$128,417
Transportation	\$ 56,064	\$124,960
TOTAL	\$189,782	\$253,377

5.2 Expenditures in Maintenance Allowances for Education Sponsored students + Community Adult Education programs:

	BAFFIN	FORT SMITH	INUVIK	KEEWATIN	H.Q.	TOTALS
1977-78	\$18,684	\$25,119	\$35,517	\$15,489	\$3,266	\$98,069
1978-79	\$24,949	19,297	68,619	6,461	--	119,637
1979-80	\$11,223	5,429	28,529	1,654	--	46,835

6. ADMINISTRATION

6.1 Vocational and Higher Education

Financial aid to Education sponsored students at Fort Smith campus is administered by the office of the Superintendent of Vocational and Higher Education at Fort Smith. Allowance cheques are issued from this office direct to each student every two weeks. This administrative arrangement is working efficiently and to everyone's satisfaction.

6.2 Community Adult Education

Financial aid to Education Sponsored students is administered by the Regional Superintendents' office. In some communities, the Local Education Authority may assume some responsibility in recommending to the Regional Superintendent which students should be eligible for maintenance allowances. This appears to have worked satisfactorily in any community it has been tried.

PROGRAM: APPRENTICESHIP TRAINING

DEPARTMENT: ECONOMIC DEVELOPMENT AND TOURISM

This study is concerned only with levels of support provided to apprentices while attending institutionally based technical training. While on-the-job, apprentices are paid a salary based on level of skill and productivity, this is not an issue in this study.

1. PHILOSOPHY AND POLICY

PUBLIC SECTOR: There is no specific statement of philosophy as such describing the principle on which Government of the Northwest Territories apprentices remain on full salary while attending theory courses. There is a policy statement, however, issued by the Head of the Apprenticeship Division which states:

"All apprentices referred to technical training will continue to receive their regular weekly wages while they are at school. They will be paid, in addition, a living away from home allowance to offset the cost of maintaining two residences".

PRIVATE SECTOR: Policy varies from employer to employer. With larger companies it may be negotiated as part of a collective agreement, in which case the employer usually makes up the difference between C.E.I.C. allowances and regular salary. With smaller companies the apprentice usually receives only U.I. benefits or C.E.I.C. allowances while at school.

G.N.W.T. APPRENTICE SALARY SCALES

<u>Duration of Training</u>	<u>Year 1</u>	<u>Year 2</u>	<u>Year 3</u>	<u>Year 4</u>
1 Year	70%			
2 Year	65%	80%		
3 Year	60%	70%	80%	
4 Year	55%	65%	75%	85%

Example:

Salary range for an apprentice on a 4-year apprenticeship leading to pay range 23 (April 1, 1980, \$27109.).

<u>Year 1</u>	<u>Year 2</u>	<u>Year 3</u>	<u>Year 4</u>
\$14,900	\$16,265	\$20,328	\$23,042

Value of Aid Provided

The average salary for Government of the Northwest Territories apprentices during 1979-80 was \$17,780/year.

The average aid provided during institutional training to a G.N.W.T. apprentice, living in Yellowknife and attending technical training at NAIT in Edmonton may be computed as:

Maintenance Costs	<u>17780</u>	= \$1482./month
	12	
Transportation		\$ 200
Two Residences Allowance (if applicable)		<u>\$180./month</u>
		\$1860.00

Indirect aid in tuition:

33.65/day x 40 days: \$1346.

(Tuition costs are approximately
75% recoverable from C.E.I.C.)

An apprentice from the private sector receiving the maximum entitlement under unemployment insurance would receive $4 \times \$170 = \680 per month for maintenance costs. Other aid would be the same.

Most apprentices in the Territories have significant financial commitments that continue during technical training. Many are married and must maintain a home and dependents elsewhere while studying. This would seem to justify the Government of the Northwest Territories maintaining the policy, and setting the example, of keeping apprentices on salary during compulsory institutional studies. It is also in line with the International Labour Organization's recommendation (#117) to all UN member states, of which Canada is one, which urges that employees should be released for this purpose (technical training) during working hours without loss of pay.¹

A further justification may be found in an Evaluation of the Apprenticeship Program² completed by the Department of Planning and Program Evaluation in 1978. This shows that, "one of the drawbacks to apprenticeship and possible reason why many people do not enter apprenticeship, (or terminate their apprenticeship), is the financial difficulties incurred by apprentices while at school or during the first years of apprenticeship".

1. Education and Working Canadians. Report of the Commission of Inquiry on Educational Leave and Productivity. Labour Canada, June, 1979.
2. Evaluation of the Apprenticeship Program. Department of Planning and Program Evaluation, Government of the Northwest Territories, August 1978.

2. TYPES AND LEVELS OF SUPPORT DURING INSTITUTIONAL TRAINING

Government of the N.W.T. Apprentices,
which includes Housing Association and
Hamlets, and accounts for 45% of all
N.W.T. apprentices:

- Full Salary

Mining Companies:
16% of N.W.T. apprentices:

- Allowances or U.I.
benefits, + salary
make-up = full
salary.

Small Companies:
39% of N.W.T. apprentices:

- U.I. benefits or
allowances only.
(Data not complete).

Transportation - one return fare.

Tuition - 100%

If supporting two residences - \$45.00/week additional.

Apprentices are responsible for purchasing their own books.

Thus at least 60% of all Northwest Territories apprentices
remain on full salary while attending required theory courses.
These courses are usually eight weeks/year in duration, or
about 20% of an apprentice's training time.

There were a total of 576 apprentices registered in the North-
west Territories in 1979-80.

3. LEGISLATION

The program is supported by the Training and Certification of Apprentices and Tradesmen Ordinance and Regulations. The Ordinance defines the terms of reference for a Tradesmen's Qualification Board, and the Trade Advisory Committees. The Board has responsibility for recommending regulations, and the regulations specify wage rates. There is no reference however to levels of aid during compulsory schooling. This is left to each employer or may be negotiated in a collective agreement.

4. ADMINISTRATION

As a result of the Task Force on Administration¹ recommendations of last year, funds for Government of the Northwest Territories apprentice training are to be transferred to the Department of Personnel. When this is completed Personnel will then have responsibility for providing aid to apprentices during technical training, and while it is not clear at this time, presumably this will include providing transportation and the supporting two residences allowance.

Aid to private sector apprentices is provided by C.E.I.C. mostly in the form of unemployment insurance benefits. A major complaint of apprentices was the delays in receiving these U.I. benefits. In many cases their eight weeks training is almost over before the first payments arrive.

1. Report of the Commissioner's Task Force on Administration Government of the Northwest Territories, July 1979.

Thus there are now two territorial departments and one federal department involved, directly or indirectly, in providing organizational or financial support to apprentices. This stresses more than ever the need for some joint coordinating group to ensure that the needs of the apprentice, the object of the work, are adequately provided for.

PROGRAM: ON-JOB-TRAINING

DEPARTMENT: ECONOMIC DEVELOPMENT AND TOURISM

This program supported 25 trainees in 1978-79. It is designed for high risk, disadvantaged persons who have been unable to get sponsorship under any other program. Under the plan, the Department of Economic Development will reimburse an employer up to 50% of the wages of a person being trained. Up to now it has been almost entirely on-the-job with no institutional component, thus the program has not been reviewed in depth for this study.

PROGRAM: SOCIAL ASSISTANCE

DEPARTMENT: SOCIAL SERVICES, G.N.W.T.

1. PHILOSOPHY/POLICY

The Department bases its program on a clear statement of philosophy that says:

"All persons living in the Northwest Territories have a right to a standard of living adequate for good health and social well-being which results from the availability of adequate food (nutrition), clothing, housing, health care, and necessary social services. Notwithstanding the above, it is the responsibility of each individual, so far as he is able, to meet his own needs and aspirations".

A further statement of 12 Operating Principles defines the policy that puts the Department's philosophy into action.

Relating this to education and training, social assistance may be provided to an individual who is in need, and who is not eligible for assistance under any other program, and where education or training will improve the employability of the individual. This route will be followed only after exhausting discussions with all other departments and sponsoring agencies. The number is not significant, it is action that may be taken in extreme cases, and social need is the first concern.

2. TYPES AND LEVELS OF SUPPORT

Social assistance payments in the Northwest Territories are based in part on figures identified by the Canada Assistance Plan, Yellowknife Consumer Association surveys, and a study of N.W.T. food prices done by an Edmonton consulting firm.

A few examples using 1980 figures for food allowances per month:

	Fort Smith	Inuvik	Frobisher Bay	Rankin Inlet	Pond Inlet
Single Person	\$ 92.	\$ 114.	\$ 123.	\$ 123.	\$ 132
One Dependent	167.	209.	225.	225.	242
Two Dependents	239.	298.	322.	322.	346.
Three Dependents	302.	378.	408.	408.	439.
Four Dependents	360.	450.	485.	485.	521.
Five Dependents	386.	483.	521.	521.	560.

Room and board and rental rates are not quoted because the wide spread in rates, depending on client needs, makes it impractical to use Social Assistance figures as a guide for purposes of this study.

Social Services provides financial aid to cover a wide range of "Items of Basic Maintenance" and "Items of Special Need." In addition to the food allowances mentioned above, the list includes:

A clothing allowance up to a maximum of \$240./person/year plus up to \$200/person/year for a special seasonal clothing allowance; Boarding and Special Care Allowances; Accommodation Allowances; Fuel and Utilities; Incidental Allowances; Personal Care Allowance; and an extensive list of items under the heading of Special Need, such as Rehabilitation and Handicapped Allowances, and expenses related to Employment and Education.

All aid is based on need, and the level of need is determined through what is termed the "budget deficit calculation": Need, minus available resources, equals deficit. This is similar to the method used by several provinces in determining the level of grant to be paid to students.

LEGISLATION OR AGREEMENTS

Program is supported by the Social Assistance Ordinance, and Regulations for the Granting of Assistance to Persons in Need,

OVERLAPPING JURISDICTIONS

There is no apparent overlap between the social assistance programs and student aid programs. However it is worth noting that as other sponsoring agencies decrease their support of education or training programs, the tendency is for Social Services to pick up more cases of social assistance - not to educate them but to help them survive, only incidentally may such persons end up in a training program.

