

**Regular Meeting of the Board  
Agenda**

Thursday, October 8, 2020

8:00 PM

Board Room

Administration Office

181 Henlow Bay, Winnipeg, MB R3Y 1M7

**1. ATTENDANCE**

**2. CALL TO ORDER**

Comments:

The content of the Informational Reports has been reviewed by Trustees prior to the Board Meeting. The reports reflect discussions and activities of the Committees. At Board Meetings, if Trustees wish to speak or to ask questions regarding a particular report included in the Information Reports section of the Board Meeting agenda - that needs to be identified at the time the agenda is amended. Recommended motions from Committees are addressed separately in the agenda.

**3. AGENDA APPROVAL**

**4. BOARD MINUTES APPROVAL**

**5. STANDING COMMITTEE REPORTS, SPECIAL COMMITTEE REPORTS AND OTHER REPORTS**

**1. Standing Committee Reports:**

- a. Report of the Committee Meeting of the Whole held on September 26, 2020;
- b. Committee Report of the Finance and Planning Committee Meeting held on September 21, 2020.

**2. Other Reports:**

- a. Teacher Contracts (Permanent and Term) as listed in the Teacher Contracts Report dated September 26, 2020;
- b. Teacher Contract Alterations as listed in the Teacher Contract Alterations Report dated September 26, 2020;
- c. Substitute Teacher Contracts as listed in the 2020-21 Substitute Teacher Contracts

Report dated September 26, 2020;

- d. Resignations as listed in the Resignations Report dated September 26, 2020;
- e. Enrolment Report - September 2020

Purpose:

To consider receiving the Standing Committee Reports, Special Committee Report and Other Reports as information, and

To consider ratifying Teacher Contracts (Permanent and Term) as listed in the Teacher Contracts Report dated September 26, 2020, and

To approve Teacher Contract Alterations as listed in the Teacher Contract Alterations Report dated September 26, 2020, and

To consider ratifying Substitute Teacher Contracts as listed in the 2020-21 Substitute Teacher Contracts Report dated September 26, 2020, and

To consider receiving resignations as listed in the Resignations Report dated September 26, 2020, and

To consider approving Disbursements for June, July and August 2020.

## **6. DELEGATIONS**

### **6.1 Pembina Trails Voices**

Purpose: To make a presentation to the Board.

## **7. EDUCATIONAL PRESENTATIONS**

## **8. BUSINESS FROM PREVIOUS BOARD MEETINGS**

## **9. BUSINESS FROM PREVIOUS FINANCE COMMITTEE OF THE WHOLE**

## **10. BUSINESS FROM PREVIOUS COMMITTEE MEETING OF THE WHOLE**

## **11. BY-LAWS AND/OR POLICIES**

## **12. CORRESPONDENCE FOR DISCUSSION**

## **13. STANDING AND SPECIAL/ADVISORY COMMITTEE REPORTS**

### **13.1 Buildings, Property and Transportation Committee**

### **13.2 Communication and Community Relations Committee**

- 13.3 Education Committee
- 13.4 Finance and Planning Committee
- 13.5 Human Resources and Policy Committee
- 13.6 Negotiations Committee
- 13.7 Pembina Trails School Division Educational Support Fund Inc.
- 13.8 Council of Presidents
- 13.9 Boards/Association Council on Education (B.A.C.E)

#### **14. ADMINISTRATIVE REPORTS**

- 14.1 **COVID-19 Update**  
Purpose: To receive a report from the Administration.
- 14.2 **School Resource Officer Agreement 2020-2023**  
Purpose: To consider ratifying the School Resource Officer Agreement between the City of Winnipeg and the Pembina Trails School Division for the period September 1, 2020 to June 30, 2023.
- 14.3 **Divisional Action Plan 2020-21 to 2021-22**  
Purpose: To receive a report from the Administration.
- 14.4 **Addendum to Mid-Management Schedule**  
Purpose: To consider approving the addendum to the Mid-Management Schedule to include the Human Resources Officer.
- 14.5 **Addendum to Directors Non-Instructional Schedule**  
Purpose: To consider approving the addendum to the Directors Non-Instructional to include the Transportation Supervisor.

#### **15. NEW BUSINESS**

#### **16. CORRESPONDENCE FOR INFORMATION DISTRIBUTION LIST**

#### **17. QUESTIONS FROM TRUSTEES**

#### **18. QUESTIONS FROM MEMBERS OF THE PUBLIC IN ATTENDANCE**

#### **19. REQUIREMENT FOR A COMMITTEE MEETING OF THE WHOLE**

## 20. ADJOURNMENT

# STATE OF EQUITY IN EDUCATION

## SUMMARY & CALLS TO ACTION

WINNIPEG INDIGENOUS  
EXECUTIVE CIRCLE

The issues regarding the lack of equitable Indigenous representation in the city of Winnipeg involving (1) the board of trustees; (2) teachers within school divisions; and (3) students enrolled and graduating from faculties of education are rooted in colonial relationships. Michael Hart and Gladys Rowe (2014) define colonialism as:

The evolving process where we, as peoples of this land, face impositions—from genocide to assimilation, to marginalization—of views, beliefs, values and practices of other peoples at the cost of our lives, views, beliefs, values, practices, lands and/or resources. It is when we, as peoples of this land, are stopped, hindered, cajoled, and/or manipulated from making and enacting decisions about our lives, individually and as a group, because of being a person of the peoples of this land. These decisions include how we are going to be who we are, and how, if at all, we are going to incorporate the ideas, beliefs, values and practices of other peoples (P.35).

Iris Young (1990) brings attention to the impact of inclusion and exclusion in the decision-making structures, how these structures enact and reproduce their power, and how these decision-making structures causally condition the distribution of rights, opportunities and resources.

The *State of Equity in Education Report* has identified that:

1. According to the 2018 school trustee election results in the city of Winnipeg, 54 school trustees were elected but only 2 self-identify as Indigenous.
2. According to data gathered from the 2013/14 Government of Manitoba Report on Self-Identified Indigenous Students and Teachers, there is a shortage of almost 600 Indigenous teachers in the city of Winnipeg's six school divisions.
3. In 2017/2018, the Faculties of Education at the University of Manitoba, University of Winnipeg and Université de Saint-Boniface had 42 self-identified Indigenous B.Ed graduates.

The key guiding principle of this *State of Equity in Education Report* is based on the belief that in order for educational outcomes to improve for Indigenous students, they must see themselves better reflected in the curriculum and teaching staff in their schools. This cannot be achieved without acknowledging and addressing the colonial and structural barriers faced by Indigenous peoples in the education system.

The following Calls to Action identify the next steps that need to be taken in order to address the shortage of Indigenous teachers in our community.

**In order for educational outcomes to improve for Indigenous students, they must see themselves better reflected in the curriculum and teaching staff in their schools. This cannot be achieved without acknowledging and addressing the colonial and structural barriers faced by Indigenous peoples in the education system.**

A photograph of two Indigenous students, a girl and a boy, looking intently at a large map spread out on a table. The girl is in the foreground, wearing a dark blue hoodie, and the boy is behind her, pointing at a specific location on the map. The map appears to be a geographical map of a region, possibly in Canada, with various colored areas and text. The lighting is warm and focused on the students and the map.

SEPTEMBER 2020

# CALLS TO ACTION

**CALL TO ACTION #1:** The limited Indigenous representation on school boards needs to be structurally addressed by establishing designated seats on governance structures, whether this is the elected board of trustees or appointed advisory councils, for Indigenous peoples that reflect and is proportionate to the population of Indigenous students being served. As well, in order to further address the issue of representation marginalization, consensus decision-making rather than majority-rule processes should be mandated to ensure all voices are authentically included around decision-making tables.

**CALL TO ACTION #2:** School divisions in the city of Winnipeg need to be more intentional and accountable about addressing the shortage of Indigenous teachers by establishing targets and monitoring results through the development and implementation of an employment equity policy and program in each of the school divisions in Winnipeg.

**CALL TO ACTION #3:** The employment equity policy and program could be modeled after the *Employment Equity Toolkit for Recruiting and Retaining Educators of Aboriginal Ancestry in British Columbia*, developed by the Education Partners of British Columbia in 2007.

**CALL TO ACTION #4:** Employment equity reports should be released by school divisions on an annual basis that are readily accessible to the public in order to promote transparency and accountability.

**CALL TO ACTION #5:** Existing human resource policies and practices within school divisions should be reviewed to identify barriers and promising practices regarding the recruitment, hiring, retention and promotion of Indigenous teachers.

**CALL TO ACTION #6:** Employment equity policy should be modernized and based on the setting of targets proportionate to the student population of the school division in order that the number of Indigenous teachers working in schools better reflects the Indigenous student population being served.

**CALL TO ACTION #7:** The faculties of education should set equity enrollment targets for Indigenous students similar to the Diversity Admissions Policy established by the Faculty of Education at the University of Manitoba. An annual Indigenous student equity enrollment/graduation report should be released publicly in order to promote transparency and accountability.

**CALL TO ACTION #8:** The universities of Winnipeg, Manitoba, Saint-Boniface and Brandon should disaggregate or breakdown employment equity data for the respective universities as a whole to faculty levels and provide annual employment equity reports that include (1) targets for Indigenous faculty and staff; (2) self-identification form completion rates; (3) identification of employed faculty and staff by job categories, including number of self-identified Indigenous peoples; (4) retention rates of Indigenous faculty and staff; and (5) promotion data of Indigenous faculty and staff. This annual faculty employment equity report should be released publicly and readily accessible in order to promote transparency and accountability.

