

REPORT
OF THE

MINISTRY OF COLLEGES AND UNIVERSITIES

NATIVE ADVISORY COMMITTEE

THE MINISTRY OF COLLEGES AND UNIVERSITIES
PROPOSED NATIVE EDUCATION AND TRAINING STRATEGY

January, 1991

PREFACE

In response to the issue of Native access to, and retention in postsecondary institutions, the Ministry of Colleges and Universities (MCU) initiated the development of a Native post-secondary education strategy. In order that the strategy reflect the educational needs and priorities of Native people, an MCU Native Advisory Committee was established. This committee comprised representatives from Native organizations, colleges, universities and the ministry.

The mandate of the advisory committee was to develop, through a partnership process, a Native education strategy applicable to the existing system of postsecondary education in Ontario. The following Native organizations were represented on the Advisory Committee:

- Chiefs of Ontario Joint Indian Association
- Association of Iroquois and Allied Indians
- Nishnawbe-Aski Nation
- Union of Ontario Indians
- Ontario Federation of Indian Friendship Centres
- Ontario Metis and Aboriginal Association
- Ontario Native Women's Association

The participating Native organizations have made it clear from the outset that this strategy process is a short-term process that forms a small part of their efforts towards the long-term, educational agenda of their people. It was agreed upon by all parties participating in the strategy that the content and discussion of these short-term, limited initiatives would not abrogate or derogate from any and all issues relating to self-government undertaken by individual Native organizations at present or in the future.

It is understood by all parties participating in the development of this strategy that the long-term goal of Native organizations is Native control of education for Native people.

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I ISSUE

How to increase Native¹ participation in, and graduation from, Ontario's colleges and universities.

II BACKGROUND

1.0 GENERAL BACKGROUND:

1.1 Provincial Corporate Native Affairs Policy

- The provincial corporate Native Affairs Policy was approved by Cabinet in October, 1985. The Government endorsed the constitutional entrenchment of rights to self-government for Native people, and called for a proactive and developmental approach to Native affairs based on the goal of promoting Native self-reliance and self-determination.
- Within this corporate policy, principles were adopted as a guide to ministries in the development of policies in respect to the provision of provincial programs and services for Native people. These principles encouraged ministries "to provide Native-specific services to meet the needs of Native people and to support the protection of their culture;" and recommended that initiatives "should also be developed in consultation with Native people."

1.2 Jurisdictional Responsibility for Native Education

- The Constitution Act, 1867, under s.91(24), gives the federal government the power to legislate with respect to "Indians, and Lands reserved for the Indians." The provincial governments are given the authority to legislate, under s.93, in relation to education. Responsibility for Indian education involves, therefore, an element of concurrent legislative competence.
- The federal Indian Act, in subsection 4(3), limits the application of the education provisions of that Act to Indians between the ages of 7 and 17 ordinarily residing on a reserve or on Crown lands. With regard to Indian people who reside off-reserve, the Ontario Education Act, R.S.O. 1980, c.129, as amended, treats them, for purposes of education, in the same way as any other provincial resident.

¹ The term "Native", as used in this report includes Registered or Status Indians, Inuit, Metis, and other non-Status Indian people.

i) Elementary and Secondary Education

- The Federal Government is financially responsible for providing elementary and secondary education services for all status Indians. As of April, 1986, the Federal Government has been committed to transferring the administration of education programs to Indian Bands.
- The Ontario Government provides for the education of non-status Indians, Metis, and status Indians living off-reserve. Provincial education services are provided to some bands through formal tuition and capital agreements between the federal government and the school boards on the basis of full cost recovery from the federal government.

ii) Postsecondary Education

- The federal government has assumed additional obligations for Native education, but it contends that it is not legislatively or constitutionally responsible for postsecondary education for status Indians.
- Through their non-statutory, Postsecondary Education Assistance Program (PSEAP), commonly known as E-12, financial assistance is made available to status Indian² and Inuit students attending postsecondary institutions. The federal government also provides a small amount of funding for the development of Native targeted postsecondary programs on a special or pilot project basis.
- Ontario's postsecondary institutions, are responsible for the delivery of academic programs and adult training to all provincial residents, including Native students, who meet the eligibility criteria. Also, in response to the special needs of the Native population, some postsecondary institutions offer Native-specific programs and services. The provincial government, through the postsecondary institutions operating grant, provides funding for Native programs and support services at postsecondary institutions.

² Including Indian people who have been reinstated as registered Indians in accordance with "An Act to Amend the Indian Act 1985."

- Since responsibility for Indian education involves an element of concurrent legislative competence, there is a need to clarify the roles and responsibilities of the federal and provincial governments in order to ensure that Native people have access to a level of educational services equal to that enjoyed by other provincial residents. These educational services however, should be tailored to Native people's special needs and circumstances.

1.3 Native Education - Current Situation

- Native people have lower than average levels of education. In Ontario, only 25% of younger³ status Indians have received some postsecondary education compared to 49% of the younger non-Native population⁴.
- Ontario secondary students are nine times more likely to graduate from high school than Native students living in northern communities⁵.
- Native people are under-represented in all occupational categories, particularly in professional and health-science occupations.
- Natives with a college or university education have similar or higher employment rates than non-Natives with the same qualifications. For low levels of educational attainment, Native employment rates are much lower than those of non-Natives.

³ 15 to 24 age group

⁴ Source: INAC customized data based on 1981 Census Canada Data.

⁵ Source: Salasan Associates Inc. A Northern Vision: Guidelines for Secondary Education North of 50 In Ontario - 1988

2.0 MCU's POSITION REGARDING NATIVE POSTSECONDARY EDUCATION:

Given the provincial government's corporate Native Affairs Policy; the jurisdictional responsibility of the province for the delivery of postsecondary programs and adult training to all provincial residents, including Native people, who meet the eligibility criteria; and the disadvantaged position of Native people in terms of educational opportunity; the Ministry of Colleges and Universities decided to develop a strategy which would address the postsecondary educational needs of Native people in a comprehensive manner.

- On July 28, 1988, the Minister of Colleges and Universities wrote to several Native organizations, advising that MCU would co-ordinate the development of a Native Postsecondary Education and Training strategy. The Minister requested that each Native organization designate a representative(s) to assist ministry staff in the development of the Strategy.
- An MCU Native Advisory Committee was established to develop this strategy. This committee, co-chaired by the directors of the College Affairs and University Relations Branches, had representatives from the following organizations:
 - Ministry of Colleges and Universities
 - Chiefs of Ontario
 - Ontario Metis and Aboriginal Association
 - Ontario Federation of Indian Friendship Centres
 - Ontario Native Women's Association
 - Union of Ontario Indians
 - Nishnawbe-Aski Nation
 - Grand Council Treaty #3⁶
 - Association of Iroquois and Allied Indians
 - Colleges of Applied Arts and Technology
 - Universities of Ontario

The Ontario Native Affairs Directorate, and the Ministries of Skills Development and Education have observer status on this committee.

⁶ As of October, 1989, this organization withdrew from the Advisory Committee. However, the Treaty 3 representative agreed to meet with the Native organizational representatives prior to each Advisory Committee meeting to discuss the Strategy initiatives.

2.1 Mandate of the Strategy

- ~~MCU's approach was that this Strategy was to work within the existing postsecondary education system and their legislative framework.~~ It was agreed that this narrowly defined mandate would meet Native short-term goals of ensuring that Ontario postsecondary institutions better address Native students' educational aspirations. This specific Strategy was seen by the Native organizations as an interim approach.

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Native organization representatives indicated that their aspirations and long-term educational agenda are Native control of Native education, including the establishment and funding of Native postsecondary institutions and the amendment of the existing legislative limitations. The Native organizations further stated that there is a need to continue discussions on the long-term educational agenda of Aboriginal people based on the following general concepts:

- i) that Aboriginal community control of all levels of Aboriginal education is an existing Aboriginal right;
 - ii) that the Aboriginal view of education is as a life-long holistic process that sees education as a life-long continuum, covering the entire range of programs and curriculum offered through all relevant ministries of federal and provincial governments;
 - iii) that the education system, as currently administered has failed to meet the needs of the Aboriginal people, and that in order to be improved, the full participation of Aboriginal people will be required; and
 - iv) that the establishment of agenda, priorities and timetable for issues relating to Aboriginal education will be achieved by means of a full partnership between the Aboriginal community and government.
- While the Ministry of Colleges and Universities recognizes that Native organizations have their own long term, educational agenda, the initiatives proposed in this paper only address the short-term agenda of improving the participation and retention rates of Native students in the present postsecondary system.
 - The Strategy acknowledges the special needs and circumstances of Native people in terms of postsecondary education and proposes initiatives to assist colleges and universities in addressing some of these needs.

- The Strategy does not fully address all the factors which contribute to a disproportionate percentage of Native people being disadvantaged in terms of acquiring a post-secondary education, such as the very high Native secondary school drop-out rate. The factors contributing to these problems are very complex and far reaching and can only be resolved through the co-operative efforts of the federal and provincial governments and Native organizations.
- Also, the scope of the Strategy's initiatives are limited in terms of funding constraints and the respective mandate of the ministry, colleges and universities. For example, inappropriate accommodation and inadequate day care arrangements have been identified as factors contributing to the high Native student drop out rate and as barriers which restrict potential Native students from attending postsecondary institutions. However, the solutions to the shortages in family housing and student day care spaces are very costly, require project approval and funding from several other ministries, and will take several years to implement. As a result, the Strategy does not make recommendations in these areas.

III MCU NATIVE EDUCATION AND TRAINING STRATEGY

1.0 STRATEGY GOALS:

TO INCREASE NATIVE PARTICIPATION AND COMPLETION RATES IN UNIVERSITY AND COLLEGE PROGRAMS;

TO INCREASE THE SENSITIVITY AND AWARENESS OF POSTSECONDARY INSTITUTIONS TO NATIVE CULTURE AND ISSUES; AND

TO INCREASE THE EXTENT AND PARTICIPATION OF NATIVE PEOPLE IN DECISIONS AFFECTING NATIVE POSTSECONDARY EDUCATION.

To achieve the first goal, the Strategy proposes:

- i) a range of initiatives designed to increase the graduation rate of Native students enrolled in postsecondary programs by providing ~~additional funds~~ for the following:
 - ~~to increase the level of specialized support services provided for Native students;~~
 - ~~to promote the development of programs and curriculum which are relevant to Native people; and~~
 - ~~to facilitate program delivery in a flexible and innovative manner to Native communities.~~
- ii) a range of initiatives aimed at reducing the barriers that restrict Native access to post secondary institutions, including initiatives in the area of admissions, access programs and Native teacher education.

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To achieve the second and third goals the Strategy proposes:

- . that funding for initiatives developed under the Strategy be extended ~~to all~~ colleges and universities ~~that~~ in the planning, delivery and evaluation of programs and services directed to Native students; and
- . that an ongoing opportunity be provided for the Native community to advise MCU on issues of Native postsecondary education.

The Native organizations represented on the Advisory Committee stated that in order to achieve all three goals, it is necessary that funding be provided to Native organizations ~~to ensure that they have the capacity to participate in a meaningful way in the implementation of the Strategy.~~

2.0 INTER-RELATIONSHIP BETWEEN NATIVE ORGANIZATIONS, POST-SECONDARY INSTITUTIONS AND THE MINISTRY OF COLLEGES AND UNIVERSITIES: (Appendix 1)

In order to increase the extent and participation of Native people in decisions affecting Native postsecondary education, the Strategy proposes that:

- funding for initiatives developed under the Strategy should be conditional upon the establishment of formal institutional linkages with the Native community; and
- MCU should establish a successor body to the MCU Native Advisory Committee which would be responsible for overseeing the implementation of the initiatives.

2.1. Mandatory Funding Eligibility Criteria

Eligibility to access targeted money under the Strategy will be dependent upon a college or a university agreeing to the following:

- i) Ensure that a process exists which would provide local Native community⁷ representatives with direct access to the governing body/Senate on all aspects affecting Native postsecondary education within the institution.
- ii) Establish a college/university Native committee with significant local Native community membership to oversee key Native programs and services. The committee will also assist in the determination of appropriate mature student admissions criteria for Native students and be involved in reviewing the admissions protocol affecting Native applicants.
- iii) Develop in collaboration with the college/university Native committee, a comprehensive "Plan of Action", including an evaluation process, designed to enhance the institution's sensitivity to Native issues and to increase the accessibility and retention rates of Native students within the institution. This plan should be approved by the institution's governing body/Senate.

⁷ The term local Native community, as used in this report, refers to the local representatives of First Nation political bodies, friendship centres, Ontario Metis and Aboriginal Association, Ontario Native Women's Association and Native service organizations.

2.2 Ongoing Native Community Input Regarding Postsecondary Education Issues (Refer to Appendix 1 for more details)

- It is important to establish a successor body to the current MCU Advisory Committee for the purpose of advising the Minister on the educational priorities and concerns of Native communities. Therefore, it is recommended that an ongoing ~~Native Education Council~~ (NEC) be established by Order-in-Council to advise the Minister on all aspects of Native postsecondary education. There would be up to seven government appointees to the council with voting powers, one of whom is the chair. Members would be selected from each of the Native organizations involved in the development of the MCU strategy.
- The purpose of the NEC is to assist the Minister of Colleges and Universities in efforts to increase Native students' access (and their retention in) publicly assisted postsecondary institutions; advise on Aboriginal education institutions, and to bring forward emerging issues and unresolved concerns relating to Native postsecondary education in Ontario. The Committee would also provide assistance in the form of advice to the Minister in respect of programs, services and policies as they relate to Native students, and manage in partnership with MCU, the implementation of the ministry's Native Education and Training Strategy.
- It is further recommended that a secretariat be established to provide the administrative support for the Council. It would have two full-time positions, secretary/receptionist and a coordinator that are appointed under the Public Service Act. The coordinator of the secretariat would report to the Chair of the Native Education Council.
- MCU will cover the travel and accommodation expenses for members of the Native Education Council and a secretariat will be established to provide the administrative support for the NEC. It is anticipated that the annual cost of funding the NEC, including the secretariat, will be approximately \$210,000.