PROGRAM: AIRPORTS ADMINISTRATION AND MAINTENANCE PROGRAM

DEPARTMENT: LOCAL GOVERNMENT, G.N.W.T.

1. PHILOSOPHY AND POLICY

The philosophy supporting this program is based on the belief that:

- a) due to the vast distances between communities, varying climatic conditions, and difficult terrain, air transport is the only practical mode for providing the required transportation services in the north;
- b) that the existing transportation infrastructure in the Territories is inadequate to provide the minimum transportation services required.

Based on this belief, a policy was defined that called for the construction, operation and maintenance of facilities and services of Arctic B & C airports, with the operation and maintenance to be carried out by northern community residents. To carry out this policy a training program with financial aid to students was necessary.

THE TRAINING PROGRAM

2.1 Types and Levels of Financial Aid

All trainees are paid \$245.00 per week, plus return transportation to and from Fort Smith. The training salary is not based on number of dependents. From the training salary, \$35.00/week is deducted for room and board.

The rationale for the training salary is that northern trainees should receive the same as that paid by Transport Canada to trainees in their radio operator training program at Cornwall, Ontario.

2.2 Duration

The training program is 8 weeks duration and institutionally based. Following training, graduates are hired into full time jobs by the community where they are to work.

2.3 Funding

All funds for the program, including trainee salaries, are at present provided by two Federal departments: Transport Canada and Environment Canada. However plans are underway for complete transfer of the program to G.N.W.T., target date is April 1, 1981.

The program is relatively stable at one course per year of 8 weeks duration with about 12 to 14 trainees. Total annual budget for training salaries, approximately \$25,000.

3. ADVISORY COMMITTEES

The program operates under the general direction of the Arctic B and C Airports Steering Committee. The level of financial aid to trainees was recommended by this Committee. There are various sub-committees with responsibility for specific activities such as program development.

PROGRAM: G.N.W.T. TRAINEE PROGRAM

DEPARTMENT: PERSONNEL, NORTHWEST TERRITORIES

1. PHILOSOPHY AND POLICY

A review of policy documents suggest that the program is founded on the philosophy:

That long-term northern residents should occupy a proportionate percentage of positions within the public service of the Territorial Government particularly at middle and senior management levels. Policy statements stop short of specifying native northerners as the target group but this is clearly one of the major goals.

2. TYPES AND LEVELS OF FINANCIAL SUPPORT

Trainee Salaries:

Levels of support are based on a percentage of Step 1 of the salary scale of the position being trained for, and the duration of the training:

DURATION OF TRAINING	YEAR 1	YEAR 2	YEAR 3	YEAR 4	YEAR 5
2 years	80%	90%			
3 years	70%	80%	90%		
4 years	60%	70%	80%	90%	
5 years					

Average salary/trainee during 1979/80 was \$17,000/year.

Additional support while attending institutional training:

- If supporting two residences \$40.00/week
- Return transportation
- Tuition fees

During 1979-80, nine of the 63 trainees on staff (14%) were enrolled in long-term, full-time institutionally based programs. Four were at Fort Smith and five at institutions in the south.

Present policy is to move away from this kind of sponsorship and seek to have such trainees sponsored by normal education channels, i.e. allowances or grants.

Training Man Years and Operating Budget

	Training Man Years	Operating Budget
1978-79	63	\$1,226,000
1979-80	83	\$1,654,000
1980-81	66	\$1,597,000 (est.)

In addition there are about 95 G.N.W.T. apprentices whose support funds are with Personnel.

Total staff complement in G.N.W.T. Public Service is about 2,840.

3. LEGISLATION OR AGREEMENTS

The program is not defined in any ordinance or regulations, rather it operates under policies developed by the Interdepartmental Committee on the Employment of Northern Residents and approved by

the Executive Committee. However this Committee has not been active for some time and policies are presently being developed by the Department of Personnel.

4. ADMINISTRATION

While numbers are small, (nine trainees in 1979-80), it could be said an overlap exists in having persons, who have little or no previous attachment to the G.N.W.T. labour force, sponsored to full time institutionally based programs by both the Department of Personnel and the Department of Education. (Differences in levels of support provided by each Departments program is in part what led to the submission by Fort Smith students in the first place.)

Demands for sponsorship under this program are likely to increase considerably over the next year or two. The Departments of Renewable Resources, Social Services, and Health are all in process of developing comprehensive O.J.T. programs that will include formal college level courses, leading to certificate and diploma level qualification, as an integral part of the program. This will lead to increased numbers of trainees attending institutionally based courses while on salary.

It is noted in the Task Force on Administration there is a recommendation for the allocation of responsibility and funds for (all) training positions within the Territorial Public Service to the Department of Personnel.

While the staffing function and the training function should be complementary, it is often easier to recruit than train. Thus there are may be pressures from time to time to take the 'easy' way out, and the temptation to give up training positions to indeterminate positions. This concern was expressed as a possible disadvantage of having all training funds in the Personnel Department.

To counteract this may require a shift in the emphasis from staffing to training. In the private sector, particularly in the United States, there is a movement in this direction that suggests much of the traditional personnel function become subordinate within a broader responsibility area referred to as Human Resource Development where an increased priority is given to training.

The above may not be directly related to this study. However any increase in training will carry with it a possible increase in trainee financial support and to this extent it has some relevance.

PROGRAM: CANADA EMPLOYMENT AND IMMIGRATION COMMISSION (C.E.I.C.)

- a) Institutional Training Program (C.E.T.P.)
- b) Industrial Training Program (C.E.I.T.P.)

PHILOSOPHY AND POLICY

The philosophy underlying CEIC financial aid to workers, students and trainees is perhaps best summed up in a statement by Prime Minister Trudeau in his acceptance speech on 19 February, 1980:

"Government must help those who need help most"

So it is with financial aid to adults who need training to get a job or to improve their earning capacity.

Aid is based on need. But the focus is not financial need. The focus is employment related training need. If it can be shown that a client needs training to get or retain a job, or improve his earning capacity, then the Commission will pay full costs of such training and provide income support in the form of allowances and other aid while training.

The Commission has never used a means test, or any formal means of identifying financial need. Policies over the years, however, have allowed the Commission to concentrate aid funds on special need clients such as persons with employment difficulties, and the economically and socially disadvantaged.

This year there is a plan being prepared to provide financial aid beyond normal levels to new entry workers and apprentices taking training in a group of shortage occupations generally being referred to as "critical skill training". Examples are machinist and tool and die maker, where

employers have in the past relied heavily on immigrant tradesmen from Europe. This supply is no longer available, and some industries are faced with a crisis.

Under such circumstances, government intervention in the form of financial incentives is deemed necessary. This is an example of government policy to use financial aid to influence the supply of labour in occupations essential to economic development. The north could consider the same approach to training for occupations essential to economic, political, social or cultural development. Teaching might be an example.

Underlying all Federal aid provided through the Commission is the more general philosophy that economic and social development depend on human resource development. From this belief comes the support policies and programs, with the objective, - - - "To further the economic growth of Canada by ensuring that the development of human resources match the demand, qualitatively, quantitatively, and geographically."¹

TYPES AND LEVELS OF SUPPORT

1) C.E.T.P.

Provides support in institutionally based programs of a minimum of 10 days and a maximum of 52 weeks duration.

a) MAINTENANCE ALLOWANCES, (WEEKLY RATES)

	<u>TO OCT. 1978</u>	<u>1979-80</u>
Single Students, At Home	\$ 40.*	\$ 20.*
Single Students, Away From Home	79.	60.
Student with One Dependent	90.	80.
Student with Two Dependents	97.	95.
Student with Three Dependents	103.	110.
Student with Four or More Dependents	109.	125.

* The single student, at home rate was first reduced to \$10./week, then readjusted to \$20./week.

1. Report of the Standing Senate Committee on National Finance of Canada Manpower, Ottawa, 1976.

b) TWO RESIDENCES

97

Students supporting two residences, additional \$45./week.

c) TUITION

100%

d) TRANSPORTATION

One return trip plus return trip at Christmas. Also en-route overnight costs where necessary. Transportation costs are provided for client only.

e) BOOKS AND SUPPLIES

Nil

f) CHILD DAY CARE ALLOWANCE

Actual costs up to \$10.00 per child per week up to four children.

NOTE: Allowance rates are presently under review and it is anticipated there may be an increase of from 10 to 12 percent this coming school year.

ELEGIBILITY CRITERIA

Clients must be one year past the legal school leaving age unless already employed or indentured. In the case of B.T.S.D. courses, clients must be three years out of the regular school system. The rationale for this latter policy is that basic education is a provincial-territorial responsibility, and the provinces have been pressuring the Federal Government to get out of this area of training (B.T.S.D.) for some time.

This is primarily an on-the-job training program in which the Commission negotiates a contract with an employer agreeing to reimburse the employer for certain training costs, such as:

- up to 85% of a trainee's wages, depending on type of trainee and/or economic circumstances in the area.
- up to 50% of trainee's travel and living expenses.
- up to 100% of an instructor's salary, training aids, rental of equipment and premises, and instructor's travel and living expenses.
- up to 75% of outside course fees.

Most of the training is on-the-job where trainees are paid for productive work. As such it is not significant to this study, except perhaps in relation to commercial pilot training, much of which could be considered institutional training, particularly where trainees are sent by their employers to private flying schools to undergo training.

In 1978-79 the Commission, through this program, provided financial support to seven employers in the N.W.T. for the training of 14 pilots for various levels of endorsement beyond the basic commercial licence.

The Commission may pay up to \$4 000. per trainee for actual instructional costs, including ground school, simulator, and flying time. In addition, wages paid to the trainee by the employer are reimbursed at the normal rates.

4) C.E.I.C. ALLOWANCES AND U.I. EXPENDITURES AND TRAINEE SUMMARY FOR THE NORTHWEST TERRITORIES.