**CALL TO ACTION #9:** The Department of Education and Training of the Manitoba provincial government should publish on a three-year period basis self-identification student and teacher data for Indigenous peoples broken down by individual school divisions.

**CALL TO ACTION #10:** Indigenous representation and voice needs to be at the decision-making tables in order to de-colonize initiatives which address the shortage of Indigenous teachers in the city of Winnipeg. Indigenous organizations, Manitoba School Boards Association, Manitoba Association of School Superintendents, Manitoba Teachers Society, Deans of the Faculties of Education, and Ministry of Education and Training should establish a *More Indigenous Teachers Initiative* to:

- a) identify the barriers faced by Indigenous peoples to become teachers;
- b) develop recruitment strategies to increase the pool of Indigenous peoples to become teachers;
- c) develop and implement teacher education programs for Indigenous peoples that address their needs and aspirations, including (1) a Bachelor of Education – Indigenous Knowledges program governed by Indigenous peoples that includes a bursary program to address poverty-related barriers and considers the learning time needed to become a teacher; (2) Indigenous educational assistant teacher education laddering programs; (3) Indigenous high school student teacher education stepping-stone initiatives; (4) Indigenous language teachers transition programs; (5) Indigenous teacher education programs that specialize in working with adult learners; (6) federal funding support for student living allowances for Indigenous teacher education programs; (7) federal funding for program and capital infrastructure development requirements for Indigenous teacher education programs, and; (8) continued work on the development of Indigenous curriculum, lesson plans and teaching tools that can be pragmatically implemented in the classroom.
- d) develop and implement retention and promotion initiatives within school divisions for Indigenous teachers and staff; and
- e) develop a 5-year action plan with clear benchmarks and timelines, including annual update reports that would be released publicly to promote transparency and accountability.

## REFERENCES:

1. Hart, M. and Rowe, G. 2014. Legally Entrenched Oppressions: The Undercurrent of First Nations Peoples' Experiences with Canada's Social Welfare Policies. In H. Weaver (ed.), *Social Issues in Contemporary Native America: Reflections from Turtle Island*. (23-41). Buffalo: Ashgate Publishers.
2. Young, I. 1990. *Justice and the Politics of Difference*. Princeton: Princeton University Press.



# STATE OF EQUITY IN EDUCATION REPORT

WINNIPEG INDIGENOUS  
EXECUTIVE CIRCLE



SEPTEMBER  
2020

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## 1. EXECUTIVE SUMMARY

The purpose of the *State of Equity in Education Report* is to promote evidence-based strategies for the development and implementation of equity-based education programs and policies in Winnipeg.

The impact of health determinants on Indigenous educational outcomes is well known today. The issues can vary from housing and poverty to physical and mental health care, and as such there is a recognition that the solutions cannot be one dimensional but rather multi-sectoral in nature. One system such as education cannot singularly be responsible for the outcomes or solutions. An integrated service delivery approach involving the true collaboration of multiple systems, local community organizations and members must be utilized if we are to achieve the benefits of collective impact in all that we do.

This report identifies the range of these issues involved and speaks to the historical context that has helped shape this reality. It recognizes a key guiding principle must be based on the belief that in order to improve academic outcomes for Indigenous students, they need to see themselves better reflected in the curriculum and teaching staff working in their schools. In order to expand the needed supply of Indigenous teacher graduates, partnerships will need to be mobilized with the federal and provincial governments, faculties of education, school divisions and Indigenous organizations to develop a broader range of teacher education program strategies and initiatives.

The *State of Equity in Education Report* was developed based on the themes of survey response data provided in the spring of 2019 by the six school divisions in the city of Winnipeg and the faculties of education at universities of Manitoba, Winnipeg, Saint-Boniface and Brandon. Calls to action were developed based on the themes identified from the survey response data. The

findings of the report and calls to action will be presented to school divisions, faculties of education, provincial department of education, and released to the general public. Survey and report updates will be developed each year on the status of the calls to action and data regarding employment equity and student representation questions identified in the annual surveys. The *State of Equity in Education Report* is based on an action research approach that will promote and monitor the progress made by education stakeholders on an annual basis with respect to the important issue of equity in education involving the Indigenous peoples in the city of Winnipeg.

## 2. BACKGROUND OF ORGANIZATION

The Winnipeg Indigenous Executive Circle was formed in 2015 and represents Indigenous Executive Directors of Indigenous-led organizations with a mandate to enhance policies, service delivery and systems in order that they are more responsive to the needs and perspectives of Indigenous peoples in the city of Winnipeg.

The Winnipeg Indigenous Executive Circle has identified four priorities in its strategic plan, including:

- Education, Training, Employment and Economic Development;
- Access to Housing;
- Supporting and Strengthening Families; and
- Health and Well-being.

Agassiz Professional Services and the Community Education Development Association provided the research and administrative support to the Education Committee of the Winnipeg Executive Circle for this action research initiative, as well as writing the report.

### 3. LITERATURE REVIEW

#### 3.1 Theoretical Framework

This report is based on a critical social theory and anti-colonial lens. Leonard (1990) names three key features of critical social theory, including (1) identifying sources of domination in society; (2) providing an alternative vision of social relations free from domination; and (3) communicating an alternative vision in a way that is easily understood in order that action can be taken to challenge the forces of domination in society.

The sources of domination that impact the shortage of Indigenous teachers in the city of Winnipeg are rooted in colonial relations. Hart and Rowe (2014) point out that the issue of representation needs to be acknowledged in terms of defining colonialism. In the literature, to date, the voice of Indigenous Peoples is not well reflected in these definitions. They have developed the following definition of colonialism in response to this absence:

Colonialism is the evolving process where we, as peoples of this land, face impositions—from genocide to assimilation, to marginalization—of views, beliefs, values and practices of other peoples at the cost of our lives, views, beliefs, values, practices, lands and/or resources. It is when we, as peoples of this land, are stopped, hindered, cajoled, and/or manipulated from making and enacting decisions about our lives, individually and as a group, because of being a person of the peoples of this land. These decisions include how we are going to be who we are, and how, if at all, we are going to incorporate the ideas, beliefs, values and practices of other peoples (P.35).

The concept of non-distributive justice further illustrates the impact of colonial relations regarding the issue of the shortage of Indigenous teachers in our community. Young (1990) brings attention to the importance of

inclusion and exclusion in the decision-making process. She looks at how decision-making structures enact and reproduce their power. Existing justice perspectives that focus on the distribution rights, opportunities and resources fail to bring issues of decision-making power and representation under evaluation. These non-distribution dynamics causally condition the distribution of resources. Critical questions to ask, therefore, when identifying sources of domination of social relations in society, include: (1) who is included and why; (2) who is excluded and why; and (3) what are the barriers to representation regarding issues of power, decision-making, and the allocation of rights, opportunities and resources.

In response to the impact of colonialism on Indigenous peoples, Hart (2009) advocates the importance of an anti-colonial approach that provides an alternative vision to address the colonial relationship. He identifies key elements of this anti-colonial lens, including: (1) social and political mobilization to de-legitimize and stop the colonial attack on Indigenous knowledge and peoples; (2) re-affirming Indigenous knowledge and culture; (3) establishing Indigenous control over Indigenous territories and protecting Indigenous lands from environmental destruction; (4) developing education opportunities that are anti-colonial in their political orientation and firmly rooted in traditions of Indigenous nations; and (5) creating spaces for the recovery of Indigenous knowledge systems using the processes, values and traditions inherent in those knowledge systems.

Finally, this alternative vision needs to be communicated in a way that is readily understood in order that concrete action can take place to change the colonial relationships. The Calls to Action identified in the *State of Equity in Education Report* seek to provide concrete steps that can be taken to address

the shortage of Indigenous teachers in our community.

### **3.2 Colonial History and Education: Residential Schools**

According to Justice Murray Sinclair, Chair of the Truth and Reconciliation Commission of Canada, “education is what has got us into this mess and education is what will get us out of it” (Atleo, 2013). While the residential schools were a part of an overall assimilation policy of the federal government, its legacy of trauma created a cultural and spiritual divide between the community and the education system that has impacted outcomes and approaches to education for generations (Truth and Reconciliation Commission of Canada Report, 2015). Child deaths were extremely high in residential schools with some schools losing up to 69% of their students due to abuse, neglect and disease (Sproule-Jones, 1996). This left whole communities and families with tremendous grief and loss, creating a sense of hopelessness that would be difficult to overcome. For those students who survived, the traumatic experience of residential schools meant that many parents were left ill-equipped to support student success when they became parents themselves. There are common stories of many parents fearing to enter the hallways of their children’s schools and often approaching education with a flight or fight response as a result of these traumatic residential school experiences. Parent engagement is often cited as an important indicator for successful student outcomes (Henderson et al, 2007). The residential school system created the context for low future parent engagement and contributed to low student outcomes.

As well, most residential schools left its students with extremely low skill development and graduation rates which led to poor

employment rates, resulting in a greater propensity of a lifetime of poverty.