2.3 Proposal Selection Process (Refer to Appendix 1 for more details)

- In responding to funding proposals, there will be a need to determine whether an institution has met the mandatory funding eligibility criteria; which proposals are to be selected for funding; and the amount of funding for selected proposals. Therefore, it is recommended that a [REDACTED] be established to undertake these tasks, and that the Native community be given a major role in nominating members of this important committee.
- Within the context of the policies and priorities identified in the Strategy by the MCU Native Advisory Committee and approved by the Minister, the Proposal Selection Committee would have the primary responsibility for the proposal review and selection process of initiatives funded under the Strategy.

The recommended composition of the committee is as follows:

Membership:

non-voting:	1	MCU
	1	COR
	1	OCUA
voting:	6	institutional representatives with Native educational expertise (3 college representatives, nominated by the Committee of Presidents, and 3 university representatives nominated by the Council of Universities.)
	up to 7	Native community representatives with knowledge of Native educational needs and priorities (nominated by the Native organizations represented on the NEC.)

- MCU will cover the travel and accommodation expenses for members of the Proposal Selection Committee and will also provide administrative support for this committee. The annual costs associated with funding the Proposal Selection Committee will be approximately \$30,000.

3.0 STRATEGY INITIATIVES:

The following provides a summary of the Strategy initiatives. The detailed supporting documents are in the appendices of the Strategy.

3.1 Native Support Services Initiatives (Appendix 2)

- The provision of specialized Native support services will assist postsecondary institutions to achieve the following objectives:
 - i) contribute towards an increase in the Native student graduation rate;
 - ii) improve the quality of life of Native people participating in postsecondary institutions by addressing their physical (recreational), mental (educational), emotional (social) and spiritual (cultural) needs;
 - iii) promote an increased understanding of and respect for Native culture within the institution; and
 - iv) promote increased contact between postsecondary institutions and Native communities.
- In order to encourage postsecondary institutions to enhance their ability to achieve these objectives, it is recommended that MCU establish a Native Support Services Grant. The purpose of the grant would be to increase and enhance the level of Native support services provided by postsecondary institutions. The grant would not be used to replace services currently funded from a college or university's operating grant. This grant would comprise two components:
 - . Native Support Services - Core Fund
 - . Native Support Services - Enhancement Fund

3.1.1 Native Support Services - Core Fund

Objective:

To increase the number of Native counsellors employed by postsecondary institutions.

Type of Initiatives Eligible for Funding:

Native counsellor positions and support service positions for a Native counselling unit.

Funding:

It is recommended that new funding be allocated to support this initiative and that selected institutions would receive 100% MCU funding for a four year period to cover the costs associated with the ~~new positions~~. In order to ensure that future allocations are not completely committed in year 1, it is recommended that the initial size of the fund should be \$1.0 million and that it should increase by \$0.5 million each year until year 4. Therefore, ~~\$10,000,000~~ would be allocated over ~~a 7 year period~~ and funding for new proposals would be available in years 1 through 4. Institutions shall make a commitment to continue such services from their own resources.

For a postsecondary institution to be eligible to receive these funds, it would be required to demonstrate a commitment to meeting the support services needs of Native students on a long-term basis.

3.1.2 Native Support Services - Enhancement Fund.

Objectives:

To enhance the range and quality of specialized support services available to Native students at several colleges and universities.

Type of Initiatives Eligible for Funding:

The enhancement fund would be used for such activities as providing a Native meeting space, developing Native peer tutoring or counselling programs, and supporting projects which would be unique to a particular institution. However, in order to be eligible to apply for the funds, the institution shall have a full-time Native counsellor on staff. Exceptions to this requirement are possible, provided that the institutions can demonstrate to the satisfaction of the Proposal Selection Committee why such an exception should be made.

Funding:

It is recommended that new funding be allocated to support this initiative and that approximately \$750,000 per annum be allocated to the Native Support Services - Enhancement Fund. This fund would be administered from a larger special projects budget. The proposed maximum annual allocation would be \$50,000 per project, and projects would be funded for a maximum of 3 years.

3.2 Native Programs and Curricula Initiatives (Appendix 3)

- The Native Advisory Committee recommends that colleges and universities should be encouraged to develop Native programs and curricula which will achieve the following objectives:
 - o provide Native students with the skills to succeed in either Native or mainstream communities;
 - o provide graduates with the skills required to enable Native communities to achieve greater self-reliance and to promote economic development and economic self-sufficiency;
 - o provide students with the opportunity to study Native culture and languages in a postsecondary environment;
 - o facilitate program delivery in a flexible and innovative manner to Native communities.
- the following initiatives are proposed in order to assist postsecondary institutions to achieve the program and curriculum objectives:

3.2.1 Designated Native Specific Programs - Incremental Funding:

High quality, culturally appropriate, Native-specific programs are more costly to develop and deliver than regular programs because of:

- . lower student teacher ratio;^a
- . higher delivery costs resulting from the effective use of distance education⁹ as part of the delivery mode;

^a The class size for programs targeted to Native students tend to be small because of the small Native population base.

⁹ The majority of Native postsecondary students have not completed secondary school, are often weak in several academic areas and have not developed adequate study skills. As a consequence, these students often experience difficulty in successfully completing courses delivered through distance education. College staff have indicated that course completion rates are significantly increased if the Native students enrolled in a distance education course receives face to face instructional assistance in their home community.

- . high costs associated with providing work placement opportunities in the home communities of Native students which are often located a great distance from the postsecondary institution;
- . higher developmental costs resulting from the necessity to consult and work with Native communities;
- . the high costs associated with the adaptation and/or development of curriculum; and
- . professional development training for those teaching these programs.

The Advisory Committee recommends that incremental funding for designated programs be established.

Objective:

To offset the incremental costs associated with developing and delivering Native programs. This funding would be supplementary to that of regular operating grants.

Funding Criteria:

Based on the recommendation of the Proposal Selection Committee, a program must be "designated" a Native-specific program by MCU. Designation will be based on the program meeting the following criteria:

- . that the program reflect the strategic goals and priorities of the regional Native community as articulated by the college/university Native committee;
- . that the program be developed under the direction of a program advisory committee which has substantial Native representation and when applicable, the membership will include local representatives from First Nation political bodies, friendship centres, OMAA, ONWA and Native service organizations;
- . that the Native program advisory committee have responsibility for reviewing and assisting in the development of the curriculum, advising on the recruitment of staff, and program evaluation; and
- . that the program curriculum contain substantial Native-specific content and provide graduates with the same skill level as graduates in a similar, mainstream program;

Funding:

- It has been estimated that between \$0.8 million and \$1 million in incremental funding would be required in year 1 and that this amount would increase to approximately ~~\$5 million by year 5~~ and would then remain fairly constant thereafter. *highly*
- Both postsecondary and MCU funded adult training (tuition short programs) would be eligible for designation and incremental funding.
- Once an operating program has been designated, the college/university will receive incremental funds for that program, starting in the first year of program designation.
- The college/university would receive an amount equivalent to an ~~additional 0.25 funding unit~~ for each FTE (full-time equivalent) or BIU (basic income unit) enrolled in a designated program. This would be targeted funding and could only be used in relation to the designated program. *highly*

3.2.2 Program Development Fund:

It is recommended that new funding be allocated to support this initiative and that \$1.25 million per year, for five years, be made available to support the development of Native programs and curriculum and the delivery of programs to Native communities. It further recommends that post-secondary institutions proposing a joint initiative with a Native training agency (in which distribution of responsibilities has been formalized by agreement), be given priority consideration for grants from the Program Development Fund.

Grants administered under this fund would include:

- Native Curricula Development Grant which will facilitate the development of high quality, Native curricula which reflect the cultural, social, economic and political needs of Native people. Curricula for Native teacher education programs would be a high priority.
- Exceptional Costs Fund which will offset the exceptional costs associated with delivering community-based programs in Native communities.
- Joint College and University Initiatives Fund which will facilitate college-university initiatives in the area of Native programs.

3.3 Admissions and Access Initiatives (Appendix 4)

Native people are confronted by serious social, economic and academic barriers to acquiring a postsecondary education:

- Until recently, the thrust of governmental and church education policies were oriented towards the assimilation of Native people. The education system has consequently been regarded with suspicion by many within the Native community. Under such conditions, it was difficult for Native role models, based on conventional educational achievements, to develop.
- Native students, particularly Metis and non-status Indians not eligible for federal financial support, are confronted with serious economic problems when pursuing a post-secondary education because they tend to have a smaller personal and family financial base on which to draw than the average Ontario student.
- Native students from remote communities are faced with higher travel and housing costs when they relocate to attend a postsecondary institution than the average Ontario student.
- The older age of many Native students means that many may have decreased mobility because of family responsibilities, and the unavailability of daycare or affordable family accommodation.
- The lack of regular academic credentials may require Native students to spend an additional year or two in an academic program.

The serious under-representation of Native people in Ontario postsecondary education institutions can be rectified by concerted action in a number of areas:

- i) The use of expanded and more flexible mature student admission and selection criteria;
- ii) The implementation of enrolment equity policies;
- iii) The development of special access or bridging programs;
- iv) The recruitment of qualified and interested Native students;
- v) Improvements in the transferability of credits between post-secondary institutions;
- vi) The expansion of distance education opportunities, particularly for people in northern Native communities.

Action in these areas must be co-ordinated with other initiatives, such as the development of Native-specific support services and culturally-sensitive and relevant Native-specific academic programs, to ensure that efforts to enhance the accessibility of Native people to postsecondary institutions will be effective.

It is recommended that:

- Postsecondary institutions should be encouraged to adopt guidelines for mature student admissions, such as those developed by the Council for the Advancement of Experiential Learning.
- Professional schools or faculties should be encouraged to implement enrolment equity policies. This should be undertaken with the advice and assistance of the institutional Native committee and/or the local Native community.
- Institutions should establish general and/or program-specific Native access programs to improve access to post-secondary education; and that the students enrolled in access programs should be eligible to be counted in determining MCU operating grants to postsecondary education institutions.
- Native student recruitment for general, professional or specialized access programs should be carried out in close consultation with the institutional Native Committee.
- The accessibility of culturally appropriate, distance education to Native communities through a combination of telecommunications technology and on-site academic support should be expanded.
- All applications submitted to the Northern Distance Education Fund (NDEF) which concern Native-specific programs should be reviewed, for recommendations on funding, by the MCU Proposal Selection Committee.

3.4 Native Teacher Education Initiatives (Appendix 5)

- Improving Native accessibility to, and retention in, postsecondary education institutions will be determined, in part, by the experiences of Native students in both the elementary and secondary school system. In order to ensure that this experience is positive for the majority of Native students, more Native teachers and more culturally appropriate teaching, both in content and in method will be required.

- As a consequence, Native-specific teacher education curricula are required which will prepare student teachers to meet the special cultural, social and linguistic needs of Native students in the elementary and secondary school systems.
- The following issues concerning Native teacher education have been identified:
 - 1) the under-representation of Native people in the teaching profession;
 - 2) the recruitment of students for Native teacher education programs;
 - 3) the quality of the Native teacher education program;
 - 4) the appropriateness of teacher education curricula for both Native and non-Native students;
 - 5) the inadequate level of Native language instruction in both the faculties of education and the school system;
 - 6) the appropriateness of instruction in pedagogy for Native and non-Native students;
 - 7) the lack of Native professors in Faculties of Education;
 - 8) the acceptability of Native Studies as "teachable studies" and for the earning of Additional Qualifications (AQ);
 - 9) the need to sensitize non-Native faculty and students to the history and culture of Native people;
 - 10) the need to develop alternative and appropriate delivery modes for teacher education which addresses both geographic and cultural factors;
 - 11) the need for an integrated approach to the issue of Native teacher education.
- Due to the important role of teachers in the educational experience of Native students, it was necessary to make far-reaching recommendations in terms of improving Native teacher education in Ontario. Many of these important recommendations go beyond the mandate of this Strategy and the Ministry of Colleges and Universities.
- In terms of Native teacher education, the Strategy recommendations will not encompass all of the recommendations contained in Appendix 5, but will be limited to those which provide a framework to assist/encourage Faculties of Education to develop programs which reflect the goals and philosophy of the Native Teacher Education Paper.

It is recommended that:

- targeted strategy funding only be made available for Native teacher education programs which address the following criteria:

- a) include, as a central component, instruction in a Native-specific curriculum and pedagogy based upon learning modes derived from the Native cultural and linguistic heritage;
- b) ensure that Native-specific curricular components and pedagogy are available as elective credit courses to all teacher education students;
- c) ensure the use of indigenous resources and the recognition of regional differences;
- d) ensure that all Native teacher education programs are qualitatively equal to mainstream teacher education programs;
- e) ensure greater curricular emphasis on NSL and NFL instruction;

- alternative and flexible credentialling criteria, with respect to the Ontario Teacher's Certificate, be established for Native people, to recognize the expertise acquired through indigenous, non-formal education;

- community-based education models be considered in developing Native teacher education programs;

- the Minister request the organizations responsible for teacher education and teaching credentials to address issues related to Native teacher education and training in a manner consistent with the recommendations of the Native Teacher Education paper (Appendix 5).

3.5 Resource Implications of the Strategy for Native Organizations

- The Ministry of Colleges and Universities believes that the involvement and active participation of the Native organizations is critical to successful implementation of the Strategy. Therefore, a major thrust of the Strategy is to increase the extent and participation of the Native community in all aspects of postsecondary education involving Native students.

- i) The local Native community will be more involved with existing colleges and universities in the following areas:

- . providing advice and information on Native needs and ways of meeting those needs through direct participation on advisory groups and boards of governors;
 - . assisting in the development/provision of Native specific programs, curricula, support services and mature student admissions criteria for Native students; and
 - . reviewing the admissions protocol affecting Native students.
- ii) At the provincial level, the Native community will be actively involved with MCU in the following areas:
- . participating in the review and selection of proposals to be funded under the Strategy;
 - . participating in the implementation and evaluation of the strategy; and
 - . providing ongoing Native community input regarding postsecondary issues.