	1976-77	1977-78	1978-79	1979-80
INSTITUTIONAL (C.E.T.P.) TRAINING Allowances¹	\$919,790	\$808,793	\$650,903	Figures Not Yet Available
Unemployment Insurance Payments to Trainees	NIL	\$ 55,000	\$222,787	
Number of Trainees Sponsored - N.W.T.	924	857	757	
- Canada	236,481	229,679	207,558	
Industrial² Training (C.E.I.T.P.)	\$437,394	\$505,403	\$585,134	
Number of Trainees Sponsored - N.W.T.	289	397	570	
- Canada	60,788	69,698	78,936	

1. Includes maintenance allowances and travel costs.
2. Includes all support costs.

ADMINISTRATION AND OVERLAPPING JURISDICTIONS

The programs are supported by the Federal Adult Occupational Training Act and by a Federal-Territorial Agreement. This agreement defines the terms of reference of a Manpower Needs Committee which has some responsibility for advising on policies and priorities in the administration of these programs. Unfortunately this committee, which should perform an important function in the most effective use of C.E.I.C. training funds within the Territories, has been inactive for some considerable time.

It has been proposed from time to time that the federal funds used by the Commission for human resource development be given to the provinces or territories to administer as part of their program. To the extent that Federal-Territorial goals are the same there could be strong argument in favour of such a move. Against this however it must be remembered that the Commission has the broader issues of national, economic and social development goals to consider, as well as national mobility of human resources. This would justify a continuing Federal government presence in human resource development programs such as those outlined here.

PROGRAM: DEPARTMENT OF INDIAN AND NORTHERN AFFAIRS

1. INDIAN AND INUIT PROGRAM:
 - Post-Secondary Education Assistance Program for Registered Indian and Inuit Residents of Canada.
 2. NORTHERN AFFAIRS PROGRAM:
 - Vocational Training Section Program
-

INDIAN AND INUIT PROGRAM

The Post-Secondary Education Assistance Program for Registered Indian and Inuit Residents of Canada

.1 PHILOSOPHY AND POLICY

- a) The philosophy is perhaps best reflected in the Treasury Board Authority for the program, which states:

"The Post-Secondary Education Assistance Program is designed to encourage Registered Canadian Indians and Inuit to acquire university and professional qualifications so that they become economically self-sufficient and may realize their individual potentials for contribution to the Indian and Inuit Community and Canadian Society."¹

b) Program Policy Objectives

1. To make post-secondary education more accessible to Indian and Inuit people by providing adequate financial resources

2. To achieve a participation rate of Indian and Inuit people in post-secondary education at least equal to that of the non-native Canadian population.
3. To improve the employability of Indian and Inuit people, especially the 18-30 age group.
4. To provide qualified Indian and Inuit human resources to help meet the managerial and professional needs of Indian and Inuit communities to serve the local control process.
5. To help increase the capability of Indian and Inuit people for self-development and self-realization.

These objectives are to be achieved as far as possible with full respect for the "cultural integrity" of the student.

1.2 LEVELS AND TYPES OF SUPPORT

a) Training Allowances:

To cover normal daily living costs of food, lodging, local travel, recreation, etc. Current rates are consistent to C.E.I.C. rates in force prior to October 2, 1978.

Weekly Training Allowance Rates for:

Student living with employed parent or spouse	45.00
Student maintaining a household and having no dependents	79.00
Student maintaining a household and having one dependent	90.00
Student maintaining a household and having two dependents	97.00
Student maintaining a household and having three dependents	103.00
Student maintaining a household and having four or more dependents	109.00

These rates are currently under review.

b) Special Shelter Allowance:

To provide relief from excessively high rental costs. Allowance can equal the difference between 25% of the student's income and the actual rent of accommodation which has been approved in advance by a counsellor as the only available acceptable rental accommodation. Earnings of the spouse are included in calculating student's income.

c) Tuition Allowance:

To cover the complete tuition and registration fees for enrolment in an approved university or college.

d) Seasonal Travel Allowance:

To cover actual costs for the student (and dependents) to travel to the university community and return to their home community. If the student is enrolled through the Christmas period, an additional round trip may be provided upon application. Travel for undergraduate students is restricted to the nearest university or college to their home which offers the required program.

e) Clothing Allowance:

Provided only in cases of obvious and reasonable need.

f) Special Equipment and Clothing:

To cover the costs of special clothing and/or equipment required to follow the program of studies (i.e. survival gear, surveying equipment, microscopes, stethoscopes, etc). These items approved for purchase or rental only when certified as necessary by the institution.

g) Books and Supplies Allowance:

The cost of text books and supplies which are officially listed by the university or college as requirements will be paid in full.

h) Special Tutorial Allowance:

Upon the written recommendation of a student's dean, the cost of tutorial assistance to overcome special areas of academic weakness may be paid.

i) Special Services and Contingencies Allowance:

If required, allowances may be provided to defray the costs of child care for single parent families or to meet student emergencies such as travel costs for emergency trips home for a family funeral, etc.

j) Post-Graduate Student Incentives:

a) To recognize the extra financial demands on post-graduate students and to encourage those capable of obtaining advanced degrees and professional licences, annual grants are made in addition to normally computed assistance as follows:

Masters Students - \$750.00/year

PhD. Students - \$1,500.00/year.

NOTE: These allowance rates are currently under review and an increase is being considered based on the following Statistics Canada data:

- 1) Cost of Living increase since last allowance rates increase.
- 2) Poverty Line Incomes.
- 3) Family Expenditure by Family Size.

1.3 PARTICIPATION RATES

In 1969-70 the national participation rate was approximately 700 students, and in 1979-80 the participation rate was approximately 4500 students across Canada. Present annual growth rate of the program is about 15%.

1.4 ELEGIBILITY CRITERIA

- a) The student must be a Registered Canadian Indian or Inuit and a resident of Canada at the time of application.
- b) The student must have been accepted for registration by a recognized Canadian university, college or C.E.G.E.P.
- c) Except for a first time applicant, the student must have demonstrated a willingness to meet the academic demands of the institution and the financial management expectations of the program.
- d) The student has not previously received the total allocation of "student months" of assistance which is allowable for proposed level of post-secondary study.

1.5 GENERAL TERMS AND CONDITIONS

a) Assistance Available from Other Sources

Students are required to accept educational assistance from other sources if it is unconditionally provided on the basis of need. As these sources are usually only the Northwest Territories and the Yukon bursaries, they are considered off-sets to a portion of the normal Departmental assistance.

Competitive awards such as scholarships and academic prizes are considered incentive income and to not decrease the normal assistance.

Income earned by a student's family members does not affect calculation of assistance. Aid is not based on financial need.

b) Individual Assistance Limits

The maximum assistance a student may receive is 96 "student months". A "student month" is the standard unit of measurement. It is the dollar value of a full month in which a student received assistance under the terms of the program. (For greater accuracy of computing unit costs, the unit will be changed to a "student week".) The available 96 months are pre-allocated to the various degree levels including an 8 month allocation for "cultural adjustment slippage".

c) Dependents of Students:

Dependents of a student may only include the student's children and a spouse whose gross annual earnings are less than \$2,000.

1.6 ADMINISTRATION

The Post-Secondary Education Assistance Program is administered entirely on a regular basis through the Regional Offices of the Department.

Band Management of the Program

The Regional Director may delegate administrative and operational responsibilities to the Band Council, in which case the program will be managed by the Band in accordance with Local Government procedures.

2. The Northern Affairs Vocational Training Section Program

2.1 PHILOSOPHY AND POLICY

Program activities are grouped under three sub-programs referred to as:

- a) Education Services
- b) The On-Job-Training Program
- c) Employment Related Services.

The underlying principles may be stated as:

"To improve the quality of life and employability of native northerners, and to achieve proportionate representation of native northerners at all levels in the work force."

The philosophy is further reflected in the broad policy objectives for each sub-program:

- The Education Services Plan is intended to provide assistance in the south to native northern students attending academic and vocational courses not available in the north. Includes aid to high school, vocational and post-secondary students.
- The On-Job-Training Program is to provide a method, and assistance, to ensure that northern natives are prepared for employment. Serves mainly the Federal Public Service but also can train in the Territorial governments, Native organizations and the private sector.
- The Employment and Related Service Plan is designed to improve the employability of native northerners by helping them acquire and improve job related skills. Includes the Construction Apprenticeship Program and Special Courses.

2.2 LEVELS AND TYPES OF AID

a) In the Education Services plan aid may include:

- transportation
- tuition fees
- clothing allowance
- accommodation
- maintenance allowance

Where aid is provided, the levels of support are the same as the Indian and Inuit Post-Secondary Education Assistance Program described earlier.

However, according to a Department spokesman in Ottawa, this is mainly a plan to provide a service to students sponsored and supported by other provincial or territorial departments. As such, it would not be significant to this study.

b) In the On-The-Job Training Program trainees are paid a training salary based on a percentage of step 1 of the position being trained for.

For a new-entry worker with no previous experience the starting rate is 60%, and for someone with previous work experience the starting rate is 70%.

There may be increments each 6 months based on satisfactory progress.

On-job trainees may attend institutional training for periods up to 3 months each year. During such training they must go on standard allowance rates similar to C.E.I.C. rates.

There are approximately 40 on-job trainees in the Northwest Territories at present, working mainly in Federal Departments. The percentage breakdown is roughly:

Administrative and Clerical	50%
Trades and	20%
Technical	20%
Professional	10%

- c) In the Employment and Related Services plan the Construction Apprenticeship program is the only one of significance to this study.

There are 3 N.W.T. apprentices in this program at present. While on-the-job they are paid at the salary scale defined in the Northwest Territories apprentice regulations.

When attending institutional training they go on standard training allowances per C.E.I.C. rates.

PROGRAM: NORTHERN CAREERS PROGRAM (N.C.P.)
DEPARTMENT: PUBLIC SERVICE COMMISSION OF CANADA

1. PHILOSOPHY AND POLICY

The underlying principle supporting the Northern Careers Program is that northern native people should become more equally represented in public service jobs, and particularly in middle and senior management positions, where they can influence the growth, direction, and policy making decisions of the North.

Government intervention, to ensure this policy becomes a reality, includes financial aid and incentives that will attract suitable native persons to train for such positions. This means providing levels of income during training that will enable trainees to support themselves and their dependents beyond the poverty level.