Trauma from childhood abuse, with little or no support to overcome these experiences, led to increased cycles of generational abuse, life times of mental health challenges, and higher incidences of substance abuse (Truth and Reconciliation Commission of Canada Report, 2015). The impact of family separation at an early age had a very adverse affect on the ability of survivors of the residential school system to effectively parent, with many having to re-learn parenting skills on their own. These are just some of the determinants of health that have influenced the educational outcomes of Indigenous students. Context is everything and as such any solution must reflect the impact of this historical experience.

### **3.3 Stakeholder Acknowledgement of Indigenous Teacher Shortage: Demonstrating the Need**

The issue regarding the lack of Indigenous representation of teachers in the field of education has been well documented by various stakeholders within Canada and the province of Manitoba, including:

- **2019/2020 Manitoba Teachers Society Constitution, By-Laws and Policies** states “the Society believes that affirmative action can be used to address identified inequities in the composition of the teaching and administrative populations,” and in 2017, the Manitoba Teachers Society signed the *City of Winnipeg Indigenous Accord* in which they made a commitment to work with educational partners “to advocate for changes to all curriculum, policies and practices that will ensure full inclusion of Indigenous educators, students, families and communities in Manitoba Schools”;

- **2019 College of Alberta School Superintendents Report** identified that “while 7% of the student population self-identified as Indigenous, the number of self-identified Indigenous teachers was less than 1%. Increasing the representation of Indigenous teachers has been recommended in previous studies and reports with insufficient action on the recommendations”;
- **2018 Nova Scotia Review of Public Education Report** by Avis Glaze indicated “the need for a coordinated workforce strategy to increase the diversity and representation of Mi’kmaw teachers in the province”;
- **2016 Manitoba Auditor General Report** recommended the need for more “Indigenous teachers and that the gap between teachers and students that self-identify as being Indigenous is growing”;
- **2016 Manitoba Collaborative Indigenous Education Blueprint for Universities, Colleges and Public School Boards** committed the signatories to “reflecting the diversity of First Nations, Métis and Inuit cultures in Manitoba through institutional governance and staffing policies and practices”;
- **2015 Truth and Reconciliation Report** identified the need for more Indigenous knowledge, teaching methods, and teachers to eliminate the education gap between Indigenous and non-Indigenous students;
- **2015 Manitoba School Boards Association Multi-Year Action Plan for Aboriginal and Indigenous Education** with the stated objective “to enhance representation and voice of Aboriginal and Indigenous Peoples in school governance and to promote greater equity and justice through inclusive workplaces and organizational practices in the public school system,” including, “exploring opportunities with the Aboriginal Human Resource Council of Canada to develop a voluntary workplace diagnostic survey tool that is specific to divisional contexts and that can be used by all school divisions”;
- **2013 Manitoba Association of School Superintendents Position Statement on Aboriginal Education** call for “the development of teacher education programs, educational assistant training and leadership training responsive to the Aboriginal population; to develop targets for hiring of Aboriginal teachers, administrators and educational assistants; and to examine school governance models that more fully involve Aboriginal communities and knowledge keepers”;
- **2010 Association of Canadian Deans of Education signed the Accord on Indigenous Education** stated goal “to improve access, transitional support, and retention strategies developed in partnership with Indigenous communities, in order to increase substantially the numbers of First Nations, Inuit and Métis people enrolling in and completing secondary, post-secondary, teacher education, and graduate programs”;
- **2010 Saskatchewan School Boards Association** conducted a review of Indigenous employment in Saskatchewan School Divisions and identified that “there was not enough teachers of Indigenous ancestry to meet the hiring needs of school divisions in Saskatchewan”;
- **2007 British Columbia Teachers' Federation** approved an Employment Equity for Aboriginal Teachers Policy based on an overall goal “that the teaching population of each school district be

proportionate to the ratio of Aboriginal students in the district”;

- **2007 British Columbia Aboriginal Education Partners** (which includes the First Nations Education Steering Committee, Indian and Northern Affairs Canada, BC School Trustees Association, BC Principals’ and Vice Principals’ Association, BC School Superintendents Association, Métis Nation of BC, Union of BC Indian Chiefs, First Nations Schools Association, BC Teachers’ Federation, BC College of Teachers, BC Ministry of Education and BC Confederation of Parent Advisory Councils) developed an Employment Equity Toolkit for Recruiting and Retaining Educators of Aboriginal Ancestry in British Columbia that stated “our education system has traditionally employed very few individuals of Aboriginal ancestry...one of the key objectives of the Partners is to increase the number of teachers of Aboriginal ancestry in the BC education system”; and
- **2005 British Columbia Teacher’s Federation and British Columbia Public School Employers’ Association** signed a Letter of Understanding Regarding Employment Equity for Aboriginal Teachers which stated that “the parties recognize that Aboriginal teachers are under-represented in the public education system and that the parties are committed to address the under-representation of Aboriginal teachers.”

These organizational stakeholders identify wide-spread recognition of the need to address the shortage of Indigenous teachers within the educational system. The key challenge is to move from words to action.

### 3.4 Representation Matters

Santoro (2007) maintains that the teaching profession remains overwhelmingly white and middle class. Putman, Hansen and Walsh (2016) have called the difference in the proportion of Indigenous teachers and Indigenous students in public schools the “diversity gap.”

Buckskin (2016) identifies that a more equitable presence of Indigenous teachers in classrooms provides Indigenous students with role models and the opportunity to see Indigeniety reflected in positions of leadership—‘they cannot be what they cannot see’—validates and reaffirms their belonging in an often non-Indigenous space, and enables them to build trust and rapport with teaching staff more easily.

A 2012 Council of Ministers of Education Report on key policy issues in Indigenous education points out that the presence of Indigenous teachers in the classroom reduces teacher bias in assessment and student perception of bias. Dee (2004) explores the role of same-race teachers and increased math and reading scores for students.

Gershenson and Hart et al (2018) link further impacts of same-race teachers and educational attainment, including high school graduation and enrollment in post-secondary education, to the important role of the non-academic hidden curricula which involves self-esteem and pride in your identity, cultural solidarity, affiliation and connectedness to the broader same-race identity community.

In order to address the “diversity gap” or the shortage of same-race teachers, Putman, Hansen and Walsh (2016) conclude a long-term policy goal must be established involving a wide range of strategies. They further point out that district level strategies alone will not successfully close the “diversity gap” and must

include a broader set of partners than just school districts.

The Saskatchewan School Boards Report on Aboriginal Employment in School Divisions (2010) also reinforces the importance of a partnership approach with Indigenous communities, organizations and political entities as being at the heart of building lasting communities of Indigenous employees working in schools and school divisions. The report further identifies that the lack of Indigenous representation on school boards in Saskatchewan is a systemic barrier to the employment of Indigenous teachers.

As an example, a potential Indigenous organization partner in the city of Winnipeg is the Centre for Aboriginal Human Resource Development (CAHRD). A survey (Prevost-Derbecker, 2019) of 125 CAHRD students indicated that 34 of the 125 students (27%) had an interest in becoming a teacher. The students identified that some of the barriers they face in pursuing this path include funding, stable housing, location/accessibility, child care, and length of time to complete their education. Over 45% of the survey participants indicated that funding was the primary barrier for their education (Prevost-Derbecker, 2019). As well, the length of time it took to complete their education was also a barrier. Opportunities to address these types of challenges through the development of a more robust bursary program attached to an adult late entry learning program run by Indigenous organizations that use a holistic approach to support students are concrete examples of the potential of these types of partnerships.

## 4. DATA COLLECTION PROCESS

The survey instrument was developed by the Winnipeg Indigenous Executive Circle Education Committee. Representatives from the Winnipeg

Indigenous Executive Circle (WIEC) met with the Metro Superintendents Committee in January, 2019 to present the purpose and goals of the initiative, as well as to get feedback from the superintendents of the school divisions in the city of Winnipeg that was incorporated into the final draft of the survey. WIEC also met with the Executive Director of the Manitoba Association of School Superintendents (MASS) in January, 2019 to provide information and get further feedback about the initiative.

In the months of March and April, 2019, WIEC made presentations to the board of trustees of the six school divisions in the city of Winnipeg to invite them to complete the employment equity and student representation profile survey. (see attached survey – Appendix A).

As well, WIEC met with the Deans of Education from the universities of Winnipeg, Manitoba, Saint-Boniface and Brandon University in March, 2019 to invite them to complete the employment equity and student profile survey. (see attached survey– Appendix B).

The surveys were completed by all six school divisions and the four faculties of education and returned to the *State of Equity in Education Report* research working group in August, 2019.

## 5. FINDINGS – SCHOOL DIVISION SURVEY

### 5.1 School Trustee Profile and Representation

Three of the six school divisions in the city of Winnipeg completed the school trustee Indigenous self-identification question of the *State of Equity in Education Report*. These included the Louis Riel School Division, the River East Transcona School Division, and the Winnipeg School Division. The school divisions that did not provide a response to the question of school trustee Indigenous self-identification included the Pembina Trails School Division,



the Seven Oaks School Division, and the St. James-Assiniboia School Division.

In order to supplement the data collection regarding the school trustee profile representation component of the *State of Equity in Education Report*, a biographical review of each of the 54 school trustees in Winnipeg was undertaken with respect to

gender, Indigenous peoples representation, and racialized persons representation. The *State of Equity in Education Report* looks forward to responses from the Pembina Trails School Division, the Seven Oaks School Division, and the St. James-Assiniboia School Division to clarify any inaccuracies of the biographical review analysis regarding school trustee representation.