- The effective implementation of the Strategy will require the participating Native organizations to:

- . provide ongoing consultation with their local organizations to ensure their input, involvement and commitment to the implementation and evaluation of the Strategy;
- . commit substantial staff time to support Native community level participation on local college/university committees;
- . actively participate on the Proposal Selection Committee and the Native Education Council;
- . commit staff time to undertake research, policy review and development on issues relating to Native postsecondary education; and
- . cover the administrative costs associated with this activity.

In order to ensure that they have the internal capacity to undertake these extra responsibilities, these Native organizations will require additional funds on a multi-year basis.

- It is recommended that MCU provide \$760,000 in salaries, benefits and direct operating expenditures to participating Native organizations; that the NEC be given the responsibility to allocate these funds; that the funding level will be increased by 5% each year; and the funding process will be reviewed in year five.

4.0 MONITORING AND EVALUATION OF THE STRATEGY

4.1 Data Collection:

- In order to determine whether the Strategy and the proposed initiatives are achieving their intended results, it will be necessary to collect data which will enable MCU to monitor the participation and completion rates of Native students by program and institution. It is recommended that longitudinal data be collected for self-identified Native students as follows:

Student Demographics:

- . age
- . sex
- . residency
- . classification of Aboriginal status
- . number of dependents
- . mother tongue

Education Plan:

- . name of institution
- . basis of admission (mature or regular)
- . attendance (full time/part time)
- . degree/diploma sought
- . specialization/program/field of study
- . year in program
- . date of entry into program
- . projected year of graduation

Achievement:

- . graduate/continuing
- . withdrawal/failure - reasons

- MCU will undertake a study to determine the most appropriate method for collecting and maintaining this type of data.

4.2 Evaluation

- Through the creation and maintenance of a comprehensive, longitudinal data base, the ministry will monitor, on an annual basis, the impact of the Strategy on Native participation and completion rates. The Native Education Council will monitor, on an annual basis, the impact of the Strategy on the extent to which Native organizations have been involved in decisions which affect Native postsecondary education.

- The colleges and universities which receive funding under the Support Services Core Fund and the Special Projects Fund will be required to report annually on the achievement of the objectives of their proposals in accordance with common standards to be established by the Proposal Selection Committee. The findings of the evaluations will be submitted to the Proposal Selection Committee. This committee will prepare an annual report which deals with the implementation and the administration of the funding envelopes, and the measurable impact of initiatives in terms of the Strategy's goals. The annual report will be widely circulated for comment and review to postsecondary institutions, Native communities and within the ministry.
- In year four of the Strategy, an evaluation will be undertaken. The Native Education Council, in partnership with MCU, will develop terms of reference, implement evaluation and report its findings and conclusions.

5.0 SUMMARY OF FUNDING IMPLICATIONS

The funding implications of the proposed initiatives of the Strategy are shown in Table 1.

TABLE 1
MCU NATIVE EDUCATION AND TRAINING STRATEGY
PROPOSED FUNDING INITIATIVES

	\$ Million Year 1	2	3	4	5	6	7	
Support Services Core Fund	1.0	1.5	2.0	2.5	1.5	1.0	.5	\$10 mill
Incremental Funding (estimate)	1.0	1.5	2.0	2.5	3.0			\$10 mill
Special Projects								
i) Support Services Enhancement Fund	.75	.75	.75	.75	.75			\$4.25 mil
ii) Program Development Fund	1.25	1.25	1.25	1.25	1.25			\$6.25 mil
- Curriculum Development Fund								
- Exceptional costs fund								
- College/University Initiatives Fund								
Staffing/DOE ¹⁰ for Proposal Selection Committee and the Native Education Council	.24	.24	.24	.24	.24			\$1.20 mil
External Evaluation of the Strategy - Year 4 -					.13			\$10.13 mil
Ongoing Funding for Native Organizations Represented on the NEC	.7	.74	.78	.82	.86			\$3.9 mil
TOTAL	4.94	5.98	7.02	8.19	7.58			\$35.73 mil

¹⁰ Direct Operating Expenditures

6.0 SUMMARY OF RECOMMENDATIONS

1. It is recommended that eligibility to receive targeted money under the Strategy be dependent upon a college or a university agreeing to the following:
 - i) Ensure that a process exists which would provide local Native community¹¹ representatives with direct access to the governing body/Senate on all aspects effecting Native postsecondary education within the institution.
 - ii) Establish a college/university Native committee with significant local Native community membership to oversee key Native programs and services. The committee will also assist in the determination of appropriate mature student admissions criteria for Native students and be involved in reviewing the admissions protocol affecting Native applicants.
 - iii) Develop in collaboration with the college/university Native committee, a comprehensive "Plan of Action", including an evaluation process, designed to enhance the institution's sensitivity to Native issues and to increase the accessibility and retention rates of Native students within the institution. This plan should be approved by the institution's governing body/Senate.
2. It is recommended that colleges and universities which have demonstrated a previous commitment to addressing the educational and training needs of Native people through the provision of quality Native programs and services be given preference in terms of funding.
3. It is recommended that an ongoing Native Education Council be established by Order-in-Council to advise the Minister on all aspects of Native postsecondary education. A secretariat would be established to undertake the administrative functions of the Council. The Council would comprise up to seven government appointees selected on the basis of one member from each Native organization involved in the development of the MCU Strategy.

¹¹ The term local Native community, as used in this report, refers to the local representatives of First Nation political bodies, friendship centres, Ontario Metis and Aboriginal Association, Ontario Native Women's Association and Native service organizations.

4. It is recommended that a Proposal Selection Committee be established to undertake the responsibility for the review and selection of proposals to be funded under the Strategy. The recommended composition of the committee is as follows:

Membership:

non-voting:	1	MCU
	1	COR
	1	OCUA
voting:	6	institutional representatives with Native educational expertise (3 college representatives, nominated by the Committee of Presidents, and 3 university representatives nominated by the Council of Universities.)
	up to 7	Native community representatives with knowledge of Native educational needs and priorities (nominated by the Native organizations represented on the NEC.)

5. It is recommended that a Native Support Services - Core Fund be established in order to increase the number of Native counsellors employed by postsecondary institutions and that \$10,000,000 be allocated over a seven-year period and that funding for new proposals will be available in years 1 through 4.
6. It is recommended that \$10 million over a five-year period be allocated to a Special Projects fund. Approximately \$750,000 per annum would be allocated to the Native Support Services - Enhancement Fund and \$1.25 million per annum would be allocated to the Program Development Fund.

The Enhancement Fund will be used to improve the range and quality of specialized support services available to Native students at several colleges and universities.

The Program Development Fund will be used to support the development of Native programs and curricula by providing additional funding for:

- . the development of Native curricula;
- . to offset some of the exceptional costs associated with delivering community-based programs in Native communities; and
- . facilitating college and university initiatives in the area of Native programs.

7. It is recommended that institutions proposing a joint initiative with a Native training agency (in which distribution of responsibilities has been formalized by agreement) be considered eligible for grants from the Special Projects Fund.

8. To offset the incremental costs associated with developing and delivering Native programs, it is recommended that colleges and universities receive an additional .25 funding unit for each FTE (full-time equivalent) or BIU (basic income unit) enrolled in a designated program. This would be targeted funding and could only be used in relation to the designated program. The Proposal Selection Committee will make recommendations to MCU regarding designation of a program.
9. It is recommended that postsecondary institutions should be encouraged to adopt guidelines for mature student admissions, such as those developed by the Council for the Advancement of Experiential Learning.
10. It is recommended that professional schools or faculties should be encouraged to implement enrolment equity policies. This should be undertaken with the advice and assistance of the institutional Native committee and/or the local Native community.
11. It is recommended that institutions establish general and/or program-specific Native access programs to improve access to postsecondary education; and that students enrolled in access programs should be eligible to be counted in determining MCU operating grants to postsecondary education institutions.
12. It is recommended that Native student recruitment for general, professional or specialized access programs be carried out in close consultation with the institutional Native Committee.
13. It is recommended that the number of culturally appropriate, distance education courses to Native communities be increased and that whenever possible, such programs should be delivered through a combination of telecommunications technology and on-site academic support.
14. It is recommended that all applications submitted to the Northern Distance Education Fund (NDEF) which concern Native-specific programs be reviewed, for recommendations on funding, by the MCU Proposal Selection Committee.
15. It is recommended that targeted Strategy funding only be made available to Native teacher education programs which satisfy the following criteria:
 - a) include as a central component, instruction in a Native-specific curriculum and pedagogy based upon learning modes derived from the Native cultural and linguistic heritage;

- b) ensure that Native-specific curricular components and pedagogy are available as elective credit courses to all teacher education students;
 - c) ensure the use of indigenous resources and the recognition of regional differences;
 - d) ensure that all Native teacher education programs are qualitatively equal to mainstream teacher education programs;
 - e) ensure greater curricular emphasis on NSL and NFL instruction;
16. It is recommended that alternative and flexible credentialling criteria with respect to the Ontario Teacher's Certificate be established for Native people to recognize the expertise acquired through indigenous, non-formal education.
17. It is recommended that community-based education models be considered in developing Native teacher education programs.
18. It is recommended that the Minister request the organizations responsible for teacher education and teaching credentials to address issues related to Native teacher education and training in a manner consistent with the recommendations of the Native Teacher Education paper (Appendix 5).
19. It is recommended that longitudinal data be collected for self identified Native students, and that MCU will undertake a study to determine the most appropriate method for collecting and maintaining this type of data.
20. It is recommended that in year four, an evaluation of the Strategy will be undertaken. The Native Education Council, in partnership with MCU, will develop terms of reference, implement the evaluation and report its findings and conclusions.
21. It is recommended that MCU provide \$700,000 in salaries, benefits and direct operating expenditures to participating Native organizations; that the NEC be given the responsibility to determine the distribution of these funds amongst the Native organizations; that the funding level will be increased by 5% each year; and the funding process will be reviewed in year five.

APPENDIX 1

**INTER-RELATIONSHIP BETWEEN NATIVE ORGANIZATIONS,
POSTSECONDARY INSTITUTIONS
AND
THE MINISTRY OF COLLEGES AND UNIVERSITIES**

**INTERRELATIONSHIP BETWEEN NATIVE ORGANIZATIONS,
POSTSECONDARY INSTITUTIONS, AND
THE MINISTRY OF COLLEGES AND UNIVERSITIES**

The issues addressed in this paper relate to the short-term educational objectives of the Native organizations represented on the MCU Native Advisory Committee, and do not address their long-term educational agenda which entails Native control of Native education.

I ISSUE:

HOW TO ENHANCE NATIVE ACCESS TO THE OPERATION AND MANAGEMENT OF POSTSECONDARY INSTITUTIONS AND THE POLICY MAKING BODIES WITHIN THESE INSTITUTIONS; AND

HOW TO INVOLVE THE NATIVE COMMUNITY IN THE IMPLEMENTATION AND EVALUATION OF THE MCU NATIVE EDUCATION AND TRAINING STRATEGY.

II BACKGROUND

- Many Native people believe that Native communities have not been given sufficient control over the education of their children; that the mainstream education system does not acknowledge the values and needs of their distinct society; and that these factors contribute to an unacceptably high Native student attrition rate.
- MCU is in the process of jointly developing a Native Education and Training Strategy for post-secondary institutions in partnership with several Native organizations. The purpose of the Strategy is to increase the participation and graduation rate of Native students in postsecondary institutions.
- Several Native organizations have advised the ministry that in order to achieve the objectives of the Strategy, it is necessary to increase the level of Native specific programs and services provided by postsecondary institutions and to ensure that these programs and services reflect the values and needs of Native people.
- To achieve this end, the MCU Native Advisory Committee has recommended that mechanisms or processes be developed or augmented which would give Native people greater access to the decisions affecting postsecondary education for Native students. This would include issues of policy, governance, curriculum content, and the development and delivery of Native programs and services.

- The Advisory Committee further recommends that:
 - . funding for initiatives developed under the Strategy should be conditional upon the establishment of formal institutional linkages within the Native community; and
 - . MCU should establish a successor body to the MCU Native Advisory Committee which would be responsible for overseeing the implementation of the initiatives.

III PROPOSAL

The purpose of this paper is to:

- o define the conditional funding criteria which must be met by a college or a university in order to be eligible to receive funding for initiatives developed under the MCU Native Education and Training Strategy;
- o develop a framework to ensure Native community involvement in the implementation and evaluation of the Strategy; and
- o provide an ongoing opportunity for the Native community to advise MCU on issues of Native postsecondary education.

1. Conditional Funding Criteria for Initiatives Developed Under the Strategy:

- In order for a college or university to be eligible to receive targeted money under the MCU Native Education and Training Strategy it must agree to the following:
 - i) Ensure that a process exists which would provide local Native community¹ representatives with direct access to the governing body/Senate on all aspects effecting Native postsecondary education within the institution.

¹ The term local Native community, as used in this report, refers to the local representatives of First Nation political bodies, friendship centres, Ontario Metis and Aboriginal Association, Ontario Native Women's Association and Native service organizations.

- ii) Establish a college/university Native committee with significant local Native community membership to oversee key Native programs and services. The committee will also assist in the determination of appropriate mature student admissions criteria for Native students and be involved in reviewing the admissions protocol affecting Native applicants.
- iii) Develop in collaboration with the college/university Native committee, a comprehensive "Plan of Action", including an evaluation process, designed to enhance the institution's sensitivity to Native issues and to increase the accessibility and retention rates of Native students within the institution. This plan should be approved by the institution's governing body/Senate.

This college/university Native committee must meet the following criteria in terms of membership and function:

Membership:

- that the Native community members selected represent the various constituencies of the local Native community, and comprise significant membership on the committee; and
- that the Native membership of the committee is deemed acceptable in terms of proportions and representativeness, by the local Native community.

Functions:

- liaise with related Native education bodies as appropriate;
- develop goals and objectives for Native programs and support services;
- oversee the development and review curriculum;
- advise on the recruitment of staff;
- monitor and evaluate programs and support services;
- monitor program funding regarding special funding received under the Strategy; and
- make recommendations on all of the above issues to the institution and the local Native community.