Policy guidelines suggest that participation in the program may last up to five years, and be in a combination of assignments in on-job or institutionally based training within the following range:

on-job-training	-	up to 3 years
institutional	-	up to 4 academic years or first university degree

Exceptions to this might be for training for shortage occupations, such as nursing. In this case a participant may complete the nursing assistant program, work for a year or more, then continue on to an RN diploma or BSN degree. Or a person may reach the BSN level, work for a few years, then be supported to continue studies to a masters degree.

After April 1, 1980, persons off-the-job attending educational programs of more than three months duration will be considered on education leave. For institutionally based training south of 60 N.C.P. is allowed a maximum of 10% of total training man-years for use as educational leave. At present the program has 45 man years for the N.W.T., which means, using the 10% figure, they may make use of 52 months of institutionally based training south of 60 each year.

Policy also provides for two short courses per year (under three months duration) for participants whose program is primarily on-job training. The short courses available are for the most part those offered by the Canada Public Service Commission in the general categories of a) Introductory, b) Refresher, and, c) Enrichment. While attending such courses, participants are on regular government expenses, and tuition costs are paid by N.C.P.

2. LEVELS OF SUPPORT.

1) Salaries

Trainee salaries in the N.C.P. are based on each individual's education and experience and cover a considerable range. The lowest, pay level 1, goes from \$7,035 to \$8,246 (1979/80 rates). This would apply to a person with grade 8 educational level and less than 3 years progressively responsible work experience. The highest, pay level 9, goes from \$17,762 to \$20,240. This would be for a person with one year university and 6 years progressively responsible work experience, or an undergraduate degree and 3 years work experience. Isolated post allowances are in addition to these figures.

An example: A trainee attending the Renewable Resources Technology Program at Fort Smith would be on pay level 4, \$12,078 - \$12,933, plus I.P.A.

2) Transportation

The program provides full transportation costs to move participants and dependents to the training location, including movement of household furnishings where necessary. For participants attending long term institutionally based programs at Fort Smith or in the south, relocation is provided at the beginning and at the end of the program only. Travel costs to move to summer work is provided for the student/trainee only.

3) Tuition

100% of tuition costs are paid for by the N.C.P.

4) Books & Supplies

Participants must purchase all of their own books and supplies.

5) Husband & Wife Teams

In the case of husband and wife teams attending full-time institutionally based programs, new policy will be that one spouse will be on regular training salary plus costs, and one spouse will receive costs only, (transportation and tuition).

6) Current Data on Educational Assignments

At the time of writing, 13 participants were on full time educational assignments south of 60, and 15 were attending programs

at vocational and higher education Fort Smith. All of these will be in O.J.T. situations for approximately four months this summer.

3. ADMINISTRATION

The program has a regional manager, career counsellors, and support staff in Yellowknife and in Whitehorse. There are selection committees at each location comprised of three career counsellors and the regional manager, and one management committee comprised of the two regional managers and the program director from Ottawa. There are no external committees or boards.

Coordination with training programs in other jurisdictions, such as N.W.T. Personnel, is done on a personal basis by the regional managers. This helps overcome to some extent duplication of effort, undesirable pirating, and competing for the same limited human resources (trainees/students).

ALBERTA STUDENT FINANCIAL ASSISTANCE PROGRAM

1. PHILOSOPHY AND POLICY

The philosophy behind the Alberta Student Financial Assistance Program is defined as follows:

- 1) You qualify for assistance on the basis of financial need.
- 2) Assistance is to supplement, not replace, your own financial resources and those of your immediate family. You will be expected to contribute to the cost of your own education and, depending on your circumstances, your parents or spouse may also be expected to contribute.

The policies and practices of the Alberta program are described in the booklet, "Financial Assistance for Alberta Students", published by the Students Finance Board, and in the Students Finance Act and the Students Loan Guarantee Act and their respective regulations.

One rather interesting feature of their policy is that, in their major post-secondary institution programs, all aid starts out as a loan, using funds from both the provincial and federal student loan plans, and if certain criteria are met part of the loan will be paid off by the government under a loan remission plan, thus converting it to a grant.

2. TYPES OF AID PROGRAMS

Their booklet identifies four major provincial programs:

2.1 STUDENTS FINANCE BOARD PROGRAMS

These are primarily for students who wish to pursue long term post-secondary education, either full-time or part-time, and with some support under special circumstances for students completing high school.

2.2 ALBERTA VOCATIONAL TRAINING PROGRAM

This program offers support to adults who are unemployed, underemployed, or who need academic upgrading in order to pursue education or training. It is especially relevant to adults who are lacking in job skills. It applies to all vocational training programs of not more than 52 weeks, and academic upgrading of indeterminate length.

2.3 VOCATIONAL REHABILITATION OF DISABLED PERSONS PROGRAM

This is a joint Provincial-Federal program for persons who suffer from a mental or physical disability, (similar to the N.W.T.).

2.4 SOCIAL SERVICES AND COMMUNITY HEALTH

A person who is receiving social assistance, and cannot obtain employment and earn adequate income to cover their needs, may receive support from Social Services while participating in some form of upgrading, education or training.

3. LEVELS AND TYPES OF SUPPORT

3.1 STUDENTS FINANCE BOARD PROGRAMS

Primarily, Alberta provides aid to post-secondary students by means of guaranteed loans, with a loan remission scheme that allows the government to repay a portion of the loan for the student. Thus part of the loan may become a grant if certain conditions are met.

Max. Loan in 1979-80 - \$4600 - /year
\$4300 - 8 month academic program

2.2 ALBERTA VOCATIONAL TRAINING PROGRAM

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Max. loan in 1979-80 - \$4600 - /year
\$4300 - 8 month academic program

- Loan Remission eligibility: - 1st year 50%
- 2nd year 40%
 - 3rd year 25%
 - 4th year 25%

The Alberta Loans are approved in conjunction with the Canada Student Loans where financial need beyond \$1800.00 per year has been determined.

Criteria For Establishing Levels of Support

As explained in their philosophy statement, assistance is based on need.

A student's need is calculated by subtracting his financial resources from his educational costs.

Resources

Resources include:

- (1) Summer savings;
- (2) If applicable, parental contribution, spouse contribution, sponsor contribution;
- (3) Part-time employment, if applicable;
- (4) Scholarships, fellowships, bursaries, etc.;
- (5) Value of stocks, bonds, R.R.S.P.'s, R.H.O.S.P.'s, etc.

Education Costs

Education costs are the sum total of:

- (1) Tuition and compulsory fees;
- (2) Books, supplies and instruments;
- (3) Living costs;
- (4) Travel, if required;
- (5) Babysitting, if required;
- (6) Medical costs, if applicable.

The student Finance Board establishes student budgets each year that are intended to cover normal living expenses during the student's course of studies. The budgets are revised, as required, in order to reflect costs of living increases. The monthly budget for 1978/79 and for 1979/80 were established as follows:

	1978/79	1979/80
(1) Single student at home	\$215/month	\$215/month
(2) Single student away from home	\$340/month	\$375/month
(3) Single parent plus first child	\$600/month	\$660/month
(4) Married student	\$660/month	\$660/month
(5) Each child	\$100/month	\$95-160/month (depending on cost of living)
(6) Babysitting	Actual cost, in most cases	Actual cost, in most cases

Normally, a single student who does not have a combination of full-time attendance at a post-secondary institution and/or full-time employment totalling three years will be expected to live in his parents' home if it is within a reasonable distance of the post-secondary institution he is attending and in addition, parents income will be applicable in computing resources.

Examples of Need Calculation (Using 1978/79 monthly budget figures)

- (1) This example deals with a single student in his first year at an Alberta university who must live away from home and whose parents are expected to contribute towards the education costs. He is the only dependent in a family in which his father is the sole wage earner.

Total family income = \$15,000

Expected parental contribution - \$560 (from parental contribution table)

STUDENTS EDUCATIONAL COSTS	
Tuition and Fees	\$ 610
Books and Supplies	\$ 250
Away from home living allowance (\$340 x 8 months)	<u>\$2,720</u>
TOTAL EXPENSES	\$3,580

RESOURCES	
Parental contribution	\$ 560
Minimum student savings	<u>\$ 432</u>
Total Resources	\$ 992

Educational Costs	\$3,580
Resources	minus <u>\$ 992</u>
Loan Eligibility	\$2,588

- (2) This example portrays a married student at an Alberta university whose spouse is employed full-time earning a net income of \$700 per month. They have two children of pre-school age.

Expenses		Resources (during 8 month academic year)	
Tuition and Fees	\$ 610	Net Income	\$5,600
Books and Supplies	\$ 250	Family Allowance	<u>\$ 320</u>
Living allowance (\$860 x 8 months)	\$6,880	TOTAL INCOME	\$5,920
Medical	\$ 100		
Babysitting	<u>\$1,200</u>	MINUS	
TOTAL EXPENSES	\$9,040	Working spouse allowance (\$110 per month)	<u>\$ 880</u>
		TOTAL RESOURCES	\$5,040
	EXPENSES	\$9,040	
	MINUS		
	RESOURCES	<u>\$5,040</u>	
	LOAN ELIGIBILITY	\$4,000	

Data on post-secondary student population in college and university programs (1979-80):

Total student population	50,000
Number on financial aid	15,000 or 30%

The Student Finance Board has a staff of 30 persons to manage and administer the program.

3.2 THE ALBERTA VOCATIONAL TRAINING PROGRAM

The objectives of this program, the kinds of people it serves, and the eligibility criteria for financial support are similar to the N.W.T. Fort Smith programs, and the community adult upgrading programs, with perhaps the one major exception: the applicant must demonstrate financial need in order to receive the allowance.

Assistance may include tuition, books, and related costs, plus training allowances to the following maximum rates:

	ONE RESIDENCE	AWAY FROM HOME OR TWO RESIDENCES
Single - Dependent* on parent	\$ 9.00/day	\$15.60/day
Single - independent	15.80/day	22.40/day
Person with one dependent	18.00/day	24.60/day
Person with two dependents	19.40/day	26.00/day
Person with three dependents	20.60/day	27.20/day
Person with four or more dependents	21.80/day	28.40/day

*("Dependent." means a dependent within the meaning of the Income Tax Act (Canada).)

The rates are based upon 5 training days per week (22 days per month). Allowances are offered to those who show that they cannot finance their education or training with their own resources.