**Table 1:** School Trustee Profile and Representation – 2018 Election

School Division	Number of Trustees	Women Trustees	%	Indigenous Peoples Trustees	%	Racialized Persons Trustees	%
Louis Riel	9	5	56%	0	0%	0	0%
River East Transcona	9	3	33%	0	0%	0	0%
Winnipeg	9	7	78%	2	22%	1	11%
Pembina Trails	9	6	67%	0	0%	0	0%
Seven Oaks	9	5	56%	0	0%	2	22%
St. James - Assiniboia	9	5	56%	0	0%	0	0%
<b>Total</b>	<b>54</b>	<b>31</b>	<b>57%</b>	<b>2</b>	<b>4%</b>	<b>3</b>	<b>6%</b>

The school trustee profile and representation based on the results of the 2018 school board elections in the city of Winnipeg indicates that Indigenous peoples and racialized persons are not adequately represented at the highest level of policy and program decision-making within the public school system in our community. Only one school division, the Winnipeg School Division, has Indigenous school trustees on their respective school boards. The impact of this imbalanced representation issue means that often Indigenous voices are not present in the deliberation regarding program and policy decisions.

Hart and Rowe (2014) would identify this lack of representation in decision-making structures as a form of colonialism in that Indigenous peoples face the imposition of views, beliefs and practices of non-Indigenous peoples which impact the lives of their children and families. The concept on non-distributive justice (Young, 1990) further illustrates how the issue of representation impacts decision-making structures which enact and reproduce their power with respect to issues that relate to the Indigenous community. The decision-making process is flawed when voices are missing from the decision-making table. While this may not be the intent of the school trustees in decision-

making positions who undoubtedly have the best interests of all students in mind, the anti-colonial perspective is based on the impact of actions and not intent. Colonialism is a structure not an event. This lack of Indigenous representation at decision-making tables impacts the Indigenous community regarding decisions involving the distribution of rights, resources, opportunities, and the prioritization of issues.

## 5.2 Shortage of Indigenous Teachers in the City of Winnipeg

The Province of Manitoba undertakes the Manitoba Indigenous Teacher Education Survey every three years to collect data about the number of self-identified Indigenous teachers in the province. This data can be cross-referenced with the data collected by the

Province of Manitoba regarding self-identified Indigenous students to provide insight about the issue of Indigenous teacher representation in the provincial educational system.

The key guiding principle of the *State of Equity in Education Report* is that in order for Indigenous students to be more successful in their education, they need to see themselves better reflected in the curriculum and teaching staff in their schools. A concrete step for the education system to take to meet this objective would be to adopt an employment equity benchmark approach that seeks to ensure that the number of Indigenous teachers working in schools will be a reflection of the number of Indigenous students attending schools in our community—to address what Putman, Hansen and Walsh (2016) have identified as the “diversity gap.”

**Table 2:** Self-Identified Indigenous Students and Teachers in the City of Winnipeg Based on Province of Manitoba’s 2013/2014 Manitoba Indigenous Teacher Education Survey and Aboriginal Self-Identification in Manitoba Schools 2013/2014 Report Developed by Province of Manitoba.

School Division	Students Total	Students Indigenous	%	Teachers Total	Teachers Indigenous	%
Louis Riel	14,343	1,628	11.4%	973	105	10.8%
Pembina Trails	12,709	783	6.2%	923	59	6.4%
River East Transcona	16,106	2,461	15.3%	1,161	70	6.0%
Seven Oaks	10,858	1,395	12.8%	762	64	8.4%
St. James - Assiniboia	8,305	1,667	20.1%	619	44	7.1%
Winnipeg	33,176	8,186	24.7%	2,402	244	10.2%
<b>Total</b>	<b>95,497</b>	<b>16,120</b>	<b>16.9%</b>	<b>6,840</b>	<b>586</b>	<b>8.6%</b>

In order to have an equitable and proportionate representation of Indigenous teachers for the number of Indigenous students in the city of Winnipeg of 16.9% or a total of

1,156 Indigenous teachers, an additional 570 Indigenous teachers would need to be hired by the city of Winnipeg school divisions based on this Province of Manitoba data for 2013/2014.

### 5.3 Development and Implementation of Employment Equity Policies

Of the six school divisions in the city of Winnipeg, only the Winnipeg School Division (WSD) indicated in the *State of Equity in Education Report* survey that it has an employment equity policy, produces an annual report that is presented to the Board of Trustees, and posts the annual report on-line. The WSD has been a pioneer and leader in the practice of employment equity since the division first initiated its policy and program in 1993. A brief overview of the lessons learned and challenges of developing and implementing an employment policy and program is provided based on a review of the existing WSD employment equity policy, annual report, and interview with the Chief Human Resources Officer of the Winnipeg School Division.

#### Key issues learned:

- Importance of clearly defining a purpose for the employment equity policy and program.
- Importance of building a culture of safety for employees regarding the role of the employment equity policy and program within the school division.
- Importance of communicating and consulting with employees about how the collected employment equity information will be used.
- Importance of developing support from employee groups and communities of interest prior to implementing initiative.
- Importance of providing accessible platforms on-line for employees to self-identify, including the ongoing opportunity to complete self-identification forms and regular reminders to complete employment equity surveys.
- The competition rates of employment equity self-identification forms for the Winnipeg School Division have increased from 40% in 2009/2010 to 77% in 2017/2018.
- Need to be mindful of the biases of traditional methods for setting employment equity targets that are based on labour market availability and availability of designated workers by occupational groups which can serve to restrict Indigenous participation when using these employment equity target methods.
- An alternative method for setting employment equity targets could be more directly linked with the guiding principle that educational outcomes for Indigenous students will improve if they see themselves better reflected in the curriculum and teaching staff within their schools by setting the employment equity target proportionate to the number of students being served by the school division.
- The WSD experience regarding the development and implementation of an employment equity policy and program could serve as a model for other school divisions in the city of Winnipeg to adopt without having to “reinvent the wheel”.
- The WSD has identified that the cost of purchasing custom tables for census data from Statistics Canada in order to develop workforce analysis data for employment equity benchmarks is \$1,000 for basic data and up to \$5,000 for generating more sophisticated and detailed data. The WSD has demonstrated that the cost of accessing workforce analysis data is not

excessive and should not be a barrier for other smaller size school divisions who are interested in establishing an employment equity policy and program within their respective divisions.

equity policies, programs and practices for school divisions, including the very existence of a presence of an employment equity program within the city of Winnipeg.

### Key challenges:

- There is a shortage of Indigenous Bachelor of Education students enrolling and graduating in the faculty of education programs in our province. Strategies to increase the supply of Indigenous teachers are required. The school divisions, faculties of education and Indigenous organizations need to work together in partnership in order to expand the pool of Indigenous young people and adults who are interested in becoming teachers.
- The newly formed Manitoba First Nations School System will attract more Indigenous teachers to return to their home communities to teach and this will further reinforce the need to develop partnerships and strategies to expand the number of Indigenous teachers in the province to address what will be a growing shortage of Indigenous teachers.
- Decisions made by the provincial government in the spring of 2021 regarding school governance, whether it is through school board amalgamation or abolishing school boards, will potentially impact the leadership role that the WSD has played in pioneering employment

### 5.4 Selected Staff Profile

The Winnipeg School Division (WSD) completed the distribution of staff within job categories section of the *State of Equity in Education Report* survey and included a profile of self-identified Indigenous persons in each job category. The Louis Riel School Division (LRSD), River East-Transcona School Division (RETSD), and St. James Assiniboia (SJASD) completed the distribution of staff within job categories section of the *State of Equity in Education Report* survey, but, because they do not collect self-identification data for their staff, were not able to include a profile of self-identified Indigenous persons in each job category. The Pembina Trails School Division (PTSD) and Seven Oaks School Division (SOSD) did not complete the job categories section of the *State of Equity in Education Report* survey, and because they, too, do not collect self-identification data of their employees, were not able to include a profile of self-identified Indigenous persons in each job category.

The following table provides the response by the six school divisions for data regarding the representation of Indigenous peoples in leadership roles within the respective school divisions.

**Table 3:** Selected Staff Profile – Superintendents/Senior Administration, Principals and Vice-Principals

School Division	Superintendents/ Senior Administration	Indigenous	Principals	Indigenous	Vice Principals	Indigenous
Winnipeg	22	2 (9.1%)	91	6 (6.6%)	67	8 (11.9%)
Louis Riel	38	Data not collected	40	Data not collected	37	Data not collected
River East Transcona	33	Data not collected	42	Data not collected	32	Data not collected
Pembina Trails	Data not provided	Data not collected	Data not provided	Data not collected	Data not provided	Data not collected
St. James - Assiniboia	9	Data not collected	28	Data not collected	14	Data not collected
Seven Oaks	Data not provided	Data not collected	Data not provided	Data not collected	Data not provided	Data not collected

The following table provides the response by the six school divisions for data regarding teachers and educational assistants. Term teachers, substitute teachers, and educational assistants are important potential sources of people to increase the pool of Indigenous

teachers through initiatives to transition term teachers to permanent contracts, substitute teaching positions to permanent contracts, and educational assistants to become teachers with teacher ladder education programs.