2. Ongoing Native Community Input Regarding Postsecondary Education Issues

- Native organizational representatives on the Advisory Committee have stressed the need to establish a successor body to the current MCU Native Advisory Committee for the purpose of advising the ministry on the educational priorities and concerns of the Native communities and to participate in the formal evaluation of the strategy. It is recommended that an ongoing **Native Education Council** be established by Order-in-Council to advise the Minister on all aspects of Native postsecondary education.

Native Education Council (NEC)

Purpose and Mandate:

The purpose of the NEC is to assist the Minister of Colleges and Universities in efforts to increase Native students' access (and their retention in) publicly assisted postsecondary institutions; advise on Aboriginal education institution(s), and to bring forward emerging issues and unresolved concerns relating to Native post-secondary education in Ontario. The Council would also provide assistance in the form of advice to the Minister in respect of programs, services and policies as they relate to Native students, and manage, in partnership with MCU, the implementation of the ministry's Native Education and Training Strategy.

More specifically, NEC's terms of reference are as follows:

- * in partnership with the ministry, manage the implementation of the Strategy;
- * develop and recommend new or revised policy proposals for consideration as part of the ministry's Native Education and Training strategy;
- * in partnership with the ministry, undertake an external evaluation of the ministry's Native Education and Training Strategy;
- * identify, assess and prioritize current and emerging educational issues within the Native community;
- * make recommendations to the Minister for addressing the barriers which inhibit Native students from attending and succeeding in programs delivered by Ontario's existing postsecondary institutions;

- * advise the Minister on the impact of federal, provincial and other policies and initiatives which impact on the access to postsecondary institutions for Native people;
- * responsibility for allocating and monitoring the \$700,000 for salaries, benefits and direct operating expenditures which will be made available to the Native organizations to cover costs associated with their participation in the Strategy process;
- * establish and maintain a liaison with the Ontario Council of University Affairs, and the Ontario Council of Regents for Colleges of Applied Arts and Technology in regards to Native education issues;
- * and where for such purposes the Council so requires, it may define, and out of its funds sponsor, research projects that are not being carried out by or on behalf of the Ministry of Colleges and Universities.

Structure and Operations of NEC:

There will be up to seven government appointees to the Council with voting powers, one of whom is the chair. Members will be selected from each of the Native organizations involved in the development of the MCU Strategy. The composition of the Council will take into account the need for:

- . regional representation;
- . representation from status, non-status and Metis groups within the province's Native community;
- . adequate male and female representation; and
- . on reserve and off reserve representation.

The NEC reports to the Minister of Colleges and Universities. The Council communicates its recommendations through meeting with the Minister, an annual report, letters, submissions and reports to the Minister from the Chairman.

All members of the NEC will be appointed by order-in-council, under the authority of the MCU Act and will be reimbursed for their Council-related expenses. Each member will be paid in accordance with Management Board of Cabinet Directives for each day or part thereof spent at meeting of the Council. The Council will meet on a quarterly basis.

NEC's Secretariat:

A secretariat will be established to provide the administrative support for the Council. It will have two full-time positions, secretary/receptionist and a coordinator who shall be appointed under the Public Service Act. The coordinator of the secretariat will report to the Chair of the Native Education Council.

The responsibilities of the secretariat are as follows:

- . to provide operational support to the NEC and the Proposal Selection Committee;
- . to provide a mechanism for information distribution;
- . under the direction of the NEC, undertake research and prepare studies related to issues affecting Native postsecondary education.

Funding Requirements:

NEC meetings (4 times a year)	
- per diem:	\$ 3,000
- travel/accommodation	30,000
NEC's Secretariat	
- salary and benefits	105,000
- administration (10%)	10,000
- travel	12,000
Research	50,000
TOTAL	<hr/> 210,000

3. Native Community Involvement in the Implementation and Evaluation of the Strategy Funding Initiatives

- Once the Strategy has been approved, there will be a need to determine whether an institution has met the conditional funding criteria, which proposals are to be selected for funding, and the amount of funding for selected proposals. Therefore, it is recommended that a proposal selection committee be established to undertake these tasks, and that the Native community be given a major role in nominating members of this important committee.

Proposal Selection Committee

Within the context of the policies and priorities identified in the Strategy by the MCU Native Advisory Committee and approved by the Minister, the Proposal Selection Committee will have the primary responsibility for the proposal review and selection process of initiatives funded under the Strategy. The recommended composition of the Committee is as follows:

Membership:

non-voting:	1	MCU
	1	COR
	1	OCUA
voting:	6	institutional representatives with Native educational expertise (3 college representatives, nominated by the Committee of Presidents, and 3 university representatives nominated by the Council of Universities.)
	up to 7	Native community representatives with knowledge of Native educational needs and priorities (nominated by the Native organizations represented on the NEC.)

Geographical representation will be taken into consideration when selecting the institutional and Native community representatives.

Responsibilities:

- undertake proposal review, selection and funding allocation activities;
- make recommendations to MCU regarding the "designation" of Native specific programs which will receive incremental funding;
- review progress reports on funded projects;
- make recommendations to MCU regarding the redistribution between and within funding envelopes;
- prepare an annual report which deals with the implementation and administration of the funding envelopes, and the impact of Strategy initiative in terms of addressing the goals of the Strategy for review by the ministry and the Native community;
- co-operate in the evaluation process;
- respond to priorities as established by the NEC; and
- make recommendations to the Ministry.

Appointment:

- 2 and 3 year overlapping terms;
- reappointments acceptable.

Funding:

- MCU will cover the travel and accommodation expenses of Committee members which is anticipated to be approximately \$30,000 per year.

APPENDIX 2
NATIVE SUPPORT SERVICES

NATIVE SUPPORT SERVICES POSTSECONDARY INSTITUTIONS

The issues addressed in this paper relate to the short-term educational objectives of the Native organizations represented on the MCU Native Advisory Committee, and do not address their long-term educational agenda which entails Native control of Native education.

I ISSUE:

WHAT IS THE APPROPRIATE LEVEL AND NATURE OF NATIVE SUPPORT SERVICES REQUIRED TO ENSURE THAT NATIVE STUDENTS HAVE A REASONABLE EXPECTATION TO SUCCEED IN THEIR PROGRAM OF STUDY? AND WHAT IS THE MOST EFFECTIVE WAY TO ENCOURAGE POSTSECONDARY INSTITUTIONS TO PROVIDE THESE SERVICES?

II BACKGROUND:

1.0 Problem

While the number of Native students attending post-secondary institutions has increased substantially in recent years, their program completion rate is unacceptably low. This is illustrated by the findings of an INAC study which tracked the educational outcomes of registered Indian students three to four years after they first enrolled in a postsecondary program. According to this study, approximately 17% of the community college and CEGEP students had graduated from their programs, (within three years of enrolling in the program) and about 5% of the students enrolled in bachelor's programs had graduated (within four years of enrolling in the program).

Many Native students have incomplete preparation for a college or university education, few family or community support structures, unfocused educational objectives and are confronted with cultural identity and discrimination problems in the urban educational setting. Given the currently high attrition rate for Native postsecondary students, it is important that an adequate level of Native-specific academic, social and financial support services be available to Native students.

2.0 Current Level of Support Services in Postsecondary Institutes

Support services targeted to Native people are provided at many colleges and a few universities. Although the services are usually funded and delivered by a specific institution, in some instances the services are provided as a co-operative venture between a college and a Band or Native organization. A summary of the survey findings are shown in Table 1.

TABLE 1
NATIVE SUPPORT SERVICES - 1989
ONTARIO - COLLEGES AND UNIVERSITIES

	Native Counsellor	Native Student Organization	Native Peer Tutoring	Native Meeting Space
<u>COLLEGES</u>				
Cambrian	2 ¹	X	X	X
Canadore	1	X	NO	X
Confederation	1	X	NO	NO
Fanshawe	2 (INAC)	X	NO	NO
Loyalist	1 ²	NO	No	NO
Mohawk	-	NO	NO	X
St. Lawrence	1	No	No	NO
Sir Sandford				
Fleming	2 ³	NO	NO	NO
Northern	2 ⁴	X	X	X
Sault	1	X	NO	X
<u>UNIVERSITIES</u>				
Algoma	1	X		X
Lakehead	1	X		X
Laurentian	-	X		X
Trent	1.5 ⁵	X		X
U of T	2 ⁶			

- 1 1 position is funded by 1 year bridge funding - Ministry of Citizenship
- 2 Loyalist College provides on-campus space for a Native counsellor who is an employee of the Mohawks of the Bay of Quinte Band.
- 3 Sir Sandford Fleming provides campus space for 2 full time counsellors who are employees of the Anigawncigig Institute.
- 4 The Moose Factory Band provides a third, full time counsellor. Northern College provides on-campus space for this position at the James Bay Educational Centre (JBEC) Campus.
- 5 INAC half-time counselling position
- 6 1 year bridge funding - Ministry of Citizenship

In the college system, Native counsellor positions are generally funded from the college's operating grants. In some instances, the colleges provide office space for Band or Indian and Northern Affairs Canada Native counsellors.

In the University system, the majority of Native-specific support services are funded from special grants which are subject to easy cancellation or are granted on a short-term basis only. At the University of Western Ontario, for example, a part-time Native counsellor position which had been associated for a number of years with the Native journalism program was recently terminated due to lack of funds.

The position of Co-ordinator of Native Support Services at Lakehead University is funded by the Counselling Foundation of Canada for a five year period. Full funding was provided for the first two years of the program, but thereafter the university will be responsible for funding an ever increasing share of the total cost until 1992-93 when they will be responsible for 100% of the costs.

The position of Student Activities Co-ordinator at Trent University is partially financed through non-university funds which will shortly be exhausted, and through staff in the Native Studies Department undertaking additional course responsibilities which they are not reimbursed for.

The position of Native Student and Special Needs Counsellor at Algoma University College was established in 1986-87, funded by the Sault Ste. Marie chapter of the Ontario Federation of Indian Friendship Centres. Since 1987-88 it has been funded by the University.

III PROPOSED DIRECTION:

1.0 Goal:

The Native support services goal should be as follows:

- i) contribute towards an increase in the Native student graduation rate;
- ii) improve the quality of life of Native people participating in postsecondary institutions through addressing their physical, mental, emotional and spiritual needs;
- iii) promote an increased understanding and respect for Native culture within the institution; and
- iv) promote increased contact between the institution and the local Native community.

In order to achieve this goal, institutions will be encouraged to provide the following types of student-specific and community/institutional Native support services:

Student Specific Support Services

- . student orientation
- . academic assistance;
- . personal counselling;
- . lifeskills/survival training;
- . financial counselling;
- . career counselling; and
- . Native student advocacy.

It should be noted that these types of support services are currently provided by postsecondary institutions for mainstream students. It is the intention of the strategy to increase the opportunity for Native students to have access to tailored support services.

Community/Institutional Support Services

- . developing and maintaining a supportive campus environment for Native students;
- . providing a Native student meeting place;
- . providing a focus for Native activities in the post-secondary institution;
- . providing a liaison role which will ensure that students have access to programs and services which will assist them in completing their program of study;
- . facilitating the timely flow of information between the counselling departments of postsecondary institutions and band education counsellors; and
- . recruitment.

2.0 Proposal:

Native Support Services Grant

It is recommended that MCU establish a Native Support Services Grant which will increase and enhance the level of Native support services provided by postsecondary institutions. Through the provision of these additional and enhanced support services, Native students will have improved access to formal and informal Native support networks, and the comfort level of Native students attending postsecondary institutions will be increased. As a result, it is anticipated the Native student participation and graduation rates will also increase.

The grant will not be used to replace services currently funded from an institution's operating grant.

However, institutions which have demonstrated previous commitment to addressing the educational needs of Native people through the provision of quality Native programs and services will be given preference in terms of this grant, particularly those institutions which have funded a Native counsellor from their operating grant.

The allocation of funds under the Native Support Services Grant will consider the following:

- . colleges and universities which currently provide Native support services, particularly those which have funded a Native counsellor from their operating grant, will be given preference in terms of funding; and
- . colleges and universities which purchase Native counselling services from a Native organization will be eligible for funding under the Native Support Services Grant provided that:
 - the contracted counselling services are available to all Native students; and
 - the counsellors from the Native organizations are not disadvantaged in terms of salary and access to the college /universities operational infrastructure.

The Native Support Services Grant will comprise two components:

- . Native Support Services - Core Fund
- . Native Support Services - Enhancement Fund⁷

2.1 Native Support Services - Core Fund

Objective of the Core Fund:

To increase the number of Native counsellors employed by postsecondary institutions.

Type of Initiatives Eligible for Funding:

Native counsellor position, support services position for counselling unit;

⁷ The Native Support Services - Enhancement Fund will be administered under a \$2.0 million special projects envelope.

Funding Criteria:

Selected institutions would receive 100% MCU funding for a four year period to cover the costs associated with new or additional Native support services positions. In order to ensure that future allocations are not completely committed in year 1, it is recommended that the initial size of the fund should be \$1.0 million and that it should increase by \$0.5 million each year until year 4. Therefore, \$10,000,000 would be allocated over a 7 year period and funding would be available in years 1 through 4. Institutions receiving these funds shall make a commitment to continue such services from their own resources.

Refer to Appendix A for the rationale used in determining the amount of money to be allocated to the fund.

Advantages:

- . Indicates that the provision of Native support services is a priority issue for the ministry.
- . The funding criteria ensures that the postsecondary institutions which receive funding have made or are prepared to make a long term commitment to the provision of specialized support services for Native students.
- . The 100 % MCU funding recognizes that Ontario's postsecondary institutions are operating under tight financial constraints. Some of the institutions may not have the capability to divert operating grant funding to support Native support services initiatives.
- . The funding mechanism further recognizes that the provision of quality Native support services at a college or university generally attracts Native students to that institution and if the counselling is effective, it contributes to a reduction in the attrition rate of Native students. It also recognizes that in the long term, the costs associated with providing Native support services should be offset by the revenue generated from an increased number of Native students graduating from that institution.