On the application form, applicants must declare their income, the income of their spouse if married or common-law, and the income of their parents if they, the students, have not been self-supporting for one year or more. Also the application must be signed by a career counsellor at the community level who confirms the level of aid needed.

Levels of allowances are based on poverty line figures as determined by the Economic Council of Canada. They are reviewed annually and adjusted if necessary. Some reasonable relationship with C.E.I.C. rates is also maintained.

In their Community Adult Outreach Program, (similar in many respects to N.W.T. Community Adult Education and Upgrading), Alberta provides financial aid to older adults on the principle that:

- getting adults involved in improving their own education will influence their attitude towards education in general, and may be likely to lead to improved attendance and retention rates of children and young adults in the regular school program.

Data on Vocational Training Program student population including full-time Outreach program:

Total student population	10,000
Number on financial aid	9,800 or 98%

(NOTE: D.I.A.N.D. will provide financial aid to Alberta Treaty Indians to attend post-secondary vocational, technical and university programs. They will not, however, provide this aid to persons attending academic programs such as B.T.S.D. or B.J.R.T.)

3.3 VOCATIONAL REHABILITATION PROGRAMS

Levels of aid under this program are the same as in the Vocational Training Program, with provisions for additional assistance related to the disability of the student, such as special travel requirements.

3.4 SOCIAL SERVICES AND COMMUNITY HEALTH

The Department of Social Services and Community Health will in many cases assist clients in training and educational pursuits. Where a person who is receiving social assistance cannot obtain

employment and earn adequate income to cover his needs, Social Services will provide assistance to help the client achieve self-sufficiency through some form of upgrading, education or training.

If a client is presently receiving or applying for social assistance, he may be eligible for special support as a full time student if he is either:

Unemployable due to inadequate education or training but capable of employment if provided with proper training or education,

or,

Underemployed and therefore receiving social assistance as a supplement to present earnings from employment, and the Department of Social Services and Community Health is satisfied that the program offers the Client a reasonable chance to eventually become self-supporting.

Examples:

- (1) the head of a single-parent family who, because of lack of education or training, cannot support the family unit without additional education or training;
- (2) the head of a family who has few or no job skills who despite his/her effort is not able to earn enough to provide for the family;

- (3) the head of a family who, because of inadequate education or training, works for a few months and draws allowance for a few months and requires training or education to break this pattern.

Assistance is available to cover, in addition to the social allowance, the cost of:

Tuition
Books and Supplies
Babysitting
Travel

Statistics on numbers of students supported by Social Services during 1979-80 show about 3000 in total:

1). Under 18 and continuing high school	138
2). Adult academic upgrading	991
3). Pre-employment skill training up to 52 weeks duration	1,567
4). Certificate or diploma programs up to 2 years duration	245

4. OTHER PROGRAMS AND AWARDS

There are a variety of other aid programs available to Alberta, the most significant of which are:

- a) Graduate Scholarships and Fellowships:

These provide annual grants of \$5400.00 and 6000.00 respectively for graduate studies; awarded on the basis of academic attainment and on recommendation of the University;

b) Northern Alberta Development Bursaries:

Available to students who make a commitment to working
in the northern areas of the province on graduation:

Single students up to \$3,500/year

Married students up to \$5,000/year

c) Vocational Teacher Development Grants:

Available to tradesmen who make a commitment to work as
vocational teachers or instructors in Alberta on graduation:

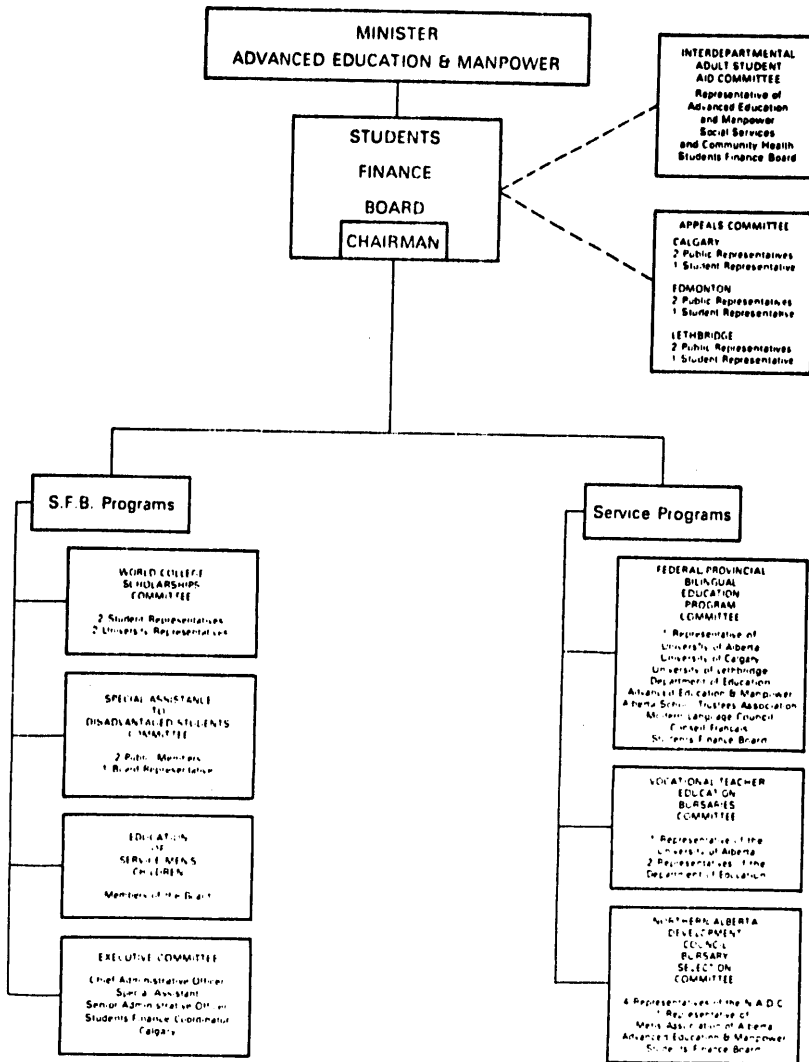
up to \$7,000/year

5. ADMINISTRATION

Each of the major programs described is supported by its own legislative acts and regulations and these define the terms of reference of advisory or regulatory boards or committees that oversee the programs.

An Interdepartmental Adult Student Aid Committee was formed to handle problems that might arise between the funding agencies, or to determine the most suitable combination of funding for students who may receive support from more than one agency, such as social assistance recipients.

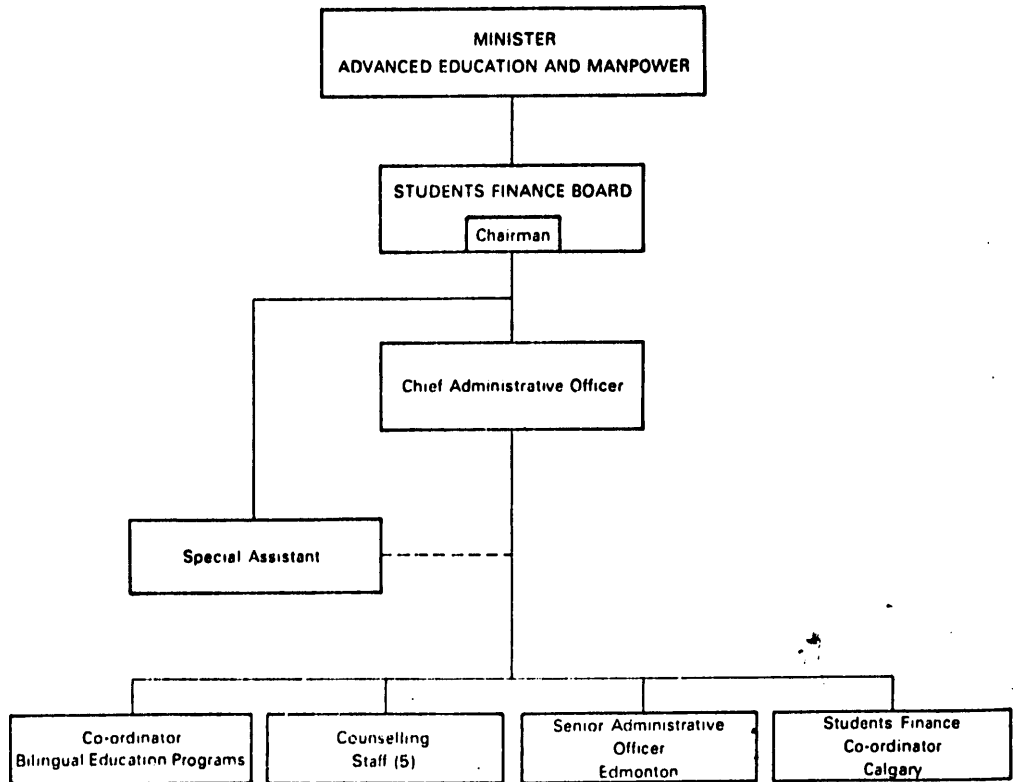
STUDENTS FINANCE BOARD
COMMITTEE STRUCTURE
1 APRIL 1978



ALBERTA
STUDENTS FINANCE
BOARD

ORGANIZATION CHART

1 APRIL 1978



SASKATCHEWAN STUDENT FINANCIAL AID PROGRAMS

Student financial aid in Saskatchewan is provided within three broad program areas:

- 1) The Student Loan and Bursary Program.
- 2) The Non-Registered Indian and Metis Program (N.R.I.M.)
- 3) The Department of Northern Saskatchewan (D.N.S.) Programs.

1. PHILOSOPHY AND POLICY

1.1 Student Loan and Bursary Program

The guiding principle in this program is that ...

"The primary responsibility for paying the costs of post-secondary education rests with the student and his or her family." However, the government of Saskatchewan is concerned that no one be denied access to post-secondary education due to lack of money. For this reason, financial assistance for students with demonstrated needs, is available in the form of loans and bursaries.

1.2 Non-Registered Indian and Metis Program

The Government of Saskatchewan recognizes that Metis and Non-status Indians of the province are unable to gain equal opportunity due to differences in cultural and economic circumstances. To overcome these differences, and alleviate inequities, a program of financial assistance to Metis and Non-Status Indians participating in adult education and training programs is deemed necessary.