**Table 4:** Selected Staff Profile – Teachers and Educational Assistants – 2017/2018

School Division	Permanent Teachers	Indigenous	Term Teachers	Indigenous	Substitute Teachers	Indigenous	Educational Assistants	Indigenous
Winnipeg	2,534	212 (8.4%)	190	17 (9.7%)	909	52 (5.7%)	1,829	245 (13.3%)
Louis Riel	1,039	Data not collected	136	Data not collected	632	Data not collected	498	Data not collected
River East Transcona	1,004	Data not collected	191	Data not collected	524	Data not collected	466	Data not collected
Pembina Trails	Data not provided	Data not collected	Data not provided	Data not collected	Data not provided	Data not collected	Data not provided	Data not collected
St. James - Assiniboia	567.5	Data not collected	56	Data not collected	247	Data not collected	319	Data not collected
Seven Oaks	Data not provided	Data not collected	Data not provided	Data not collected	Data not provided	Data not collected	Data not provided	Data not collected

## 5.5 Student Profile – 2017/2018

The Winnipeg School Division, Louis Riel School Division, River East-Transcona School Division, Pembina Trails School Division, and St. James-Assiniboia School Division completed student profile section of the *State of Equity in Education Report* survey. The Seven Oaks School Division (SOSD) did not directly

respond to the student profile section of the *State of Equity in Education Report* survey.

The data for total students and self-identified Indigenous students in the Seven Oaks School Division was sourced through the 2017/2018 Indigenous Self-Identification in Manitoba Schools report developed by the Province of Manitoba.

**Table 5:** Student Profile of Indigenous Students – 2017/2018

School Division	Total Students	Indigenous Students	%
Winnipeg	33,223	9,046	27.2%
Louis Riel	15,354	1,998	13.0%
River East - Transcona	15,294	2,266	14.8%
Pembina Trails	14,437	1,127	7.8%
St. James - Assiniboia	8,440	1,433	17.0%
Seven Oaks	11,523	1,642	14.2%
<b>Total</b>	<b>98,271</b>	<b>17,512</b>	<b>17.8%</b>

The student profile data provides an important baseline for establishing employment equity targets to address the “diversity gap,” identified by Putman, Hansen and Walsh (2016), for Indigenous teachers in the city of Winnipeg that reflects the proportionate representation of Indigenous teachers and the number of Indigenous students served by the respective school divisions in the city of Winnipeg. For 2017/2018, the student profile data indicates that 17.8%, or almost 1 in 5 teachers in the city of Winnipeg public schools,

would need to be Indigenous if an equitable representation of Indigenous teachers is to reflect the number of Indigenous students attending city of Winnipeg public schools. This modernized employment equity target alternative would more effectively link the guiding principle of the *State of Equity in Education Report* that identifies the outcomes of Indigenous students will be enhanced when they see themselves better reflected in the curriculum and teaching staff in their schools.



**Table 6:** Required Number of Teachers in the City of Winnipeg Based on Employment Equity Target Proportionate to Indigenous Student Population Based on 2017/2018 Data.

School Division	Students Total	Students Indigenous	%	Teachers Total	Teachers Indigenous Target	%
Louis Riel	15,354	1,998	13.0%	1,175	153	13.0%
Pembina Trails	14,437	1,127	7.8%	997	78	7.8%
River East Transcona	15,294	2,266	14.8%	1,195	177	14.8%
Seven Oaks	11,523	1,642	14.2%	843	120	14.2%
St. James - Assiniboia	8,440	1,433	17.0%	619	105	17.0%
Winnipeg	33,223	9,046	27.2%	2,534	689	27.2%
<b>Total</b>	<b>98,271</b>	<b>17,512</b>	<b>17.8%</b>	<b>7,363</b>	<b>1,322</b>	<b>17.8%</b>

## 6. FINDINGS – FACULTIES OF EDUCATION SURVEY

### 6.1 Student Enrollment Equity Targets

The Faculties of Education at the universities of Manitoba, Winnipeg, Saint-Boniface and Brandon completed the *State of Equity in Education Report* survey. Of the four universities, only the Faculty of Education at the University of Manitoba sets student enrollment equity targets for applicants to their Bachelor of Education program.

In 2016, the University of Manitoba Senate approved “an aggressive new policy that seeks to ensure a more diverse student population in the Faculty of Education program...the goal of the policy is to ensure that graduates of the U of M education program help to create a more diverse teaching force...that better reflects the students and families served by teachers across the province” (UM Today News, 2016).

The Diversity Admission policy would strive to ensure 45 per cent of applicants to the Faculty of Education are from one of five self-identified diversity categories, including:

- a) Canadian Indigenous Peoples: Canadian First Nations, Métis and Inuit peoples – target: 15%;
- b) Racialized persons: Those who have been treated differently based on their perceived racial backgrounds, colour and/or ethnicity. Includes non-Canadian Indigenous peoples – target: 7.5%;
- c) Persons with gender identity/sexual orientation difference: those self-identifying as lesbian, gay, bisexual, transgender/transsexual, two spirit, queer (LGBTQ) – target: 7.5%;
- d) Persons with disabilities: those who have a physical, mental, psychological, sensory or diagnosed learning disability – target: 7.5%; and
- e) Disadvantaged persons: members of the University of Manitoba ACCESS Program (those who have not had the opportunity for university study at the degree level because of social, economic or cultural reasons, or

residence in remote areas) or those who have experienced other barriers because of their religion, creed, language or state of social disadvantage – target: 7.5%.

If there are not enough applicants in either of the admission categories, unallocated spaces from one admission category can be re-allocated to admission applicants from the other based on competitive ranking.

## 6.2 Overview of Student Population in B.Ed. Programs

The University of Winnipeg and Brandon University completed the overview of student population section of the *State of Equity in Education Report* survey, including the number of students that completed the self-identification form with respect to equity target groups. At the University of Winnipeg, the total number of students in the Bachelor of Education for 2017/2018 was 1,586 students

and 1,586 students completed the self-identification form for a completion rate of 100%. At Brandon University, the total number of students in the Bachelor of Education program for 2017/2018 was 445 students and 215 students completed the self-identification form for a completion rate of 48.3%.

The University of Manitoba did not respond to the student self-identification section of the *State of Equity in Education Report* survey.

The Université de Saint-Boniface asks all students to complete self-identification forms but did not provide data regarding form completion rates. They were able to provide information about the number of Indigenous students registered and graduating from their faculty for 2017/18. The Université de Saint-Boniface identified that the French language requirement for the program is a factor that limits the number of Indigenous students registering for their program.

**Table 7:** Overview of Self-Identified Indigenous Students in B.Ed programs 2017/2018

Category	U of W Registered	U of W Graduates	U of M Registered	U of M Graduates	U St. B Registered	U St. Graduates	Brandon Registered	Brandon Graduates
Total Students	1,586	386	341	172	113	40	445	95
Indigenous	180 (11.3%)	22 (5.7%)	Data not provided	16 (9.3%)	12 (10.6%)	6 (15.0%)	159 (35.7%)	13 (13.7%)
First Nations	64	5	Data not provided	Data not provided	0	0	138	11
Métis	105	15	Data not provided	Data not provided	12	6	21	2
Non-Status	10	1	Data not provided	Data not provided	0	0	0	0
Inuit	1	0	Data not provided	Data not provided	0	0	0	0

While the University of Manitoba did not complete the student self-identification data requested for the *State of Equity in Education Research Report*, they subsequently released data to the media (CBC News, February 24,

2020) which indicated that the average enrollment of self-identified Indigenous students over the 3-year period of 2016 to 2019 was 9.6%. For the 2018/19 school year, 8.4% of the students enrolled self-identified as

Indigenous which represents 56% of the established target of 15% of all students enrolled in the Faculty of Education.

The following historical overview of self-identified Indigenous students in the Bachelor of Education programs for the University of Manitoba and University of Winnipeg is provided in Table 8 and Table 9 based on data

from the Premier's Advisory Council on Education, Poverty and Citizenship Research Project (2015) for the period of 2011 to 2015, and data from the Indigenous Teacher Education Model Research Project (2009) for 2002 to 2010, undertaken by the Community Education Development Association with funding from the Council on Post-Secondary Education.

**Table 8:** Average Self-Identified Indigenous Students – University of Winnipeg B.Ed – 2002 to 2015

Period	Total Number of Students Mean Yearly Average	Indigenous Students Mean Yearly Average	Total Number of Graduates Mean Yearly Average	Indigenous Graduates Mean Yearly Average
2011 to 2015	1,592	112 (7.1%)	349	23 (6.6%)
2002 to 2015	1,450	101 (7.0%)	269	19 (7.1%)

**Table 9:** Average Self-Identified Indigenous Students – University of Manitoba B. Ed – 2002 to 2015

Period	Total Number of Students Mean Yearly Average	Indigenous Students Mean Yearly Average	Total Number of Graduates Mean Yearly Average	Indigenous Graduates Mean Yearly Average
2011 to 2015	507	27 (5.3%)	232	12 (5.2%)
2002 to 2015	572	35 (6.1%)	256	16 (6.3%)

The data regarding Indigenous student enrollment and graduation identified by the *State of Equity in Education Report* survey, supplemented with data from the Indigenous Teacher Education Model Research Project (2009) and the Premier's Advisory Committee on Education, Poverty and Citizenship Research Project (2015), identifies that the Bachelor of Education program at the Faculty of Education at the University of Manitoba has Indigenous student enrollment and graduation rates on a historical yearly mean average within the 5% range which is substantially lower than the 15% target for Indigenous student enrollment that has been established by the

Faculty of Education's Diversity Admissions Policy. The University of Manitoba's Faculty of Education will need to engage in a broader range of strategies, involving a partnership of stakeholders including Indigenous organizations and school divisions, to build a larger pool of Indigenous peoples to become interested in becoming teachers within its Bachelor of Education program if it is going to meet the faculty's enrollment target of 15% for Indigenous students.