2.2 Native Support Services - Enhancement Fund**Objectives of the Enhancement Fund:**

- o Provide a supportive campus environment for Native students;
- o Encourage innovation in the delivery of support services to Native people;

- o Provide a focus for Native activities in post-secondary institutions; and
- o Facilitate the co-ordination and complementarity of Native, support services provided by postsecondary institutions, Native communities and Native organizations.

It is recommended that approximately \$750,000 per annum be allocated to the Native Support Services - Enhancement Fund. This fund will be administered from a larger special projects envelope.

Type of Initiatives Eligible for Funding:

The enhancement fund would be used for such activities as providing a Native meeting space, developing Native peer tutoring or counselling programs, and supporting projects which would be unique to a particular institution.

Therefore, project eligibility criteria will be flexible. However, in order to be eligible to apply for the funds, the institution should have a full-time Native counsellor on staff. Exceptions to this requirement are possible, provided that the institutions can demonstrate why such an exception should be made.

Funding Criteria:

- \$50,000 maximum annual allocation per project;
- funding may cover up to 100% of the project;
- projects may be funded from 1 to 3 years;
- funding received for a project may be used to lever additional contributions;

Advantages:

- . the enhancement fund will enable institutions to develop initiatives which address the unique circumstances of a specific institution; and
- . the enhancement fund will foster innovation and encourage institutions to provide more than the core level of support services for Native students.

APPENDIX A

Assumptions:

- Northern colleges and universities, with a large Native student population will hire additional Native counsellors because the current number of counsellors can not adequately meet existing student demand, or provide the enhanced level of service that is being advocated through the strategy.
- Southern colleges and universities with a large Native student population or some very specialized Native programs will hire a Native counsellor.
- At least 1 college located in the Metro Toronto Area will hire a Native counsellor.
- \$50,000 in wages and benefits per counselling position;
- \$30,000 in wages and benefits per support staff position;
- 40% of salaries and benefits for overhead, administration, travel, printing and special events.

Native Support Services - Core Funding

MINIMUM ESTIMATED STAFFING REQUIREMENTS

FUNDING (\$)

Colleges

14	- Counselling Positions	700,000
6.6	- Support staff positions	200,000
	- Operating Costs	380,000

Universities

7	- Counselling Positions	350,000
3.3	- Support staff positions	100,000
	- Operating Costs	180,000

1,910,000

Examples of special projects which could be funded under this program include:

i) Native Academic Support Pilot Project

Many Native students enrolled in college post-secondary programs do not have the requisite academic skills and are experiencing difficulties successfully completing their course requirements. In order to deal with this problem, it is proposed that MCU fund the development and implementation of a Native academic support pilot project.

The pilot project would be five years in duration and would contain an ongoing evaluation component. It would be provided at selected institutions (approximately 3 to 4).

Special Features:

- . Recruitment and student assessment component;
- . A 4 week (96 hour) summer preparation and orientation program with an optional distance education component which could be delivered through Contact North;
- . The provision of preparatory courses in reading, writing, numeracy and study skills; supplemental mathematics, science and technology courses for students requiring a background in these areas; and English as a second language training for those students requiring it;
- . Students participating in the pilot project would have a lighter post-secondary course load during the first half of a program in order to facilitate the additional academic preparation support programs they are taking;
- . Students participating in the project would be provided with academic support to assist them with their preparatory and post-secondary courses;
- . Students would have access to a native counsellor who would provide social, financial and career counselling as well as providing a liaison function with the home community of the student.
- . The summer session orientation program and the preparatory courses would be treated as preparatory programs leading towards a post-secondary program. It is recommended that enrolment in these sessions be eligible for operating grant funding.

ii) MCU Native Student Directory

Native students, band education counsellors and high school counsellors are not always aware of the Native programs and services offered at the various colleges and universities, nor the admission requirements, graduate placement data and employment opportunities for these programs. Funding from the Native Support Services Fund would be made available to develop and maintain a computerized post-secondary native student directory. This information would be widely distributed on a regular basis to native organizations, band offices and secondary institutions.

Advantages:

- . enables the ministry to pre-test and evaluate a new policy initiative on a pilot project basis, before deciding whether to implement the initiative on an ongoing or system-wide basis.

Option 1: Sliding Scale Funding

The funding required to cover the ongoing costs of hiring a Native counselling staff will be funded on a sliding scale basis. For example, full funding for the position would be provided for the first three years, but thereafter, the institutions would be responsible for funding an ever increasing share of the total costs:

- 25% in year 4
- 50% in year 5
- 75% in year 6
- 100% in year 7.

The funding for the Native counselling positions will be indexed to the cost of inflation.

Advantages:

- . The funding criteria ;
- . The sliding scale approach to the core funding results in a greater number of institutions receiving core funding for Native counselling positions.

Disadvantages:

- . Ontario's post-secondary institutions are operating under tight financial constraints. Some of the institutions may not have the capability to divert operating grant funding to continue these positions once the MCU special funding has terminated.

Option 2: 100% MCU Funding

APPENDIX 3
PROGRAMS AND CURRICULA

PROGRAMS AND CURRICULA POLICY

The issues addressed in this paper relate to the short-term educational objectives of the Native organizations represented on the MCU Native Advisory Committee, and do not address their long-term educational agenda which entails Native control of Native education.

I ISSUES:

HOW TO ENSURE THAT ONTARIO'S COLLEGES AND UNIVERSITIES ARE DEVELOPING AND DELIVERING PROGRAMS AND CURRICULA WHICH REFLECT THE CULTURAL, SOCIAL, ECONOMIC AND POLITICAL NEEDS OF NATIVE PEOPLE;

WHETHER AND HOW TO FACILITATE THE INCREASED DELIVERY OF COMMUNITY BASED PROGRAMS TO NATIVE COMMUNITIES;

HOW TO ENCOURAGE INCREASED COLLEGE/UNIVERSITY INTERACTION IN ORDER TO FACILITATE MOVEMENT OF NATIVE STUDENTS BETWEEN SECTORS; and

WHETHER TO ENCOURAGE JOINT POST-SECONDARY VENTURES IN TERMS OF DELIVERING PROGRAMS IN CO-OPERATION WITH OR THROUGH NON-GOVERNMENTAL NATIVE TRAINING AND EDUCATIONAL INSTITUTIONS.

II PROPOSED DIRECTION:

1.0 NATIVE PROGRAMS AND CURRICULA

1.1 Background:

- The MCU Native Advisory Committee has recommended that colleges and universities:
 - i) increase the number of Native-specific program offerings at postsecondary institutions;
 - ii) provide additional opportunities for students enrolled in regular programs to increase their awareness of the Native perspectives through the provision of Native options within a program of study; and
 - iii) that the emphasis should be on developing Native-specific programs on the condition that a Native-specific program provides graduates with the same skill base as graduates of a similar mainstream program as well as providing the graduate with Native-specific skills and expertise.

- The Advisory Committee also recommended that colleges and universities should be encouraged to develop Native programs and curricula which will achieve the following objectives:
 - . provide Native students with the skills to succeed in either Native or mainstream communities;
 - . provide graduates with the skills required to enable Native communities to achieve greater self-reliance and to promote economic development and economic self-sufficiency;
 - . provide students with the opportunity to study Native culture and languages in a post-secondary environment;
 - . facilitate program delivery in a flexible and innovative manner to Native communities.
- High quality, culturally appropriate, Native specific programs are more costly to develop and deliver than regular programs because of:
 - . lower student teacher ratio;¹
 - . higher delivery costs resulting from the effective use of distance education² as part of the delivery mode;
 - . high costs associated with providing work placement opportunities in the home communities of Native students which are often located a great distance from the post-secondary institution;
 - . higher developmental costs resulting from the

¹ The class size for programs targeted to Native students tend to be small because of the small Native population base.

² The majority of Native post-secondary students have not completed secondary school, are often weak in several academic areas and have not developed study skills. As a consequence, these students often experience difficulty in successfully completing courses delivered through distance education. College staff have indicated that course completion rates are significantly increased if the Native students enrolled in a distance education course receives face to face instructional assistance in their home community.

necessity to consult/work with Native communities;

- . the high costs associated with the adaptation and/or development of curriculum³; and
 - . professional development training for those teaching these programs.
- Native curriculum can be very costly to develop because there are often no existing text books to be utilized nor substantial research to form the basis of the curriculum. As a result, the majority of Native curriculum must be developed from "scratch".

1.2 Proposal: Native Programs Grant

It is recommended that MCU establish a Native Programs Grant which will encourage colleges and universities to develop high quality, culturally appropriate, Native programs and courses. This grant will include the following funding categories:

- . Designated Native Specific Programs - Incremental Funding;
- . Curriculum Development Grant.

1.2.1 Designated Native Specific Programs - Incremental Funding:

Objective: to offset the incremental costs associated with developing and delivering Native programs. This funding would be supplementary to that of regular operating grants.

Funding Criteria:

- Program must be approved and eligible for MCU operating grant funding;
- Program must be "designated" a Native specific program by MCU based on the recommendation of the Proposal Selection Committee;
- A program's designation status will be reviewed on a five-year cycle.

³ Based on the costs of developing Native curriculum through the Northern Distance Education Fund, the average cost per course is between \$14,000 and \$20,000.

Program Designation Criteria:

- Institutions will submit requests for designation of newly-developed or existing Native specific programs to the Proposal Selection Committee.
- The Proposal Selection Committee will review requests for designation based on the following criteria:
 - . that the program be developed under the direction of a program advisory or management review committee which has substantial local Native community⁴ representation;
 - . that this committee be delegated responsibility for reviewing and assisting in the development of the curriculum, advising on the recruitment of staff, and program evaluation;
 - . that the program curriculum contains substantial Native-specific content and provides graduates with the same skill level as graduates in a similar, mainstream program; and
 - . that the program reflect the strategic goals of the local/regional Native community.

Funding:

- Both postsecondary and MCU funded adult training (tuition-short programs) would be eligible for designation and incremental funding.
- Once an operating program has been designated, the college/university will receive incremental funds for that program, starting in the first year of program designation.

⁴ Local Native community refers to the local representatives of the First Nation political bodies, friendship centres, OMAA, ONWA and Native service organizations as appropriate.

- The college/university would receive an amount equivalent to an additional 0.25 funding unit for each FTE (full-time equivalent) or BIU (basic income unit) enrolled in a designated program⁵. This would be targeted funding and could only be used in relation to the designated program.
- An evaluation will be undertaken in year four to determine the appropriateness and effectiveness of this grant. Based on the findings of the evaluation, and the recommendation of the MCU Native Proposal Selection Committee, the incremental fund for designated Native programs may be modified.

1.2.2 Curricula Development Grant⁶

Objective: to facilitate the development of high-quality, Native curricula which reflect the cultural, social, economic and political needs of Native people.

Funding Criteria:

- that the Native community be actively involved in the development and review of the course curriculum;
- that the selected proposals have the potential to be used throughout the system and could provide an opportunity for students enrolled in regular programs to increase their awareness of the Native perspective.
- that the selected proposals do not duplicate the curriculum development efforts of another institution;

⁵ The delivery costs associated with collaborative post-secondary projects with Native organizations are well in excess of the MCU grant. (Between 200% and 600% higher than the MCU Grant.) The 25% incremental funding will not cover the exceptional delivery costs associated with many of these collaborative programs. The Post-secondary institutions and Native organizations will still be responsible for finding alternative funding sources for these special programs.

⁶ the curriculum development grant will be administered from a \$2 million Special Projects Envelope.

- that the curriculum reflect the educational priorities of the local/regional Native community; and
- that post-secondary institutions, and post-secondary institutions in conjunction with non-governmental Native educational institutions be eligible to submit proposals for developing Native course curriculum in such areas as Native studies, Native languages, Native Law, etc.

2.0 INCREASED DELIVERY OF COMMUNITY-BASED COURSES AND PROGRAMS TO NATIVE COMMUNITIES

2.1 Background:

According to INAC's Continuing Education Information System (CEIS), in 1984, 48% of registered Indian CEIS entrants had a spouse and/or children. Native students with family responsibilities require affordable, family accommodation as well as good quality, affordable day care. The majority of post-secondary institutions do not provide these facilities or have a shortage of family housing and student day care spaces. Consequently, inappropriate accommodation and inadequate day care arrangements have been identified as factors contributing to the high Native student "drop out" rate.

Also, the shortage of family student housing and student day care spaces acts as a barrier which restricts potential Native students from attending post-secondary institutions. Solutions to these shortages will be very costly and will take several years to implement. As an interim measure, it is recommended that post-secondary institutions be encouraged to provide increased community-based training in Native communities.

The costs associated with community-based training tend to be substantially greater than the revenue generated by offering these programs. This is particularly the case for programs delivered in isolated communities. (Data reinforcing this statement will be provided.)

2.2 Proposal: Exceptional Costs Grant

It is recommended that MCU establish an Exceptional Costs Grant, to be administered under a \$2 million Special Projects Envelope. The Proposal Selection Committee will review requests for Exceptional Costs funding. The college or university that receives this special grant will be required to verify expenditures.

Objective: To offset the exceptional costs associated with delivering community-based programs in Native communities.

3.0 INCREASED COLLEGE AND UNIVERSITY INTERACTION

3.1 Background:

Only a small minority of Native students have the prerequisites to enrol in post-secondary programs, particularly at the university level. Since the regular and mature student entrance requirements for college programs are significantly lower than university entrance requirements, the vast majority of Native post-secondary students are enrolled in college level programs. In Ontario, there are approximately 4 times as many full-time Native students enrolled in college programs than in university programs. In the short term, a strategy for significantly increasing the number of Native students attending university would be to facilitate the inter-system movement of Native students from the college system to the university system.

At the present time, student movement between sectors is fairly low, reflecting the fact that the college system was not meant to act as a feeder system for the universities. On a yearly basis, approximately 1,300 university registrants have earned college credits, and approximately 4,900 college entrants have previously earned university credits.

A standardized policy governing admission to university from a college program does not exist. As a general rule, the following applies:

- i) applicants who have completed two years of college study are eligible to be considered for admission to the first year of a university program;
- ii) applicants who have completed a three-year college program are eligible to be considered for university admission with up to five transfer credits.