The specific objective of the program is:

"To provide assistance to Saskatchewan residents of Indian or Metis ancestry to participate in training courses designed to enhance employment possibilities, local community improvement, and self-worth". Financial need, or a means test, is not considered.

1.3 Department of Northern Saskatchewan (D.N.S.) Programs

The D.N.S. operates several programs of financial aid to students. The underlying principle for all of their programs is that long term northern residents, and particularly native northerners, should be more equally represented in the northern workforce, at levels including senior management, in both the public and private sectors.

Their policies and regulations are so written to reflect this philosophy.

Most financial aid has fairly stringent residency requirements, and in some cases native ancestry or language requirements.

Financial needs, or a means test, is not considered at present, although there is some thought of introducing this for their Northern Careers Plan, (which is somewhat similar to the N.W.T. Grants and Bursaries Program).

2. TYPES AND LEVELS OF SUPPORT

2.1 The Student Loan and Bursary Program

The Loan and Bursary program is operated in conjunction with the Canada Student Loans Plan. This program is further divided into three sub-program areas:

- 1) The General Loan-Bursary Program: under which a student can be eligible for a maximum of \$3600 in an academic year, made up of \$1800 Canada Student Loan and \$1800 Provincial Bursary.
- 2) A Scholarship Program: which is primarily directed towards post-graduate students and provides grants of from \$1800 - \$5000 annually based on academic excellence. Approximately 30% of graduate students are receiving aid under this program.
- 3) Special Program: This allows the Department to direct a portion of the provincial funds to provide special bursaries to students taking studies leading to employment in shortage occupations within the province. Some examples: Health bursaries, Library bursaries, Teacher Training, Social Service Workers, Cooperatives, and others.

The total budget for the Student Loan and Bursary program in 1979-80 was approximately:

Canada Student Loans	\$8 Million
Provincial Bursaries	\$7 Million

and the Provincial Bursaries was divided as follows:

a) the general program	\$4 Million
b) the scholarship program	\$2 Million
c) the special program	\$1 Million

(All figures are rounded approximations).

In 1979-80 total student population in Post-Secondary programs
(colleges and universities) approx. 20,000

Number of applicants for Loan-Bursary
approx. 6,000

Number approved for Loan-Bursary:
approx. 4,800

or about 80% of applicants, which is about 25% of the total
post-secondary student population.

It requires a full time staff of 8 persons to administer this
program.

2.2 The Non-Registered Indian-Metis Program (N.R.I.M.)

Assistance available under this program include:

- a) Tuition costs
- b) Textbooks and supplies specified by the school
- c) Training allowances similar to C.E.I.C. rates
- d) Funding for activities designed to increase the effectiveness of the program.

2.3 The Department of Northern Saskatchewan (D.N.S.) Program

There are four sub-programs in the D.N.S. program in which financial aid is provided, (others are either part-time or correspondence.)

1. The Northern Careers Program
2. The Northern Training Program
3. The Options North Program
4. The Northern Teacher Education Program (NORTEP)

1) Northern Careers Program

- Operated by the Northern Continuing Education Branch.
- Objective: to provide financial assistance to northern residents to enable them to attend Post-Secondary Education. Very similar to N.W.T. Grants and Bursaries Program.

The aid plan is presently under review with revisions being considered.

Present Program - length of residency in Northern Saskatchewan is the main criteria.

2-5 Years: Transportation Assistance only.

5-14 Years: Add tuition, books, etc.

15 Years & Over: Add daily stipend as follows:

single:	\$15.00/day
1 dependent:	\$18.25/day
2 dependents:	\$19.00/day
3 dependents:	\$21.00/day
4 dependents:	\$22.50/day

Duration of assistance: 24 training months.

The rationale being that these criteria would favour and encourage native students to go to college or university. However, in practice, it is not achieving this aim, and primarily non-native students are taking advantage of it.

Revisions Being Considered

- Will retain a modified residency requirement at a minimum of 5 years residency in Northern Saskatchewan.
- And add a needs requirement based on gross income of student and/or parent:

Gross income below 18,000/year - full benefits

Gross income 18,000-28,000/year - half benefits.

- Duration of assistance - increased to 32 months, or 8 semesters, or 4 academic years.
- Revised daily stipends:

	<u>Per Day</u>	<u>Per Week</u>
Single:	\$16.50	\$82.50
1 dependent:	19.25	96.25
2 dependents:	20.50	102.50
3 dependents:	22.00	110.00
4 dependents:	23.50	117.50

(These rates are based on 5 training days/week).

- Transportation, tuition and book allowance will continue to be paid.
- A Day Care allowance will be added that will provide up to \$10.00/day for child care based on actual costs.
- If student is supporting two residences an additional \$125.00/month may be paid.

- Added also will be an entry/exit payment equal to two weeks stipend. This is an extra to assist in settling into a new environment, locating accommodation, services, etc.

2) Northern Training Program

- Operated by the Northern Continuing Education Branch.
- Objective: to provide training in skill programs, adult basic education 0 - 10 and 10 - 12, and special interest courses.
- Financial aid in the form of allowances may be paid by D.N.S., C.E.I.C., or Unemployment Insurance. Very similar to N.W.T. Fort Smith and Community Adult Education Programs. Same rates as C.E.I.C. apply.

3) Options North Program

- Operated by the Northern Personnel and Training Branch of the Saskatchewan Public Service Commission.
- Objective: to provide educational opportunities for native northerners so they can rise to middle management positions within the Department of Northern Saskatchewan.
- Combines both on-job and institutional training, but primarily institutional.
- Up until last year trainees were paid at 80% of salary for the position. This was changed to an allowance scale last year at considerably reduced levels of support, particularly for young single trainees with no previous work experience.
- Allowance scale ranges from \$467/month for a single

person with no dependents and no previous work experience, to a maximum of \$1580/month for a person with three children, a non-working spouse, and five years work experience.

- Trainees can be supported in the program for up to four years at university.
- Tuition costs, books, and a relocation allowance are also provided.
- Selected applicants must sign a written contract agreeing to work back one month in the north for every month of sponsorship at college or university.

4) Northern Teacher Education Program (NORTEP)

- Operated by the Northern Lights School Division with funds provided by the Department of Education.
- Objective: to provide an opportunity for northern residents to train to become teachers, and to train in their local communities.

Levels of Aid:

There are two groups of students:

- 1) Those on the payroll of various local school boards as Teacher Aides or Assistant Teachers, who, voluntarily, may apply for the program. This group remains on their normal salary while training. At present this averages about \$13,000 - \$14,000/year. This group will phase out over a period of years as all gain certification.

- 2) Group Two are students with no previous attachment to teaching. This group is paid an allowance of:

1st Year	\$710/month
2nd Year	750/month
3rd Year	790/month
4th Year	840/month

The allowance is paid in the form of a salary by the Northern Lights School District. (The School District receiving a grant from the Provincial Government to cover this.) Being based on the concept of a salary, there are no additional allowances for dependents, or for day care, it is the principle of equal pay for equal work. This was the choice of the student.

In addition to the salary or allowance, both groups are provided:

- a) return transportation
- b) tuition costs
- c) accommodation, or room, at no charge (but does not include food or meals)
- d) books and supplies.

At present approximately 75% are in the first group and 25% in the second group. But, as already mentioned, the first group will eventually phase out over a few years.

The program has been operating since 1976-77.

There are between 250 and 300 teachers in the Northern Lights School District altogether.

A significant feature of the Saskatchewan NORTEP is that anywhere from 50 to 75% of the training is on-the-job under the supervision of cooperating teachers. Students may take no more than two formal classes per semester. To take one formal class means attending the center in La Ronge for one week each month, and two formal classes requires two weeks at La Ronge each month. Classes are offered in three semesters:

September - December

January - March

April - June

And a Summer Session.

3. ADMINISTRATION

With its multiplicity of programs Saskatchewan is faced with many of the same coordinating type problems as the Northwest Territories. And in their Northern Programs they are very much in a developmental stage in a number of areas, as we are.

They see advantages in having a number of different aid programs that outweighs any disadvantages. Primarily it allows flexibility to move support funds to where they may be most needed, and to increase or decrease aid in particular areas without having to adjust all student aid.

The Student Loan and Bursary Program is administered by the Student Services Branch of the Department of Continuing Education in Regina. Applications are processed as they are received by the administrative staff, applying standard assessment criteria.

There is a Scholarship, Bursary and Loan Committee to advise and make recommendations to the Minister, which consists of representatives from government, educational institutions, and student councils.