### 6.3 Employment Equity Initiatives at the Faculties of Education

Santoro, Reid, Crawford and Simpson (2011) identify that universities, like schools, have few Indigenous staff members. They further point out that course materials for teacher education programs are designed with little input from Indigenous practitioners and that very few pre-service teachers have opportunities to be taught by Indigenous teacher educators. Henry (2012) documents that the number of Indigenous faculty teaching in Canadian universities as of the census of 2006 was 600, or only 0.9% of the total number of 64,222 university professors, while the overall Indigenous population in Canada was 3.8% according to the 2006 census. The Academic Women's Association (2018) report identifies that based on 2016 census data, Indigenous peoples represent 5% of the Canadian population but constitute only 1.4% of the total number of professors employed in universities in Canada.

Ahmed (2012) is concerned that "formal commitments to equality and the language of diversity in academic institutions is often more about changing only the perception of whiteness than it is about changing the culture and organization of the institution" (P. 34). Ramos and Li (2017) show that in Canada the relative representation of racialized and Indigenous faculty is actually worsening over time.

The 2018 Human Resources Annual Report of the University of Manitoba states that, of its

9,300 total number of employees, 224 or 2.4% self-identify as Indigenous. The University of Winnipeg conducted an employee equity census in 2016 which found that, of the 846 total number of employees, 70.2% completed the self-identification forms, and 8.9% self-identify as Indigenous.

The Faculty of Education at Université de Saint-Boniface collects self-identification data and indicated that of the 34 employees none of the staff self-identify as Indigenous. The faculty, however, does not have an employment equity policy and does not set employment equity targets.

Brandon University did not respond to the request for employment equity data for the university as an organization.

The faculties of education at the University of Winnipeg, University of Manitoba, Université de Saint-Boniface and Brandon University responded to the employment equity section of the *State of Equity in Education Report* survey by indicating: (1) each respective faculty of education does not have an employment equity policy; (2) each faculty does not set employment equity targets for Indigenous peoples; (3) each faculty does not maintain a data base of self-identification form completion rates; and (4) while the respective universities have employment equity policies and collect employment equity data, this data is not disaggregated for each faculty at the faculty level for the universities of Winnipeg, Manitoba and Brandon.

**Table 10:** Job Categories of Faculty Employees – 2017/2018

Job Category	U of W Total Number of Employees	U of W Total Number of Indigenous Employees	U of M Total Number of Employees	U of M Total Number of Indigenous Employees	U St. B Total Number of Employees	U St. B Total Number of Indigenous Employees	Brandon Total Number of Employees	Brandon Total Number of Indigenous Employees
Faculty members with tenure	20 (No data provided by tenure)	Data not provided	27	Data not provided	8	0	16.4	Data not provided
Faculty members without tenure	Data not provided	Data not provided	7	Data not provided	5	0	12	Data not provided
Contract Instructors	9	Data not provided	Data not provided	Data not provided	19	0	24 (or 4 FTE)	Data not provided
Support staff	1	Data not provided	19	Data not provided	1	0	1	Data not provided
Clerical/Admin Staff	15	Data not provided	Data not provided	Data not provided	1	0	5	Data not provided
<b>Total</b>	<b>45</b>	<b>Data not provided</b>	<b>Data not provided</b>	<b>Data not provided</b>	<b>34</b>	<b>0</b>	<b>38.4</b>	<b>Data not provided</b>

## 7. CALLS TO ACTION

The underlying theoretical lens used by the *State of Equity in Education Report* is based on critical social theory and anti-colonial theory. The issues regarding the lack of equitable Indigenous representation involving (1) the board of trustees; (2) teachers within school divisions; (3) students enrolled and graduating from faculties of education; and (4) staff employed by the faculties of education are rooted in colonial relationships.

The key features of colonialism identified by Hart and Rowe (2014) include the impositions of views, beliefs, values and practices of other peoples which prevents Indigenous peoples enacting decisions which impact their lives, is an underlying dynamic that needs to be addressed in order to work on issues of equity in education in our community. The concept of non-distributive justice, as articulated by Young (1990), brings attention to the impact of issues of inclusion and exclusion in the decision-making structures, how these structures enact and reproduce their power, and how these decision-making structures causally condition the distribution of rights, opportunities and resources.

The lack of Indigenous representation at decision-making tables of boards of school trustees; the historical evidence of the Indigenous teacher shortages in public schools in the city of Winnipeg; and the inadequate progress to date of the faculties of education addressing the Indigenous teacher shortage as documented in this *State of Equity in Education Report* points to the urgent need for action that is based on accountability benchmarks and defined timelines. The key guiding principle of this *State of Equity in Report* is based on the belief that in order for educational outcomes to improve for Indigenous students, they must see themselves better reflected in the curriculum and teaching staff in their schools. This cannot be achieved without acknowledging and addressing the colonial and structural barriers faced by Indigenous peoples in the education system.

The following Calls to Action identify the next steps that need to be taken in order to address the shortage of Indigenous teachers in our community:

**CALL TO ACTION #1:** The limited Indigenous representation on school boards needs to be structurally addressed by establishing designated seats on governance structures,

whether this is the elected board of trustees or appointed advisory councils, for Indigenous peoples that reflect and is proportionate to the population of Indigenous students being served. As well, in order to further address the issue of representation marginalization, consensus decision-making rather than majority-rule processes should be mandated to ensure all voices are authentically included around decision-making tables.

**CALL TO ACTION #2:** School divisions in the city of Winnipeg need to be more intentional and accountable about addressing the shortage of Indigenous teachers by establishing targets and monitoring results through the development and implementation of an employment equity policy and program in each of the school divisions in Winnipeg.

**CALL TO ACTION #3:** The employment equity policy and program could be modeled after the Employment Equity Toolkit For Recruiting and Retaining Educators of Aboriginal Ancestry in British Columbia, developed by the Education Partners of British Columbia in 2007.

**CALL TO ACTION #4:** Employment equity reports should be released by school divisions on an annual basis and be readily accessible to the public in order to promote transparency and accountability.

**CALL TO ACTION #5:** Existing human resource policies and practices within school divisions should be reviewed to identify barriers and promising practices regarding the recruitment, hiring, retention and promotion of Indigenous teachers.

**CALL TO ACTION #6:** Employment equity policy should be modernized and based on the setting of targets proportionate to the student population of the school division in order that the number of Indigenous teachers working in

schools better reflects the Indigenous student population being served.

**CALL TO ACTION #7:** The faculties of education should set equity enrollment targets for Indigenous students similar to the Diversity Admissions Policy established by the Faculty of Education at the University of Manitoba. An annual Indigenous student equity enrollment/graduation report should be released publicly in order to promote transparency and accountability.

**CALL TO ACTION #8:** The universities of Winnipeg, Manitoba, Saint-Boniface and Brandon should disaggregate or breakdown employment equity data for the respective universities as a whole to faculty levels and provide annual employment equity reports that include (1) targets for Indigenous faculty and staff; (2) self-identification form completion rates; (3) identification of employed faculty and staff by job categories, including number of self-identified Indigenous peoples; (4) retention rates of Indigenous faculty and staff; and (5) promotion of Indigenous faculty and staff. This annual faculty employment equity report should be released publicly and be readily accessible in order to promote transparency and accountability.

**CALL TO ACTION #9:** The Department of Education of the Manitoba provincial government should publish on a three-year period basis self-identification student and teacher data for Indigenous peoples broken down by individual school divisions.

**CALL TO ACTION #10:** Indigenous representation and voices need to be at the decision-making tables in order to de-colonize initiatives which address the shortage of Indigenous teachers in the city of Winnipeg. Indigenous organizations, Manitoba School Boards Association, Manitoba Association of School Superintendents, Manitoba Teachers Society, Deans of the Faculties of Education, and Ministry of



Education should establish a *More Indigenous Teachers Initiative* to:

- a)** identify the barriers faced by Indigenous peoples to become teachers;
- b)** develop recruitment strategies to increase the pool of Indigenous peoples to become teachers;
- c)** develop and implement teacher education programs for Indigenous peoples that address their needs and aspirations, including: (1) a Bachelor of Education – Indigenous Knowledges program governed by Indigenous peoples that includes a bursary program to address poverty-related barriers and considers the learning time needed to become a teacher; (2) Indigenous educational assistant teacher education laddering programs; (3) Indigenous high school student teacher education stepping-stone initiatives; (4) Indigenous language teachers transition programs; (5) Indigenous teacher

education programs that specialize in working with adult learners; (6) federal funding support for student living allowances for Indigenous teacher education programs; (7) federal funding for program and capital infrastructure development requirements for Indigenous teacher education programs, and; (8) continued work on the development of Indigenous curriculum, lesson plans and teaching tools that can be pragmatically implemented in the classroom.