Some universities (Brock, Laurentian and Lakehead) will consider the admission of college students with one year of studies and a specified academic standing. Also, college-university arrangements on credit transfers have been made for a number of specific programs such as nursing.

During the past year there have been some innovative developments in the area of college-university interaction.

For example, the University of Toronto submitted a request for funding to the Minister for a proposed health science access program for Native students. The program, to be co-ordinated by the University of Toronto, would involve co-operation between Trent University and Sir Sandford Fleming and between Laurentian University and Cambrian College in the preparation of Native students for entrance into professional health Science programs at U of T.

3.2 Proposed Action:

In order to promote the accelerated development of college/university interaction, it is recommended that Ministry of Colleges and Universities encourages increased co-operation and interaction between the colleges and universities already active in the area of Native education, facilitates the expanded recognition of credits between the two systems and a standardization of university admissions policy in terms of college credits. Funding will be available under the Special Projects Envelope to facilitate college-university initiatives in the area of Native programs.

4.0 MCU POLICY GOVERNING POST-SECONDARY/NON-GOVERNMENTAL NATIVE TRAINING INSTITUTION'S JOINT VENTURES IN PROGRAM DEVELOPMENT AND DELIVERY

4.1 Background:

Joint ventures between post-secondary institutions and non-governmental agencies have demonstrated effectiveness in designing and delivering innovative programs in response to Native-defined needs. One example is the Native Community Care diploma program involving Cambrian and Mohawk Colleges, the Anigawncigig Institute, Union of Ontario Indians and the Association of Iroquois and Allied Indians. Another is the modified social services worker diploma program offered to Native welfare administrators by First Nations Technical Institute and Loyalist College. Other training agencies sponsored by local or regional Native communities are in the conceptual or planning stages. As Native communities and organizations become more experienced needs definition and educational design, pressure to recognize these self-determined community initiatives will increase.

4.2 Proposed Action:

It is recommended that:

- i) MCU incorporate in policy the position that collaboration between post-secondary institutions and autonomous agencies designated by the local/regional

Native community is a valued means of extending institutional access to expertise in Native education.

- ii) Joint initiative between Institutions and Native training agencies, in which distribution of responsibilities has been formalized by agreement, be considered eligible for grants from the Special Projects Fund.
- iii) MCU will develop guidelines for dealing with accredited programs developed and delivered in collaborations with non-governmental Native agencies.

APPENDIX 4
ADMISSIONS AND ACCESS

ACCESS
OF NATIVE STUDENTS
TO
POST-SECONDARY EDUCATION INSTITUTIONS

The issues addressed in this paper relate to the short-term educational objectives of the Native organizations represented on the MCU Advisory Committee, and do not address their long-term objective of establishing and operating Native post-secondary education institutions.

Within the context of these short-term objectives, the issue of improving Native access to existing post-secondary education institutions is of central importance because it represents the most immediate method of dealing with some of the most important problems facing Native people.

Native people are in an economically disadvantaged position within Canadian society, a fact which has obvious implications for their standard of living, unemployment rate, life expectancy, and family and community cohesion.

It is through access to, and graduation from post-secondary institutions that Native people can acquire the skills necessary for employment in many sectors of the economy or the credentials required for a career as a professional.

The success of a Native post-secondary education strategy will depend fundamentally upon the improvement of Native access to colleges and universities. This in turn will depend on the response of these institutions to the challenge - and the opportunities - with which they are confronted.

ISSUE:

The access of Native students to provincial post-secondary education institutions.

BACKGROUND:

In terms of educational opportunities, Native people in Canada are in a disadvantaged position. Census data indicates that of the Native population fifteen years of age and over, but not attending school, less than 2% have a university degree. Within Canada, slightly over 10% of the adult population have university degrees.

Canadian Native students are disadvantaged at all levels of education. Native dropouts from school start in grade 4 and escalate. At that level, Native children tend to lag a year behind the national average, and at the secondary school level, the gap has increased to two years. Only one of five Native students completes high school, and of these, few have the appropriate prerequisites or the required academic standing to enrol in Canadian post-secondary institutions. Total Native enrolment in such institutions is well below the average level of enrolment achieved by non-Native Canadians.

BARRIERS TO ACCESSIBILITY:

Native people are confronted by serious social, economic and academic barriers to acquiring a post-secondary education:

Until recently, the thrust of governmental and church education policies were oriented towards the assimilation of Native people. The education system has consequently been regarded with suspicion by many within the Native community. Under such conditions, it was difficult for Native role models, based on conventional educational achievements, to develop. The number of native doctors, nurses, lawyers and professors is consequently very small relative to the size of the Native population.

Native students, particularly Metis and non-status Indians not eligible for federal financial support, are confronted with serious economic problems when pursuing a post-secondary education. With a smaller personal and family financial base on which to draw than the average Ontario student, Native students frequently are also confronted by higher costs. Geographical isolation may entail higher travel and housing costs.

The older age bracket of many Native students means that many may have decreased mobility because of family responsibilities, and the unavailability of daycare or affordable family accommodation. In addition, the lack of regular academic credentials may require Native students to spend an additional year or two in an academic program.

Rather than equalizing opportunities, the education system has frequently operated to perpetuate rather than reduce social inequality. The system tends to operate so as to select those students who already have a greater chance to perform at a high level because of family, ethnic and class background. The barriers built into the post-secondary education system have therefore worked to limit the educational achievements of Native students.

RESPONSE OF THE POST-SECONDARY EDUCATION INSTITUTIONS:

- Native people are in a disadvantaged position in terms of educational opportunities, particularly at the post-secondary level, within Ontario. Colleges and universities must respond to this situation with the development of appropriate admission criteria and programs to facilitate Native access to a post-secondary education.
- Most colleges and universities in Ontario do not have any systematic policies designed to improve the accessibility of their institutions for Native people.

Colleges:

- The college sector has addressed the issue of Native accessibility to post-secondary education with greater energy and more success than have the universities. Although the full-time enrolment of non-Native students in the universities is double that of the colleges, approximately two of every three Native students engaged in post-secondary studies is enrolled in the college sector.
- Approximately two-thirds of Ontario's 23 colleges have Native advisory committees in place, and nearly half offer Native counselling. Remedial courses are offered by several colleges to enable mature students to be accepted into a program of post-secondary study.

Universities:

- Only a few universities have adopted similar policies, a fact which is both a reflection and a cause of the

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significant numbers of Native students enrolled at these institutions. Most universities have made little or no effort to attract Native students, have no Native-specific support services or programming and, consequently, enrol few Native students.

INCREASING ACCESS:

The serious under-representation of Native people in Ontario post-secondary educational institutions can be rectified by concerted action in a number of areas:

- 1) The use of expanded and more flexible mature student admission and selection criteria;
- 2) The implementation of enrolment equity policies;
- 3) The development of special access or bridging programs;
- 4) The recruitment of qualified and interested Native students;
- 5) Improvements in the transferability of credits between post-secondary institutions;
- 6) The expansion of distance education opportunities, particularly for people in northern Native communities.

Action in these areas must be co-ordinated with other initiatives, such as the development of Native-specific support services and culturally sensitive and relevant Native-specific academic programs, to ensure that a strategy to enhance the accessibility of Native people to post-secondary institutions will be effective.

1) MATURE STUDENT CRITERIA:

Colleges define mature students as those who are at least nineteen years of age before the commencement of the program which they propose to take. Universities generally define these students as those who are at least twenty-one years old and who have been away from formal education for at least two years. Minimum academic qualifications usually entail the completion of Ontario grade twelve.

Although comprehensive data is not available, available information suggests that most - approximately two-thirds - of the Native students currently enrolled in Canadian universities enter under the category of mature students.

The admissions criteria should not prevent potentially successful candidates from gaining access to further education. Greater flexibility in the application of the mature student criteria could therefore improve Native accessibility to Ontario universities. The life and educational experience of Native students frequently diverges significantly from the pattern exhibited by most other university applicants. A greater sensitivity to such differences should be incorporated into admissions criteria. This would entail an active program of student recruitment, involving in-depth interviews to determine student ability and commitment.

In the United States, approximately 300 colleges and universities have accepted the admission guidelines formulated by the Council for the Advancement of Experiential Learning (CAEL). This organization stresses the individualization of assessment and emphasizes that educational institutions should extend academic credit for an individual's knowledge and ability regardless of how the knowledge was gained or where the skill was learned. It also emphasizes the importance of practical experience in the educational process, and it further holds that access to education and learning for any individual, of whatever age or circumstance, should not be made unnecessarily difficult.

Canadian institutions have been less flexible in this area, although Quebec has recently begun to apply the principles of experiential learning to its post-secondary education system. Since Native culture, history and experiences frequently diverge sharply from the Canadian norm, this more flexible approach, involving individual assessments, would appear to have particular relevance to Native students.

2) ENROLMENT EQUITY POLICIES:

Whereas the acceptance of flexible mature student criteria can be instrumental in improving the access of Native students to colleges and universities in general, additional action is required to improve their access to certain specified programs, particularly to those of a professional nature. There are very few Native medical doctors, dentists, pharmacists, engineers, lawyers or foresters.

Enrolment equity policies for Native students have, consequently, been instituted by a number of universities in Ontario and elsewhere in Canada. There are two variations of such policies:

- a) a particular institution or faculty may reserve a specified number of spaces of the total first year enrolment for Native students, or
- b) a particular institution or faculty may establish two distinct admissions categories with Native applicants evaluated on the basis of distinct and separate criteria.

The five Ontario law schools all utilize the two-category application process, under which Native candidates are given special consideration when admissions decisions are made. All five law schools also co-operate with the Legal Studies Program for Native People run by the University of Saskatchewan. This is an eight-week, pre-law orientation program, run by the Native Law Centre at the university each summer, designed to help Native students gain entry into a Canadian law school. The course, which is the only one of its kind in Canada, has had great success in placing students who have successfully completed the program.

Ontario law schools have recently indicated that they intend to make a concerted effort to increase the number of visible minority students admitted to their programs of study. Osgoode Hall Law School, which reserves 90 of its 330 first year positions for mature students, has indicated that it will select 30 of these from disadvantaged minorities, including Native students. The Faculty of Law at Queen's University has announced that it intends to raise minority representation to 15 students, or 10% of its annual intake, over the next five years. During the past eight years the University of Toronto Law School has received 63 applications from Native students, and accepted 22. Of this number, 9 were accepted for 1988-89, indicating that a larger number of qualified Native students are emerging. Similar action has been taken by a number of health science programs in a number of universities. The Faculty of Medicine at the University of Toronto has reserved 5 places (of 250) for Native students (the first Canadian medical school to do so), the Faculty of Nursing has reserved 5 places (of 150), the program in speech-language pathology 1 (of 20) and physiotherapy 1 (of 66). The faculties of Dentistry and Pharmacy have indicated that they will place Native candidates for admission in a special category for separate consideration. Elsewhere in Ontario, Lakehead University has reserved up to 12 places (of 70) in its Nursing program for students who successfully complete the Native Nurses Entry Program.

- Enrolment equity policies offer one mechanism for improving Native access to Ontario universities. The precedents established in the areas of law and the health sciences could also be applied to other professional programs.

- The designation of a specific number of places for Native students in first-year admissions to professional studies would result in an immediate increase in Native access to such programs. However, the targeted number of reserved places could also define the limit of what post-secondary institutions would feel compelled to do to improve Native access to professional programs.

- The establishment of a special admissions category for Native applicants to professional studies would give the institutions greater flexibility regarding admissions, recognizing that the quality of the candidates may vary from year to year. However, without a specific number of places reserved, professional schools would be able to continue to reject all (or most) Native candidates as academically unqualified.

3) ACCESS PROGRAMS:

- Perhaps the most significant contribution to the improvement of Native access to Ontario post-secondary education institutions could be made by the establishment of Native-specific access programs.

- The access programs in existence all have features in common which emphasize the necessity for an integrated approach to the issue of Native accessibility to, retention in, and completion of, a specified program of post-secondary studies. These features include specialized recruitment and admission procedures, program orientation and personal counselling, a curriculum that addresses deficiencies in preparation, a tutoring program for academic courses, and specialized assistance in the areas of financial assistance, and social and cultural support systems.

- Students enrolled in access programs should be eligible to be counted for purposes of determining the size of the MCU operating grants given to institutions. However, since such programs have a higher cost per student than general arts or science programs, additional funding will also be required if they are to be effective. Proposals for Native access programs should therefore be linked with the funding mechanisms to be established as part of the Native Post-Secondary Education Strategy: the Incremental Program Funding, the Support Services Fund, and the Special Projects Fund.

Examples of access programs exist both within Ontario and in other provinces, particularly in Western Canada.

Programs outside Ontario:

- The University of British Columbia was the first Canadian university to establish an access program for the admission of Native students to law school.
- The University of Alberta has developed a Coordinated University Transition Program (CUT) which provides pre-university courses for mature students.
- The University of Calgary sponsors a Transition Year Program.
- The University of Saskatchewan offers a pre-law program for Native students who wish to enrol in law schools in that province or elsewhere in Canada.
- The University of Manitoba has two programs - an Access Program for disadvantaged Manitobans, and a Special Pre-Medical Studies Program (SPSP) for Native students wishing to pursue a health science profession.
- Dalhousie University in Halifax also offers a Transition Year Program directed at Native and black students.

Programs in Ontario:

A number of similar programs also exist in Ontario universities.

- The University of Toronto Transitional Year Program has been in existence for nearly two decades. It is directed at disadvantaged individuals who lack the necessary academic skills and credentials to enter directly into first-year university as mature students. In 1988-89, the program enrolled 50 students, including 7 Natives. Although the number of Native students who have passed through this program is not large, efforts have recently been made by the program directors to recruit a greater number.
- The Trent University diploma program in Native Studies has provided access to university for 12 to 16 students per year since 1974. Students have the option of graduating with a diploma after two years of study or of proceeding to a bachelor's degree through the completion of additional academic requirements.

The Native Nurses Entry Program (NNEP) at Lakehead University was begun four years ago in response to a request from Nishnawbe-Aski nation (NAN) for the education of Native nurses. The program, which offers a one-year pre-university academic preparation for 12 students per year, has been remarkably successful in recruiting and retaining Native students.