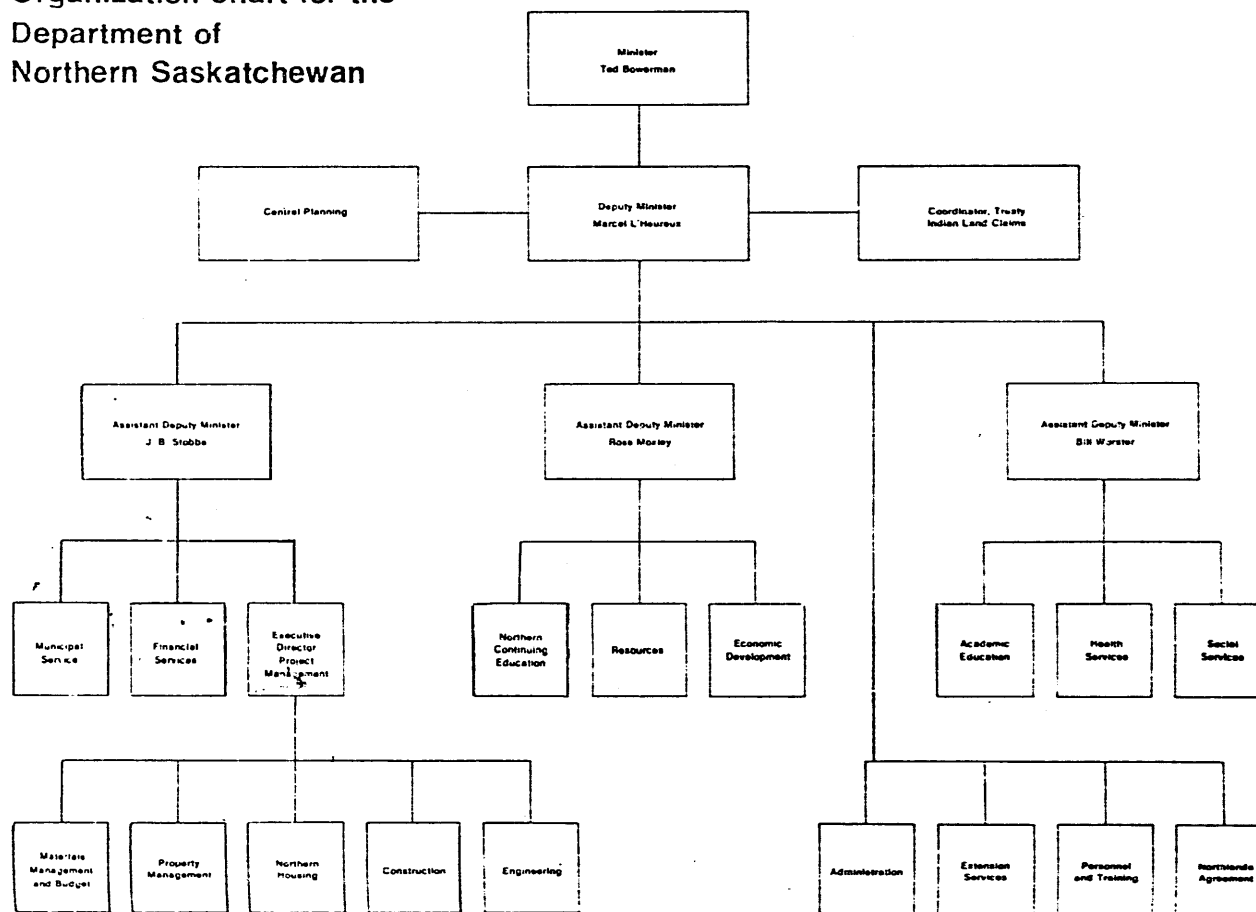
The Non-Registered Indian and Metis Program is administered by the Occupational Training Division of the Department of Continuing Education.

The Department of Northern Saskatchewan Programs are administered separately by each Branch within the Department, or, in the case of NORTEP, by the regional School District and Local School Boards.

Coordination between programs is accomplished in part by committees of deputy ministers or assistant deputy ministers from the departments concerned. These are small committees of senior personnel that can move quickly and decisively in shaping policies and directing aid funds to where they are most needed.

The Department of Northern Saskatchewan is unique in provincial government models. It is a means of allowing an area of the province considerable autonomy to shape policies and programs specific to its needs, and to manage and administer its own budget. There are some parallels to the concept of "regional government" in the territories and it perhaps deserves closer study by the territories as the process of devolution continues in the north.

Organization chart for the Department of Northern Saskatchewan



PROGRAM: YUKON STUDENTS' FINANCIAL AID PROGRAM1. FINANCIAL AID (TRAINING ALLOWANCES) TO VOCATIONAL AND COMMUNITY ADULT EDUCATION (C.A.E.) STUDENTS

1. Students must complete and sign an application for assistance in which they state the financial aid is essential if they are to attend training.

2. Present allowance scale is:

		% of Students
Single, living at home	\$20.00/week	78%
Single, away from home	\$70.00/week	24%
One child dependent	\$85.00/week	11%
Two child dependents	\$100.00/week	2%
Three child dependents	\$115.00/week	7%
Four child dependents	\$130.00/week	15%

If maintaining two residences \$45.00/week (additional)

3. All but 2 students presently attending Whitehorse Vocational Training Centre are receiving allowances.
4. All students pay a tuition fee of \$5.00/week or \$20.00/month.

The purpose of the fee is to develop within the individual the feeling and attitude of contributing to their own development.

5. Students living in residence pay \$50.00/week for room and board. This is estimated as being 50% subsidized.
6. There is no ordinance or regulations at present governing the aid program to the vocational/C.A.E. students.

7. There is no means test, students do not have to substantiate financial need beyond a statement on the application form that financial aid is essential.
8. Apprentices on the Yukon Government payroll continue on full salary while attending apprentice theory training, whether in the south or in the Yukon.
9. Aid to apprentices in the private sector varies depending on company policy or union agreements. If not retained on salary by their employer they will be on U.I. benefits or C.E.I.C. allowances.
10. Refugees, e.g. "The Boat People" are eligible for the same financial aid immediately on taking up residency in the Yukon.
11. While there is no stipulated maximum duration for aid under this plan, all courses in the Yukon are of 5 months duration, thus in effect limiting the aid to that length of time.
12. The Yukon now has a Teacher Education Program underway in affiliation with U.B.C. They spend two years training in the Yukon and one year at U.B.C. Financial aid to T.E.P. students follows the scale defined in the Yukon's Student Assistance Ordinance, details of which follow.

2. FINANCIAL AID TO COLLEGE, TECH. INSTITUTE AND UNIVERSITY STUDENTS THROUGH THE STUDENTS' FINANCIAL ASSISTANCE ORDINANCE

1. A committee called the Students' Finance Assistance Committee administers this ordinance.
2. The intent of the ordinance is to provide aid to students attending Technical Institutes and Universities primarily, however it also applies to T.E.P. students in the Yukon.
3. Eligibility is based on length of residence in the territory, which at present is 2 years.
4. The level of assistance is:
 - a) all fees up to a maximum of \$660/academic year
 - b) books and supplies up to \$150/academic year
 - c) a living allowance of \$1,000/academic year
 - d) one return fare per calendar year equivalent to Vancouver or Edmonton by air.
5. Duration of assistance is up to five academic years, or ten semesters.
6. A person is considered independent, i.e. parental income is not a factor in assessing financial need or resources, when 19 years of age or older.
7. In 1979-80, 235 persons were sponsored under the grants program at a total budget of \$396,000 excluding administration costs.

GREENLAND - SUMMARY OF STUDENT FINANCIAL AID

1. 2 years minimum residency requirement.
2. Travel costs to and from educational institution. All residents and dependents have the right to return travel costs. This includes travel to Denmark. Not based on means test.
3. All receive a basic allowance, without regard to means.
4. Stipends are provided to students in long term programs. The amount is based on need, and depends on income and savings of the student, spouse and/or parents.
5. Under certain circumstances government guaranteed loans are also available.
6. There are no age limits for eligibility for aid.
7. Financial aid is paid monthly in advance.
8. Government provides two basic options:
 - a) Pays all room and board and basic maintenance costs while training - no allowances, or
 - b) Provides an allowance and student pays all his own maintenance costs.
9. Level of aid depends on whether living at home or away from home.
10. Single parents get the same level of support as they would on social assistance.
11. With married students, a working spouse is expected to contribute some support.

12. Special rules apply to apprentices and skilled workers who must leave work to attend institutional training.
13. Students may get additional support from Social Assistance if needed.
14. For single students under 23 years of age, the total net taxable income of both parents is used in calculating the amount of aid to be provided by the government plan. A set of tables is then used to read off the amount parents are expected to contribute (similar to the Canada Student Loans and Provincial formulas).
15. For married students another formula is used to calculate the expected contribution from students own income and that of working spouse.

With loans, payback starts one year after completion of education. The government pays all interest up until then. Payback must be completed within a 10 year period, and at an interest rate of no more than 1% above the prime rate for the National Bank.

For education programs of longer than 10 months duration, vacation travel for students and dependents is also provided. The rules are: for the first two years of the program, one vacation travel every six months, and after that one vacation travel per year.

UNESCO RECOMMENDATION

The General Conference of UNESCO, meeting in Nairobi in October 1976, adopted a very significant recommendation directed to member states on the development of adult education.

The General Conference asked member states to take whatever legislative or other steps may be required to give effect to the principles of this recommendation.

The recommendation, which includes specific reference to financial aid to students, calls on member states, among other things, to:

1. recognize that adult education can contribute decisively to economic and cultural development, and social progress.
2. recognize that literacy is a crucial factor in political and economic development, in technological progress, and in social and cultural change.
3. recognize adult education as a necessary component of its education system, and as a permanent element in its social, cultural, and economic development policy.
4. allocate public funds to adult education in proportion to the importance of such education for social, cultural and economic development. The allocation of such funds should cover at least:
 - to students or trainees:
 - a) compensation for loss of earnings
 - b) tuition costs
 - c) accommodation costs where necessary
 - d) travel costs where necessary

in general

- a) provision of suitable facilities
- b) production of learning materials
- c) remuneration for further training of educators
- d) research and information costs

In terms of direct financial aid to students, the underlying principle in the UNESCO recommendation is that:

"For the individual, lack of funds should not be an obstacle to participation in adult education programs. Member States should ensure that financial assistance for study purposes is available to those who need it."

UNESCO DEFINITION OF ADULT EDUCATION

In their recommendation:

- the term "adult education" denotes the entire body of organized educational processes, whatever the content, level and method, whether formal or otherwise, whether they prolong or replace initial education in schools, colleges and universities as well as in apprenticeship, whereby persons regarded as adult by the society to which they belong develop their abilities, enrich their knowledge, improve their technical or professional qualifications or turn them in a new direction and bring about changes in their attitudes or behaviour in the twofold perspective of full personal development and participation in balanced and independent social, economic and cultural development."

O.E.C.D. 10-NATION STUDY ON STUDENT AID¹

In 1978 the Organization for Economic Development and Cooperation (O.E.C.D.) published the results of a study of student support schemes in 10 O.E.C.D. countries. The countries in the study were: Australia, Canada, France, Germany, Japan, Netherlands, Norway, Sweden, U.K. and the U.S.A. The study concerned primarily the aid to college and university students.

A summary of the trends in these countries is as follows:

1. student aid, whether in the form of grants or loans, is increasingly being distributed in accordance with financial need, rather than academic merit.
 2. there is a trend to award financial aid on the basis of a student's own level of income, rather than that of his parents.
 3. there has been considerable pressure in some countries for the abolition of a parental means test.
 4. at present, the age at which students achieve financial independence from their parents varies from 19 (in Sweden) to 27 (in Germany 1975). The trend is to reduce the age at which students are assumed to be independent. (It is increasingly recognized as an anomaly that young people should be free to vote, or to marry, at the age of 18, but still regarded as financially dependent on their parents up to the age of 25 or even older).
 5. there is a trend towards coordinating all forms of direct and indirect aid into a single system of grants and/or loans rather than a more mixed system based on tax concessions and other forms of aid. The trend is increasingly to provide aid directly to students in the form of grants, or combined grants and loans.
1. Woodhall, Margaret E. Review of Student Support Schemes in Selected OECD Countries Organization for Economic Development and Cooperation, Paris 1978.