- d)** develop and implement retention and promotion initiatives within school divisions for Indigenous teachers and staff; and
- e)** develop a 5-year action plan with clear benchmarks and timelines, including annual update reports that would be released publicly to promote transparency and accountability.

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## APPENDIX A

# STATE of EQUITY in EDUCATION

## School Division Survey

### Winnipeg Indigenous Executive Circle

**1. Name of School Division**

\_\_\_\_\_

**2. Board of Trustees**

2.1 How many trustees on your school board self-identify as Indigenous \_\_\_\_\_

2.2 Does your school division have an employment equity policy \_\_\_\_\_ Yes. \_\_\_\_\_ No

2.3 Does your school division collect employment equity data \_\_\_\_\_ Yes \_\_\_\_\_ No

2.4 Does your school division have an employment equity policy with targets for:

Category	Set Targets (Yes/No)	Identified Target (%)
Indigenous Peoples		

2.5 What is the methodology used to calculate the targets \_\_\_\_\_

\_\_\_\_\_  
\_\_\_\_\_

2.6 Will the school division provide a copy of your employment equity policy

\_\_\_\_\_ Yes \_\_\_\_\_ No

**3. Overview of Student Population for 2017/18**

3.1 Total number of students in your school division \_\_\_\_\_

3.2 Number of students that complete self-identification form \_\_\_\_\_

3.3 Number of students that self-identify as Indigenous \_\_\_\_\_

**4. Overview of Indigenous Student Population for 2017/18**

4.1 Number of Indigenous students that self-identify as First Nations \_\_\_\_\_

4.2 Number of Indigenous students that self-identify as Métis \_\_\_\_\_

4.3 Number of students that self-identify as Non-Status \_\_\_\_\_

4.4 Number of Indigenous students that self-identify as Inuit \_\_\_\_\_

**5. Overview of Employees for 2017/18**

5.1 Total number of employees in your school division \_\_\_\_\_

5.2 Number of employees that complete self-identification form \_\_\_\_\_

5.3 Number of employees that self-identify as Indigenous \_\_\_\_\_

**6. Self-Identified Indigenous Employees for 2017/18**

6.1 Number of Indigenous employees that self-identify as First Nations \_\_\_\_\_

6.2 Number of Indigenous employees that self-identify as Métis \_\_\_\_\_

6.3 Number of employees that self-identify as Non-Status \_\_\_\_\_

6.4 Number of Indigenous employees that self-identify as Inuit \_\_\_\_\_



**7. Job Categories of self-identified Indigenous employees for 2017/18:**

<b>Job Category</b>	<b>Total Number of Employees</b>	<b>Total Number Of Indigenous</b>	<b>Number of First Nation</b>	<b>Number of Métis</b>	<b>Number of Non-Status</b>	<b>Number of Inuit</b>
Superintendants						
Senior Administration						
Principals						
Vice- Principals						
Teachers – Permanent Contract						
Teachers – Term Contract						
Teachers – Substitute						
Non-Teacher Professionals						
Semi-Professionals and Technicians						
Educational Assistants						
Clerical/Admin Support						
Custodial						
Maintenance						
Total:						

## **8. Current Strategies and Partnerships**

What are the current strategies and partnerships of your school division to address the need to have more Indigenous teachers in your school division?

[illegible]

## APPENDIX B

# STATE of EQUITY in EDUCATION

## Faculty of Education Program Survey

### Winnipeg Indigenous Executive Circle

**1. Name of University**

\_\_\_\_\_

**2. Overview of Faculty**

2.1 Does your faculty have an employment equity policy \_\_\_\_\_ Yes \_\_\_\_\_ No

2.2 Does your faculty collect employment and student equity data \_\_\_\_\_ Yes \_\_\_\_\_ No

2.3 Does your faculty have an employment equity policy with targets for:

Category	Set Targets (Yes/No)	Identified Target (%)
Indigenous Peoples		

**3. Overview of Student Population in B.Ed. program for 2017/18**

3.1 Total number of students in your B.Ed.program \_\_\_\_\_

3.2 Number of students that complete self-identification form \_\_\_\_\_

3.3 Number of students that self-identify as Indigenous \_\_\_\_\_

3.4 Does your faculty have a student representation equity policy?  
\_\_\_\_\_Yes \_\_\_\_\_No

3.5 If yes, what is the identified target (%) for Indigenous students \_\_\_\_\_

**4. Overview of Indigenous Student Population in B.Ed. program for 2017/18**

- 4.1 Number of Indigenous students that self-identify as First Nations \_\_\_\_\_
- 4.2 Number of Indigenous students that self-identify as Métis \_\_\_\_\_
- 4.3 Number of students that self-identify as Non-Status \_\_\_\_\_
- 4.4 Number of Indigenous students that self-identify as Inuit \_\_\_\_\_

**5. Student Graduation Profile in B.Ed program for 2017/18**

- 5.1 Total number of students in Bachelor of Education program \_\_\_\_\_
- 5.2 Total number of graduates in Bachelor of Education program \_\_\_\_\_
- 5.3 Total number of self-identified Indigenous students \_\_\_\_\_
- 5.4 Total number of self-identified Indigenous graduates \_\_\_\_\_
- 5.5 Total number of self-identified First Nation students \_\_\_\_\_
- 5.6 Total number of self-identified First Nation graduates \_\_\_\_\_
- 5.7 Total number of self-identified Métis students \_\_\_\_\_
- 5.8 Total number of self-identified Métis graduates \_\_\_\_\_
- 5.9 Total number of self-identified Non-Status students \_\_\_\_\_
- 5.10 Total number of self-identified Non-Status graduates \_\_\_\_\_
- 5.11 Total number of self-identified Inuit students \_\_\_\_\_
- 5.12 Total number of self-identified Inuit graduates \_\_\_\_\_

**6. Overview of Student Population in Post Bacclaureate program for 2017/18**

- 6.1 Total number of students in your Post Bacclaureate program \_\_\_\_\_
- 6.2 Number of students that complete self-identification form \_\_\_\_\_
- 6.3 Number of students that self-identify as Indigenous \_\_\_\_\_
- 6.4 Does your faculty have a student representation equity policy?  
\_\_\_\_\_Yes \_\_\_\_\_No
- 6.5 If yes, what is the identified target (%) for Indigenous students \_\_\_\_\_
- 6.6 Number of students that self-identify as Indigenous \_\_\_\_\_

**7. Overview of Indigenous Students in Post Bacclaureate program for 2017/18**

- 7.1 Number of Indigenous students that self-identify as First Nations \_\_\_\_\_
- 7.2 Number of Indigenous students that self-identify as Métis \_\_\_\_\_
- 7.3 Number of students that self-identify as Non-Status \_\_\_\_\_
- 7.4 Number of Indigenous students that self-identify as Inuit \_\_\_\_\_

**8. Student Graduation Profile in Post Bacclaureate program for 2017/18**

- 8.1 Total number of students in Post Bacclaureate program \_\_\_\_\_
- 8.2 Total number of graduates in Post Bacclaureate program \_\_\_\_\_
- 8.3 Total number of self-identified Indigenous students \_\_\_\_\_
- 8.4 Total number of self-identified Indigenous graduates \_\_\_\_\_
- 8.5 Total number of self-identified First Nation students \_\_\_\_\_
- 8.6 Total number of self-identified First Nation graduates \_\_\_\_\_
- 8.7 Total number of self-identified Métis students \_\_\_\_\_
- 8.8 Total number of self-identified Métis graduates \_\_\_\_\_
- 8.9 Total number of self-identified Non-Status students \_\_\_\_\_
- 8.10 Total number of self-identified Non-Status graduates \_\_\_\_\_
- 8.11 Total number of self-identified Inuit students \_\_\_\_\_
- 8.12 Total number of self-identified Inuit graduates \_\_\_\_\_

**9. Overview of Student Population in M.Ed. program for 2017/18**

- 9.1 Total number of students in your M.Ed. program \_\_\_\_\_
- 9.2 Number of students that complete self-identification form \_\_\_\_\_
- 9.3 Number of students that self-identify as Indigenous \_\_\_\_\_
- 9.4 Does your faculty have a student representation equity policy?  
\_\_\_\_ Yes                      \_\_\_\_ No
- 9.5 If yes, what is the identified target (%) for Indigenous students \_\_\_\_\_
- 9.6 Number of students that self-identify as Indigenous \_\_\_\_\_

**10. Overview of Indigenous Student Population in M.Ed. program for 2017/18**

- 10.1 Number of Indigenous students that self-identify as First Nations \_\_\_\_\_
- 10.2 Number of Indigenous students that self-identify as Métis \_\_\_\_\_
- 10.3 Number of students that self-identify as Non-Status \_\_\_\_\_
- 10.4 Number of Indigenous students that self-identify as Inuit \_\_\_\_\_

**11. Student Graduation Profile in M.Ed program for 2017/18**

- 11.1 Total number of students in Masters of Education program \_\_\_\_\_
- 11.2 Total number of graduates in Masters of Education program \_\_\_\_\_
- 11.3 Total number of self-identified Indigenous students \_\_\_\_\_
- 11.4 Total number of self-identified Indigenous graduates \_\_\_\_\_
- 11.5 Total number of self-identified First Nation students \_\_\_\_\_
- 11.6 Total number of self-identified First Nation graduates \_\_\_\_\_
- 11.7 Total number of self-identified Métis students \_\_\_\_\_
- 11.8 Total number of self-identified Métis graduates \_\_\_\_\_
- 11.9 Total number of self-identified Non-Status students \_\_\_\_\_
- 11.10 Total number of self-identified Non-Status graduates \_\_\_\_\_
- 11.11 Total number of self-identified Inuit students \_\_\_\_\_
- 11.12 Total number of self-identified Inuit graduates \_\_\_\_\_