Other access-type programs for Native students have recently been proposed by a number of Ontario universities. A proposal for a Health Science Access Program (HSAP) has been developed by three universities and two colleges for Native students who wish to enrol in medicine, nursing, dentistry, pharmacy, physiotherapy, occupational therapy or communicative disorders. Under the proposal, Cambrian and Sir Sandford Fleming Colleges would co-operate with Lakehead, Laurentian and Trent universities in offering the necessary pre-university and pre-medical sciences courses for Native students who would then be eligible to apply for admission to the University of Toronto where a number of the health science faculties have established enrolment equity policies for Native students.

Lakehead University is also developing a proposal for a Native Student Access Program (NSAP). Lakehead plans to offer a broad access program which will offer students as wide a range of choice as possible with reference to area of specialization. Through this program students would be able to access arts, science, the health sciences or professional studies.

4) STUDENT RECRUITMENT:

The success of access programs and of enrolment equity policies in improving Native access to general and professional programs will depend upon many factors including the careful and active recruitment of appropriate students. The achievements, for example, of the Native Nurses Entry Program at Lakehead University or the Indian Health Careers Program at the University of Toronto can be attributed in part to their recruitment efforts.

Failure to develop a recruitment strategy could jeopardize an access program since post-secondary institutions will object to offering expensive but ineffective programs, and Native students will be reluctant to enrol in programs known for their low retention rate.

Access to post-secondary education institutions for Native students has generally improved significantly when Native-specific student services and Native student recruitment have been integrally co-ordinated.

5) **TRANSFERABILITY OF POST-SECONDARY CREDITS:**

Movement of students between the two post-secondary education sectors in Ontario has traditionally been at a low level. The easing of regulations regarding the transferability of credits earned in one sector to an institution in the other sector would undoubtedly have a positive impact on Native students. Many Native students with college credits or diplomas would find it possible to move into the university sector without repeating work for academic credits already earned, while university graduates who wished to attend a college would be able to enter a program of studies with similar advanced standing.

Colleges and universities have been encouraged by the government to create new linkages and to extend their cooperation into new areas. Such inter-institutional arrangements can generally be made more easily at the program level than at the general level.

In April 1989, Durham College, Ryerson Polytechnical Institute and Trent and York universities agreed to consult and co-operate on program development, to share the use of facilities, and to work towards the mutual recognition and transferability of credits in specific programs. Similar innovative agreements between other post-secondary institutions would increase the mobility of Native students and improve their access to both colleges and universities.

6) **DISTANCE EDUCATION:**

Efforts to improve Native access to post-secondary education must be of relevance to the adult population as well as to the younger generation of Native people. This sector of the Native community, however, faces even greater barriers to a post-secondary education than do younger Native people. Nearly half of the Native students engaged in post-secondary education have family obligations. Suitable housing and daycare facilities, however, are costly and in short supply. The resulting financial burden, the large geographic distances from urban education centres, and the continued

existence of social barriers in urban centres therefore frequently prevent adult Native people from pursuing further education.

- Accessibility to post-secondary education does not necessarily have to revolve around urban education institutions; education programs can be brought directly to remote communities either through the electronic media and/or by bringing instructors into these communities on an itinerant basis.

- Contact North was established in 1986 by the provincial government to increase the access of residents of Northern Ontario to educational opportunities by means of a network of "electronic classrooms" located in communities in remote parts of the province. Distance education courses and programs have been developed by educational institutions, funded by the Northern Distance Education Fund (NDEF).

- One of the original objectives of Contact North was to meet the special needs of Native people in Northern Ontario. Official access points were therefore established on Native reserves at West Bay and Big Trout Lake to facilitate the delivery of educational programs. During the past few years demand for educational services through Contact North facilities has increased dramatically in northern Native communities. Twelve additional unofficial distance education access points have now been established in Nishnawbe-Aski nation (NAN) territories.

- An evaluation of Contact North has indicated that the educational experience of students utilizing the network has been very positive; 85% indicated an interest in further use of Contact North facilities and programming. In addition, the technological orientation of the Contact North network was found not to be a significant barrier to the widespread use of the distance education facilities.

- A majority of the Native students surveyed for the evaluation indicated that they viewed the courses delivered over the network to be more sensitive to their Native background than were traditional classroom courses.

- The Native communities have used the communications network to identify their own needs, including those in the area of training and education. This, in turn, has the potential of feeding into the development of new culturally appropriate proposals for Native education.

• Native access to post-secondary education would be significantly improved by a further expansion of the Contact North network to more Native communities in northern and northwestern Ontario, by a greater variety of distance education program offerings, and by an expansion of the direct outreach programs of colleges and universities.

• The expansion of distance education opportunities for Native people will require an extension of the technical infrastructure to additional sites in Northern Ontario, the provision of technical support to Native communities, the development of curricula appropriate for distance education, and the provision, by post-secondary education institutions, of on-site academic support.

SUMMARY OF RECOMMENDATIONS:**RECOMMENDATION 1:**

Eligibility for funding to be established under the terms of the MCU Native Post-Secondary Education Strategy shall be contingent upon the involvement of the institutional Native Advisory Committees in

- a) the determination of appropriate mature student admissions criteria for Native students;
- b) the admission protocols affecting Native applicants.

RECOMMENDATION 2:

Post-secondary institutions should adopt guidelines for mature student admissions such as those developed by the Council for the Advancement of Experiential Learning.

RECOMMENDATION 3:

Professional schools or faculties should be encouraged to implement enrolment equity policies to increase access of Native students to professional studies.

RECOMMENDATION 4:

Professional schools or faculties should seek the advice and assistance of the institutional Native advisory committee and/or the local Native community in recruiting Native students and in implementing enrolment equity policies.

RECOMMENDATION 5:

Institutions should establish general and/or program-specific Native access programs to improve access to post-secondary education.

RECOMMENDATION 6:

Students enrolled in access programs should be eligible to be counted in determining MCU operating grants to post-secondary education institutions.

RECOMMENDATION 7:

Native student recruitment for general or specialized access programs should be carried out in close consultation with the institutional Native Advisory Committee.

RECOMMENDATION 8:

Institutional Native Advisory Committees should work on an inter-institutional and inter-sectoral basis to promote college/university interaction in areas of particular concern to Native students.

RECOMMENDATION 9:

The assessability of culturally-appropriate distance education to Native communities through a combination of telecommunications technology and on-site academic support should be expanded.

RECOMMENDATION 10:

The institutional Native committees of post-secondary education institutions should co-ordinate their efforts to expand culturally appropriate post-secondary programming with on-site academic support to Native communities in Northern Ontario.

RECOMMENDATION 11:

All applications submitted to the Northern Distance Education Fund (NDEF) which concern Native-specific programs should be reviewed, for recommendations on funding, by the MCU Proposal Selection Committee.

APPENDIX 5
NATIVE TEACHER EDUCATION

NATIVE TEACHER EDUCATION

The issues addressed in this paper relate to the short-term educational objectives of the Native organizations represented on the MCU Advisory Committee, and do not address their long-term objective of establishing and operating Native post-secondary education institutions.

Within the context of these short-term objectives, the issue of teacher education is of priority importance because it is central to the affirmation of Native history, culture and identity within the entire education system.

Improving Native accessibility to, and retention in, post-secondary education institutions will be determined, in part, by the experiences of Native students in both the primary and secondary school system. In order to ensure that this experience is positive for the majority of Native students, more Native teachers and more culturally-appropriate teaching both in content and in method will be required. This includes the desirability of educating teachers with a bilingual capability who will be able, wherever appropriate, to teach in both languages at all levels from junior kindergarten to grade ten.

The success of a Native post-secondary education strategy will depend, therefore, upon the development of new curricula and pedagogical methods appropriate to the needs and culture of Native students.

ISSUE:

The accessibility, appropriateness, and effectiveness of teacher education programs for Native people.

1. Problem:

• Key issues concerning Native teacher education:

- 1) the under-representation of Native people in the teaching profession;
- 2) the recruitment of students for Native teacher education programs;
- 3) the quality of the Native teacher education program;
- 4) the appropriateness of teacher education curricula for both Native and non-Native students;
- 5) the inadequate level of Native language instruction in both the faculties of education and the school system;
- 6) the appropriateness of instruction in pedagogy for Native and non-Native students;
- 7) the lack of Native professors in Faculties of Education;
- 8) the acceptability of Native Studies as "teachable studies" and for the earning of Additional Qualifications (AQ);
- 9) the need to sensitize non-Native faculty and students to the history and culture of Native people;
- 10) the need to develop alternative and appropriate delivery modes for teacher education which addresses both geographic and cultural factors;
- 11) the need for an integrated approach to the issue of Native teacher education;

Native people view education as an existing Aboriginal right. The various Native political organizations of the province are responsible for liaison between community and government and are entrusted to represent and negotiate in the best interests of the aboriginal people of the province. These organizations assert their legitimate right to represent the educational interests of their constituent groups.

Responsibility for teacher education currently is divided among several jurisdictions: Ministry of Colleges and Universities, Ministry of Education, Teacher Education Council, Ontario and the universities. To ensure that the concerns of the Native people do not "fall between the cracks" as a result of divided responsibilities, there is a need, therefore, for an integrated approach to the issue of teacher education with respect to Native people.

It is important that initiatives undertaken in the area of teacher education reflect the needs and priorities of the Native community and that such initiatives be developed in partnership with major Native organizations.

2. Jurisdictional Responsibility for Teacher Education:

a) Ministry of Colleges and Universities:

- The MCU role in teacher education is in the area of liaison with the universities, the Ministry of Education (MOE) and the Teacher Education Council, Ontario (TECO). It is also responsible for funding the teacher education programs at the universities.

b) Ministry of Education:

- In mid-1989, the primary responsibility for teacher education was transferred from MCU to a new Ministry of Education branch called the Centre for Teacher Education. Program responsibility for teacher education is now to be closely linked to the development of policy for elementary and secondary schools.

c) Teacher Education Council, Ontario:

- A 16-member Teacher Education Council, Ontario (TECO) representing four major stakeholders in teacher education - universities, teachers, school boards and government - has been established to advise the Ontario government on all aspects of teacher education, including the development of mechanisms for ensuring that teacher education is responsive to emerging social, economic and demographic changes, and for assisting in the on-going, self-directed professional development of teachers.

- TECO is presently reviewing, for advice to the Minister of Education and of Colleges and Universities, the recommendations of the "Final Report of the Teacher Education Review Steering Committee" (September 1988). Recommendation 20 of the report called for an investigation of "methods to increase the participation rate of students of Native ancestry in teacher preparation programs." Advice on these matters is to be given to the minister by Spring, 1990.

d) **Universities:**

- Universities are legally autonomous institutions and as such have decision-making power over teacher education issues such as admission policies, program content and credentialing.

3. **Existing Programs**

- Ontario initiatives in Native teacher education have involved MOE (Ministry of Education), MCU (Ministry of Colleges and Universities), and several universities.

a) **Ministry of Education:**

- The first Native teacher education program in Ontario was initiated in 1974 by the Ministry of Education (MOE) on a one-time-only basis at the Hamilton Teacher's College. The program utilized Section 6 of Regulation 269 (which outlines "Ontario Teacher's Qualifications") under which Native students may qualify for an Ontario Teacher's Certificate (OTC) without the prior acquisition of a bachelor's degree. One hundred students enrolled, with a minimum grade 12 qualification, and 85 graduated from the program. Students were notified that they were subsequently expected to complete a bachelor's degree within a five year period. After seven years, approximately three-quarters had done so.

b) **The University of Western Ontario:**

- The MOE program was subsequently offered at The University of Western Ontario in 1977. However, because of the greater stability in teacher employment in southern Ontario (as opposed to northern and northwestern Ontario), the program was cancelled after only the second year of operation.

c) Lakehead University:

- From 1979 to 1988 the Native Teacher Education Program (NTEP) was offered at Lakehead University; during this time 65 Native students earned their Ontario Teacher's Certificate (OTC). Graduates of the program received a diploma and an Ontario Teacher's Certificate which enabled them to teach in elementary schools in Ontario at the primary and junior levels.
- In 1987 the NTEP program was converted into a 4-year bachelors of arts or science/bachelors of education program, thus placing it in the mainstream of teacher education programs. The NTEP degree program begins with a special six-week summer orientation program intended to ease the process of adjustment to urban and university life.
- Admission to the NTEP program has no set limits, and is primarily through the "mature student" category. The enrolment objective of 20 to 24 Native students per year has, however, rarely, if ever, been attained. In the 1989-90 academic year 13 students were admitted.
- Native student admissions to the regular Faculty of Education program are made on the basis of "special consideration". In 1989-90, 4 Native students were admitted. These students are not required to fulfil the course requirements of the NTEP program (see below), but they may take the literature, fine arts and language courses as electives.
- The Faculty of Education enrolls approximately 500 students in all four years of the program. Of this total, Native students number in the area of 30 to 40.

d) Nipissing College:

- In 1989 a new Native Teacher Certification program was initiated at Nipissing College utilizing Section 6 of Regulation 269. The program involves two summers of classroom work and a two-year guided internship. Successful completion of the educational requirements will lead to the acquisition of an Ontario Teacher's Certificate (Primary/Junior).

- Candidates for the program must have an Ontario Secondary School Diploma (Grade 12) or its equivalent, and either the Native Classroom Assistant Certificate or a permanent Letter of Standing as a Teacher of a Native Language.
- The purpose of the program is to increase the number of Native teachers in the short term by permitting Native people with classroom experience, but without a bachelor's degree, to acquire an OTC, thereby allowing them to teach all subjects at the primary and junior levels. Students who complete the OTC requirement will be expected to proceed with bachelor's studies in order to acquire regular OTC qualifications. Those completing the degree within 5 to 7 years (the exact time period is yet to be determined) will be eligible to receive a BEd on the basis of their earlier work. Those taking longer than the specified time will be required to take two additional BEd courses to acquire the second bachelor's degree. (This requirement applies to all those who hold an OTC, but who earned the certificate prior to 1974 when a bachelor's degree was made mandatory.)
- The 25 Native students to be enrolled annually in the program are to be drawn from a group of approximately 330 people who have successfully completed the Classroom Assistant Program (approximately 250) and the Teacher of Native as a Second Language Program (approximately 80). Since the majority of this number do not possess a Secondary School Diploma (Grade 12) or its equivalent, the actual number of students eligible for this program is very small. It is therefore possible that the program will not continue beyond its initial five-year mandate.