6. in countries that make some use of loans as a means of financing aid to students, there is a trend towards increasing the length of repayment period so that graduates may spread the burden of repayments over a greater period of their working life.
7. the problem of inflation has caused many countries to increase the frequency with which levels of aid are changed.
8. changes in labour market conditions for graduates has been partially responsible for a trend away from use of student aid as a means of influencing the supply of graduates in particular occupations. (However special aid provisions are still sometimes suggested as a way of attracting students to train for particular occupations. Several countries still have special aid provisions for attracting students to teaching for example.)
9. underlying these reforms is a general trend towards treating students on a more uniform basis in the provision of financial aid. Several countries have introduced, or are planning to introduce, a basic grant for all students, which can be supplemented where necessary by additional grants or loans. This means that the proportion of students receiving government aid is generally rising.
10. it is increasingly being argued that a shift of aid resources away from students in higher education towards upper secondary pupils may be needed to achieve true equality of opportunity. There is growing recognition of the fact that a major cause of the lower rate of participation of certain categories of students in higher education is that so many leave school at the minimum leaving age without obtaining the qualifications necessary for entry to higher levels.
11. in most cases, even the maximum award to students is below the average expenditure by students on maintenance and other costs. The purpose of student aid in the countries in the review is to help students meet their living expenses, rather than fully compensate them for all expenses or for their loss of earnings.

In Australia, for example, it has been proposed that financial aid should cover 80 per cent of actual average expenditure of a student.

12. in terms of training for employment, the Swedish Labour Market Board has adopted a policy that, "to create an incentive to enter training, the total financial aid is tailored to fall between average employment earnings and unemployment insurance benefits". The Board also provides special bonus allowances for applicants undertaking training in shortage occupations.

And in Britain it has been proposed that, "the level of training allowances must be sufficient to put a person who is unemployed in a better financial position when undergoing training than he would be simply by drawing unemployment benefits".

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REPORT
OF THE
ADVISORY COMMITTEE
ON
STUDENT FINANCIAL AID

May 1980

MANAGEMENT SUMMARY

Government of the
Northwest Territories
May 1980

STUDENT AID STUDY - MANAGEMENT SUMMARY

(For details see REPORT OF THE ADVISORY COMMITTEE ON STUDENT FINANCIAL AID, May 1980 - Government of the Northwest Territories.)

I. TERMS OF REFERENCE

1. Examine philosophies and principles on which student allowances are paid, present differences in philosophy and make recommendations on a Territorial philosophy.
2. Survey all northern Adult Education and Training Programs to determine the level of support that various categories of students receive, and legislation or agreements covering this support.
3. Through consultation with students and the Department of Social Services, establish levels of support that are in accord with the recommended philosophy.
4. Clarify overlapping jurisdictions and make recommendations on the administration of student aid at the Territorial level.

LEGISLATIVE ASSEMBLY MOTION

The Committee takes note that after this study had been initiated, the Legislative Assembly of the Northwest Territories debated the issue of financial aid to students and subsequently passed a motion that reads:

THAT THIS ASSEMBLY URGE THE ADMINISTRATION TO REVIEW THE STUDENT GRANTS AND BURSARIES PROGRAM FOR VOCATIONAL AND HIGHER EDUCATION IN THE NORTHWEST TERRITORIES AND REPORT BACK WHEN THEY HAVE FORMULATED SUITABLE RECOMMENDATIONS BUT NOT LATER THAN THE SUMMER SESSION.

The study sought to address all of the issues inherent in the motion, and in the debate surrounding the motion, and the study report seeks to provide the recommendations and decision making data requested by Council.

II. PHILOSOPHY AND POLICY

Major Conclusion

For the most part, financial aid should be based on financial need, but with some exceptions such as to compensate for geographic disparities, and where government development policies would dictate the use of incentives to influence the supply of labour to certain occupations, or to ensure proportionate representation of various groups in employment and education.

Recommendations on Philosophy and Policy

1. Financial Need

That financial aid be provided on the basis of need and that need be assessed on the basis of the resources of the student, his responsibilities, and the program chosen. Parental income will not be used to assess a student's resources.

2. Incentives and Labour Market Demand

That financial aid be provided as an incentive to encourage participation in educational or training programs leading to employment in shortage or priority occupations or to encourage older adults to participate in literacy development programs.

3. Geographic Disparity

That certain aid such as transportation and the cost of tuition and books be provided to all students, without a needs assessment, to help overcome geographic disparity.

4. Academic Achievement

In recognition of the extra financial demands on post-graduate students, and to encourage those capable of obtaining advanced degrees or entering research, special scholarships may be provided in addition to other applicable aid.

5. G.N.W.T. In-Service Trainees

It is recommended that sponsorship under the Trainee Program to full-time institutionally based programs - i.e. programs requiring 50% or more of a trainees' time in any 12 month period - be limited to persons with a minimum of 3 years attachment to the G.N.W.T. work force.

It is recommended that trainees who are recruited as new entrants to the G.N.W.T. work force be eligible for sponsorship to one semester or four months of institutionally based studies each year at trainee salary rates.

6. Proportionate Representation

That financial aid be used to influence the participation rate of particular groups, such as long term northern residents, in education or training programs.

7. Grant or Loan

That the possibility of providing part of the aid in the form of a loan be considered following an appropriate trial period with the proposed new plan.

III. LEVELS OF SUPPORT

Major Conclusion

Present levels of support are short of requirements by a substantial margin for many students, and students with dependents are particularly at a disadvantage under the present allowances structure.

This conclusion is based on student budgets arrived at by a combination of: actual student expenditures; Alberta Student Finance Board figures; Social Services food basket allowances; Statistics Canada data; and national poverty line figures.

RELATIONSHIP OF LIVING ALLOWANCES TO STUDENT EXPENSES AND LIVING COSTS

	Current Allowance Rates	ACTUAL STUDENT EXPENSES OR BUDGETS 1979-80				Social Development Poverty Lines 1978
		South of 60*	Fort Smith	Frobisher Bay	Alberta Finance Board	
Single Student Living At Home	\$25.	\$__	\$40.	\$53.	\$54.	\$__
Single Student Living Away From Home	N.W.T.	70.	___	75.	88.	___
	South of 60	56.	77.	___	___	94.
Student With One Dependent	90.	128.	120.	150.	138.	158.
Student With Two Dependents	100.	160.	160.	182.	190.	190.
Student With Three Dependents	110.	210.	190.	210.	215.	220.
Student With Four Dependents	125.		200.	244.	240.	253.
If Maintaining Two Residences	45.	___	___	___	___	___

For ease of comparison all figures have been converted to rounded weekly dollar values.

Recommendations on Levels of Aid

That levels of aid be revised according to the structure that follows. (Study findings show that subsidized accommodation rates at Fort Smith campus almost exactly balance the cost of living differences between north and south, thus the same Allowable Budgets are proposed for students at Fort Smith and in the south. For more isolated communities, such as Frobisher, Allowable Budgets would be higher.)

PROPOSED STUDENT AID FOR 1980-81 IN WEEKLY ALLOWABLE BUDGETS*

	Proposed New Allowable Budgets*	Current Allowance Rates
1. Living Allowances		
- Single, at home	\$ 60.	\$ 25.
- Single, away from home - N.W.T.	105.	70.
- South	105.	56.
- One Dependent	188.	90.
- Two Dependents	228.	100.
- Three Dependents	264.	110.
- Four Dependents	305.	125.
2. Maintaining Two Residences	55.	45.
3. Tuition	100%	100%
4. Books and Supplies	Actual Costs up to \$250/yr.	150./year
5. Child Care Supplement	Actual Costs up to \$30./child/week.	Actual Costs up to \$10./child/week.
6. Transportation	No change proposed.	
7. Excess Freight	No change proposed.	
8. Clothing Allowance	Included in Living Allowance	
9. Tutorial Assistance	On Recommendation of Dean or Department Head.	
10. Special Equipment/Clothing	When certified as necessary by Institution.	
11. Special Services/Contingencies	Special Circumstances such as bereavement.	Nil

*NOTE 1: The basic principle is that aid be based on need. This requires a needs assessment that is based on some form of budget calculation. Hence the use of the term "Allowable Budgets" rather than "Allowance Rates".

*NOTE 2: Allowable budgets shown are base rates for South Mackenzie communities, and south of 60 . Percentage increases are proposed for other communities following the scales used by the Department of Social Services for food allowances.

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The level of aid to be provided will be based on need, and the proposed new allowable budget figures for living allowances are to be used in preparing the needs assessment. A student's need is calculated by subtracting his financial resources from his allowable budget, and a student's contribution to his educational costs will be based primarily on his employment income.

It is recommended that, to eliminate geographic disparity, the transportation allowance and the cost of the tuition and books be provided to all students without a needs assessment.

It is recommended that a Special Aid Program be initiated that will provide incentives in addition to regular aid. Some examples might be:

1. Priority Occupations Incentives Grant.
2. Post-graduate Studies Grant.
3. Native Language/Second Language Development Grant.

Others may be added as the need arises.

IV. ADMINISTRATION OF STUDENT AID

Recommended that student and trainee financial support schemes be consolidated within two broad plans:

1. A Northwest Territories Student Aid Plan
2. A G.N.W.T. In-Service Training and Development Plan.

The N.W.T. Student Aid Plan to be under the direction of a Student Financial Assistance Board and administered by the Department of Education. This Plan would cater to all students, whether in community adult education programs, vocational institutes, colleges or universities.

The In-Service Training and Development Plan to be under the direction of an Interdepartmental Committee on Training and Development (replacing the present Interdepartmental Committee on the Employment of Northern Residents) and administered by the Department of Personnel.

*Sessional
Paper #2*

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OF THE
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May 1980

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