**12. Overview of Employees in Faculty for 2017/18**

- 12.1 Total number of employees in your faculty \_\_\_\_\_
- 12.2 Number of employees that complete self-identification form \_\_\_\_\_
- 12.3 Number of employees that self-identify as Indigenous \_\_\_\_\_
- 12.4 Number of employees that self-identify as First Nation \_\_\_\_\_
- 12.5 Number of employees that self-identify as Metis \_\_\_\_\_
- 12.6 Number of employees that self-identify as Non-Status \_\_\_\_\_
- 12.7 Number of employees that self-identify as Inuit \_\_\_\_\_

### **13. Job Categories of Employees for 2017/18**

Job Category	Total Number of Employees	Total Number of Indigenous	Number of First Nation	Number of Metis	Number of Non-Status	Number of Inuit
Faculty members with tenure						
Faculty members without tenure						
Contract Instructors						
Support Staff						
Clerical/Admin Support Staff						
Total:						

## **14. Strategies and Partnerships**

What are the current strategies and partnerships of your faculty to address the need to have more Indigenous peoples enrolled and graduating from your education degree programs?

This image shows a single sheet of white paper with horizontal blue ruling lines. The lines are evenly spaced and run across the width of the page. There are no margins, text, or other markings on the paper.

**From:** [sniamien@cpfmb.com](mailto:sniamien@cpfmb.com)

**Sent:** September 30, 2020 4:34 PM

**To:** [sniamien@cpfmb.com](mailto:sniamien@cpfmb.com)

**Subject:** Fwd: 2019-2020 Annual Report - Office of the Commissioner of Official Languages // Rapport annuel 2019-2020 - Commissariat aux langues officielles

FYI and of note:

\* The collaboration with CPF in writing the Accessing Opportunity Report, released in February 2019.

\* Under Education section – See Popularity of FSL programs, French Immersion growth, and link to challenge of FSL teacher supply issue.

The CPF MB project, Teach in French is noted (in grey box).

\* The partnership with CPF in hosting the Officially 50! Summit in November 2019. See links to topic of Linguistic Security, quotes from youth.

Catherine

CPF-MB

Hello,

Bonjour,

I am pleased to announce the release of my 2019–2020 annual report [1], which I tabled in Parliament today.

J'ai le plaisir d'annoncer la publication de mon rapport annuel 2019-2020 [2], que j'ai déposé au Parlement aujourd'hui.

Language rights are part of the foundation on which Canada was built. They are guaranteed by the \_Canadian Charter of Rights and Freedoms\_ and protected by the \_Official Languages Act\_.

Les droits linguistiques font partie des fondements sur lesquels le Canada a été construit. Ils sont garantis par la \_Charte canadienne des droits et libertés\_ et protégés par la \_Loi sur les langues officielles\_.

In 2020, Canadians' language rights are not being respected for three reasons:

- the \_Official Languages Act\_ is outdated;



- federal institutions are not complying with the \_Official Languages Act\_; and
- the government is not doing enough to promote both official languages across Canada.

En 2020, les droits linguistiques de la population canadienne ne sont pas respectés pour trois raisons :

- la \_Loi sur les langues officielles\_ est désuète;
- les institutions fédérales ne respectent pas la \_Loi sur les langues officielles\_;
- le gouvernement ne fait pas suffisamment la promotion des deux langues officielles à l'échelle du Canada.

To ensure that these issues are addressed and that long-term progress can be made on official languages, I present three solutions to the Prime Minister that focus on:

- ensuring that the federal government honours its commitment and undertakes a meaningful modernization of the \_Official Languages Act\_;
- working with his Cabinet and with the provinces and territories to ensure that Canadians can exercise their fundamental rights in the official language of their choice; and
- promoting the importance of Canada's official languages among both official language majority groups.

Pour veiller à ce que ces enjeux soient abordés et à ce que des progrès à long terme puissent être accomplis sur les langues officielles, je présente trois solutions au premier ministre qui mettent l'accent sur ce qui suit :

- veiller à ce que le gouvernement fédéral tienne son engagement et amorce une réelle modernisation de la \_Loi sur les langues officielles\_;
- travailler avec son Cabinet et avec les provinces et les territoires pour veiller à ce que les membres du public canadien puissent exercer leurs droits fondamentaux dans la langue officielle de leur choix;
- promouvoir auprès des deux groupes linguistiques majoritaires l'importance des deux langues officielles du Canada.

The events of the past year have shone a spotlight on the essential need to communicate effectively with Canadians in both official languages during emergencies. My annual report highlights several safety-related issues, and I will soon be releasing a detailed report on official languages in emergency situations that will include specific recommendations to the federal government to ensure that Canadians' language rights are respected at all times, including in times of crisis.

Les événements survenus au cours de la dernière année ont mis en lumière la nécessité de communiquer efficacement avec la population canadienne dans les deux langues officielles lors de situations d'urgence. Mon rapport annuel souligne plusieurs enjeux liés à la sécurité et je publierai sous peu un rapport détaillé sur les langues officielles en situation d'urgence, qui comprendra des recommandations précises à l'intention du gouvernement fédéral pour garantir que les droits linguistiques de la population canadienne sont respectés en tout temps, y compris en temps de crise.

I hope you have an enjoyable read!

Je vous souhaite une bonne lecture!

STÉPHANE ALLARD

Commissioner's Representative

Office of the Commissioner of Official Languages for Manitoba and Saskatchewan

306-303 Main St. | Winnipeg, Manitoba R3C 3G7

[stephane.allard@ocol-clo.gc.ca](mailto:stephane.allard@ocol-clo.gc.ca) | Tél: 1-800-665-8731 | Cell:  
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431-338-8326

Links:

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[1] <https://www.clo-ocol.gc.ca/en/publications/annual-reports/2019-2020>

[2]

<https://www.clo-ocol.gc.ca/fr/publications/rapports-annuels/2019-2020>

## CLIMATE ACTION INCENTIVE FUND

The Climate Action Incentive Fund (CAIF) program was launched in May 2019. CAIF returns funds collected through federal carbon pricing to the jurisdictions from which they originated. In Manitoba, the injection of over \$5 million is assisting school boards to undertake projects to update ageing infrastructure, increase efficiencies, lessen schools' environmental footprint and improve the environment for teaching and learning. Details on the impact of the program in Manitoba, where it is administered by the Manitoba School Boards Association, can be found in Environment and Climate Change Canada's September 17 [news release](#).



## COLOUR US ORANGE

Just a reminder that September 30 is Orange Shirt Day. The movement officially began in 2013, but it draws its name from an event that took place 40 years earlier, in 1973. That year, a six-year old girl entering a residential school in Williams Lake, BC had her new orange shirt taken from her, to be replaced with the school's institutional uniform. Today, Orange Shirt Day is an opportunity to set the stage for anti-racism and anti-bullying policies for the coming school year. It is also an opportunity for First Nations, local governments, schools and communities to come together in the spirit of reconciliation and hope for generations of children to come.



## UPDATE: ELECTRONIC MEETINGS

Since the last issue of this e-bulletin was published, there have been further changes to requirements around the electronic meeting of school boards. These changes, which were communicated to board chairs in a September 10 memo, enable the transition to fully electronic meetings of the board, if and when the public health situation warrants. Specifically, the government has suspended:



- until March 16, 2021, the requirement that trustees physically attend a board meeting at least every three months; and
- for the duration of the 2020-21 school year, the requirement that the board chair, a trustee, the superintendent and the secretary-treasurer (or designates) be present in the board's meeting room during an electronic board meeting.

## SCHOOL LOCKDOWN HANDBOOK

The Manitoba School Boards Association Risk Management Department has recently produced a new resource for school divisions—[School Lockdown Handbook: A Reference Guide for Schools](#). This handbook is intended to help schools ensure their lockdown plans meet basic requirements, and also to ensure a degree of consistency among plans across the province.

The handbook includes:

- definitions of terms such as lockdown, hold and secure, and shelter in place;
- details of legislative requirements;
- information about planning processes;
- recommendations for controlling visitor access; and
- security strategies for school facilities.

## ONLINE LEARNING

Did you know that October is Learning Disabilities Awareness Month? To celebrate, the Learning Disabilities Association of Manitoba (LDAM) is hosting a virtual Learning Summit entitled *The Right to Learn, the Power to Achieve*. This free half-day event, which will run from 9:00 a.m. to 1:00 p.m. on Saturday, October 17, will feature talks from experts in the fields of learning disabilities and ADHD. For more details or to register, visit the [LDAM website](#).

## O CANADA

While students and staff may not be joining in the singing of our national anthem at present, the start of each school day is still being marked by the playing of O Canada. If you are looking to introduce some musical variety to this patriotic exercise, why not check out the Sultans of String? This three-time JUNO Award-nominated and CFMA-winning group recorded several versions—English, bilingual, and instrumental—to celebrate the recent adoption of the anthem's gender-neutral lyrics. Individuals and schools are invited to listen, [download](#), and use the recordings royalty-free.



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