Native Classroom Assistant Program

- This program, initiated and funded by INAC, is designed to deal with the problem of high teacher turnover in northern and reserve communities. Through the training and employment of Native teaching paraprofessionals, a greater degree of continuity has been introduced into the education of Native students.
- The program has an enrolment of 75 students and leads to a diploma after the successful completion of courses over a three-summer period.
- The new Nipissing Native teacher certification program is designed in part to permit those who have completed this program to acquire a full teacher's certificate (Primary/Junior).

e) **Trent University/Queen's University**

- In 1989, Trent and Queen's Universities began discussions regarding the possibility of offering a new Native teacher education program, utilizing the resources of the Department of Native Studies at Trent University and the Faculty of Education at Queen's University. The two universities have collaborated with Native organizations in the development of a program proposal dealing with such issues as program structure and funding and a Native-specific pedagogy and curriculum.
- The objective of the proposed program will be to attract students with "irregular" qualifications, those currently in allied professions (such as counsellors), and those who wish to teach in either the federal or provincial systems but who require some education in Native pedagogy.
- The program would be integrated with the regular degree stream, but the objective is to incorporate flexibility into admission and credentialing decisions in order to attract students who would otherwise be denied admission.
- A consultation document was completed last summer. Subsequent planning will depend on Native community response to the document.

4) **Program Quality:**

- The purpose of the existing Native teacher education programs has been primarily to increase the number of OTC credentialed Native teachers. Nevertheless, there has been little outreach into, or involvement of, Native communities in these programs. Furthermore the program offerings have been "main-stream" courses which made few, if any, concessions to Native cultural, curricular, or pedagogical concerns. Concern has been expressed by the Native community about the lack of Native teacher education faculty in the province. Currently there is only one Native teacher education degree program in which there are two Native tenure-stream positions designated.
- The credibility and success of any Native teacher education program must focus on the issue of quality in terms of program structure and content (community involvement, Native faculty, Native-specific curriculum and pedagogical method), and the avoidance of any development of a two-tier credentialing system.

5) **Under-representation of Native Teachers:**

- There is a serious under-representation of Native teachers in Ontario.
- The schools in many Native communities experience great difficulty in retaining teachers (primarily non-Native). Curricular content and teaching methods are frequently culturally inappropriate. Native students lack indigenous role models at all levels of education.
- Recent teacher supply projections for the province of Ontario suggest that there will be a significant increase in the demand for teachers during the next few years due to the extension of provincial funding to separate schools and accelerated retirements from the teaching profession.
- A research study conducted by Prof. Laverne Smith (Perspectives on Teacher Supply and Demand) estimated that enrolments in teacher education institutions should be increased from the present level of about 4,500 students to 6,500 by the early 1990's and to 7,000 by 1995.
- A general teacher shortage could further exacerbate the existing critical problem of attracting teachers to schools in northern Native communities unless the number of qualified Native teachers is increased.

6) **Recruitment of Native Students:**

- Teacher education programs for Native students have operated in a number of Canadian provinces, including Ontario, for nearly two decades.
- An overview of the existing initiatives in Native teacher education indicates that they have had minimal impact on increasing the supply of credentialled Native teachers. The problems relate to attracting and graduating Native teacher candidates.
- Native student recruitment requires active community involvement in the selection of teacher education candidates, particularly if the program is to be community delivered. Community participation in the program admission process will aid in the selection of the best students and will contribute to the development of greater community support for the program.

7) **Native-Specific Curriculum:**

- A Native-specific curriculum is required which will prepare student teachers to meet the special cultural, social and linguistic needs of Native students in the primary and secondary school systems. Such a curriculum must be a central element of a Native Teacher Education Program because teachers who have an intimate understanding of Native traditions, psychology, way of life and language are best able to create a learning environment suited to the habits and interests of Native students.
- A Native-specific curriculum should also be readily available to non-Native student teachers in Faculties of Education. This would serve the dual purpose of sensitizing non-Native students to Native culture and history while simultaneously preparing them to teach in Native communities.
- Since their inception in Ontario, however, the Native teacher education programs have been defined primarily in terms of special entry rather than in terms of special content. The Native teacher education curriculum has been largely undifferentiated from that of the regular program. It is only recently that more attention has been focused on the need for a Native-specific curriculum, although only limited steps have as yet been taken in this direction.
 - a) **Nipissing College:**
 - The Native teacher certification program has no elements specific to Native culture although all the students enrolled in the program were exposed to some formal courses in Native history and culture when completing the requirements for a diploma as a Native Classroom Assistant or certification as a Teacher of Native as a Second Language.
 - b) **Lakehead University:**
 - Prior to 1987, a two-year diploma program in Native Teacher Education was offered. This diploma provided graduates with the requirements for an Ontario Teacher's Certificate valid for teaching in the elementary schools in Ontario. In 1987, the NTEP program was upgraded to a concurrent degree program. Native specific courses in the diploma program were transferred to the degree program at that time.
 - In addition to courses in educational theory and methodology, NTEP students take specific courses in

Native culture, traditions, literature and language. these include:

1. an ESL (English as a second language);
2. a course in Teaching Native children;
3. a course in Canadian Indian literature;
4. a course in Native Fine Arts;
5. a course in a Native language;
6. one student teaching placement in a school teaching Native children (at least 2 weeks of practice teaching of a total of requirement of 12 weeks).

Several of these courses may be taken as electives in the regular BA/BEd program.

8) **Native Language Instruction:**

- Central to any Native-specific curriculum is an emphasis on Native languages, since it is through this medium that cultural distinctiveness is most authentically expressed.
- Of the 53 distinct indigenous languages, only 3 are not considered endangered, as they are spoken by more than 5,000 individuals. An indigenous language, once lost, is irretrievable since there is no reservoir of Native language speakers in foreign lands.
- Two of these 3 languages - Ojibwa and Cree (the other being Inuktitut) - are spoken extensively in Ontario, especially in the North.
- School boards are encouraged to offer the NSL program if fifteen or more students want NSL instruction and a qualified NSL teacher is available. School boards may offer the program for fewer than fifteen students, after considering the feasibility and cost of the program.
- Under the regulations governing the teaching of heritage languages, School Boards are required to offer Native language classes in the event that the parents of at least twenty-five students request such instruction. In such cases instruction is given during non-school hours.
- At the present time, Native languages are taught only as a subject area (Native as a Second Language [NSL]); Native languages are not used for regular course instruction in any Ontario provincial schools (Native as a First Language [NFL]).

- Denial of the legitimacy of Native languages, either as a subject of study or as a mode of instruction in the education curriculum, has undermined Native culture and identity and, as such, has contributed to the high Native school drop-out rate.
- Language plays a central role in transmitting Native culture with its unique attitudes, beliefs and values. It is therefore fundamentally important to ensure the survival, development and transmission of Native languages in the education system.
- The historical separation of Native language usage from formal education has contributed substantially to the erosion of these languages and the imminent threat of their disappearance. The use of Native languages in the schools will contribute in a major way to a reversal of this process.
- Research has demonstrated that children make greater progress in developing basic conceptual and literacy skills when they are taught in their own language; the education of Native children in their own language would similarly impact positively on their educational achievements.
- Competence in a Native language is of vital importance for those students enrolled in Faculties of Education who intend to teach in Native communities.
- Native language instruction is hampered by a serious shortage of teachers with the proper credentials necessary to teach Native languages in the Ontario school system.

Present state of Native language education in Ontario:

1) Language education for language teachers:

Native Language Teacher Certification Program:

a) Native as a Second Language (NSL):

- The program consists of courses in linguistic structure, language teaching methodology and pedagogical principles.
- Successful candidates receive a limited teaching certificate from the Ministry of Education - a Permanent Letter of Standing.

i) The University of Western Ontario:

- A NSL program (3 summers) is offered to 18 students annually in the Iroquoian languages of Mohawk, Cayuga, Onondaga and Oneida.

ii) Lakehead University:

- The NSL program (4 summers; 4 weeks/summer) offers instruction in both Algonquian and Iroquoian languages.

b) Native as a First Language (NFL):

- The purpose of the program is to instruct students how to teach in a Native language rather than, as with the NSL program, to instruct students on how to teach a Native language.
- Successful program completion leads to a diploma which, unlike the NSL diploma, is not recognized by the provincial Ministry of Education. (Only an OTC is recognized as a general teaching credential.)
- Many NFL graduates are employed as classroom assistants.

i) Lakehead University

- offers a NFL program (4 summers; 4 weeks/summer) for those whose first tongue is an Algonquian language.

2) Language education

a) Universities:

- The Native Studies Department at Trent University offers instruction in oral and advanced Mohawk and Ojibwa. The Native Studies Department at Laurentian University offers instruction in introductory and advanced Ojibwa and Cree. Algoma College also offers instruction in Ojibwa.

b) Colleges:

- Courses in Cree and/or Ojibwa are offered at Confederation, Cambrian, Northern and Sault Colleges.

9) Native Pedagogy:

- Existing studies suggest strongly that a Native-specific pedagogy must be an integral part of any Native teacher education program. Such a pedagogy would be based upon learning modes derived from the Native cultural and linguistic heritage, and which would consequently differ significantly from the non-Native pedagogy governing the Faculties of Education.
- Education in the fundamentals of a Native pedagogy should (as with a Native-specific curriculum) be central not only to a Native Teacher Education Program, but should also be readily available to non-Native student teachers in Faculties of Education. This would similarly serve the dual purpose of sensitizing non-native students to Native culture and history while simultaneously preparing them to teach in Native communities.
- As is the case with Native-specific curricular content, existing Native teacher education programs are significantly deficient in this area.

10) Native Faculty:

- A Native-specific curriculum and pedagogy should be taught to student teachers by a faculty which includes Native people. However, in this area, as in the others, serious deficiencies exist.
- A number of untenured Native language instructors teach in various faculties of education; there is, however, only one tenured Native faculty of education professor in Ontario.

11) Basic and Additional Qualifications:

- Teachers can improve their credentials, salary and professional standing by successfully completing certain courses, designated by the Ministry of Education (MOE), and listed as "Additional Qualifications" (AQ). At the present time, the only Native-specific courses qualifying as an AQ are "Native as a Second Language" (NSL), offered at Lakehead and Western, and "Teacher of Native Children" (TNC), offered at Nipissing and by Lakehead at Sandy Lake (600 km from Thunder Bay) to 10 students.
- The curriculum guideline for a Native Studies basic qualification [every teacher education student selects two areas of teaching specialization] has been developed by MOE for the senior division (grade 10 and beyond), thereby enabling students to develop a Native Studies teaching specialization. The ministry is now developing curriculum guidelines for a Native Studies basic qualification for the intermediate division (grades 7 to 10) and intends to extend the curriculum guidelines to the junior (grades 4 to 6) division as well as to the primary (kindergarten to grade 3) division. The development of MOE Native Studies curriculum guidelines is a prerequisite for the expansion of AQ courses offerings; once accomplished, however, it will likely create a demand for Native Studies AQ among teachers.
- Teacher education students could have difficulty qualifying for a Native Studies basic qualification since it would be difficult for many to acquire the necessary 5 undergraduate credits (of the 15 required for an undergraduate degree) in "Native Studies" at many universities.
- MOE is considering the designation of a Native Studies course as an Ontario Academic Credit (OAC).

12) Sensitize Non-Native Faculty and Students on Native Issues:

- There is a pressing need for non-Native professors of education and student teachers to acquire a greater recognition, awareness and understanding of Native history and culture since the education system is instrumental in transmitting societal norms to new generations of Canadian students.

13) Appropriate Delivery Modes for Native Teacher Education Programs:

- Northern Ontario Native communities are confronted with a critical shortage of qualified teachers, particularly Native teachers.

- This problem should be addressed through the development of alternative modes of teacher education delivery which would incorporate geographic and cultural factors appropriate to the situation. In particular, this will require flexible programs, offered on a part-time basis, and utilizing the technology and techniques of distance education. Nipissing College has been involved in exploring alternatives including community-based programs and distance education methodology.

14) Integrated approach to Native teacher education:

- The Teacher Education Council, Ontario (TECO) has been established to advise the Ontario government on all aspects of teacher education. TECO is presently reviewing the recommendations of the "Final Report of the Teacher Education Review Steering Committee" and will report directly to the Minister of Education and of Colleges and Universities.

15) MCU Native Advisory Committee instructions to the MCU Proposal Selection Committee:

- Native teacher education was the only discipline-specific area of priority identified by the MCU Advisory Committee. It wishes to emphasize, therefore, that the MCU Proposal Selection Committee should likewise give this issue high priority in its decision-making.

RECOMMENDATIONS:

1. The education and credentialling of Native people to work in all educational fields be designated a priority.
2. Native teacher education programs are to be developed to:
 - a) include as a central component, instruction in Native-specific curriculum and pedagogy based upon learning modes derived from the Native cultural and linguistic heritage;
 - b) ensure that Native-specific curricular components and pedagogy are available as elective credit courses to all teacher education students;
 - c) ensure the use of indigenous resources and recognition of regional differences;
 - d) ensure that all Native teacher education programs are qualitatively equal to mainstream teacher education programs;
 - e) ensure greater curricular emphasis on NSL and NFL instruction;
 - f) ensure Native teacher education programs include instruction in Native-specific pedagogy.
3. The curricular content of teacher education programs be reviewed to ensure that they recognize and affirm Native culture and history.
4. School boards be required to provide Native as a Second Language instruction during regular school hours should the parents/guardians of at least 15 students request the training.
5. Priority be given to establishing Native-language immersion programs and programs to enable the achievement of bilingual fluency.
6. Alternative and flexible credentialling criteria, with respect to the Ontario Teacher's Certificate, be established for Native people to recognize the expertise acquired through indigenous, nonformal education.