

STATE OF EQUITY IN EDUCATION REPORT

WINNIPEG INDIGENOUS
EXECUTIVE CIRCLE



2021

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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 policies and programs for the Indigenous students enrolled in the public schools in the city of Winnipeg. A guiding principle of the Report is that to improve educational outcomes for Indigenous students, they need to see themselves better reflected in the curriculum and all staff positions within the public education system.

The Report deliberately focuses on a narrow range of issues, including the underrepresentation of First Nations, Métis, and Inuit peoples on school boards, as staff within public schools, and as students within the faculties of education.

Depth rather than breadth is the strategic approach taken by the Report to best monitor the action and progress made on these critical areas of concern. As documented in the *2020 State of Equity in Education Report*, the history of developing reports on issues of equity-based education has been long on rhetoric and short on achieving measurable outcomes. Concrete and authentic change comes from addressing deeply embedded systemic issues of colonialism and racism, engaging in difficult conversations, and being transparent and accountable to the community.

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The *2021 State of Equity in Education Report* was developed based on the themes of the survey response data provided in the fall of 2021 by:

1. The provincial government
2. The six school divisions in the city of Winnipeg:
 - a. Louis Riel School Division (LRSD)
 - b. Pembina Trails School Division (PTSD)
 - c. River East-Transcona School Division (RETSO)
 - d. St. James-Assiniboia School Division (STASD)
 - e. Seven Oaks School Division (SOSD)
 - f. Winnipeg School Division (WSD)
3. The faculties of education at:
 - a. Brandon University (BU)
 - b. The University of Manitoba (U of M)
 - c. The University of Winnipeg (U of W)
 - d. Université de Saint-Boniface (U of SB)

The findings of the Report will be presented to the school divisions, faculties of education, the provincial department of education, and released to the public.

It is important to track the progress that school divisions have made over the past year to begin to implement equity-based education initiatives such as student and workforce surveys, to

acknowledge the important role of independent equity audits, and to make public commitments to support the development and implementation of education equity offices. It is also promising to hear about the interest from the faculties of education to work in partnership with Indigenous organizations, school divisions, and provincial and federal governments to expand the number of Indigenous Bachelor of Education graduates in our community.

The second annual *2021 State of Equity in Education Report* will highlight the extent to which the provincial government, school divisions, and the faculties of education have been listening to community voices based on their institutional responses to date to the Calls to Action in the first annual *2020 State of Equity in Education Report*.

Each *State of Equity in Education Report* is a living document that provides an annual update on how the equity-based education issues identified in the Calls to Action of the previous year are being addressed. A new set of Calls to Action will also be presented in each subsequent annual *State of Equity in Education Report* that is released by the Winnipeg Indigenous Executive Circle.

The Report will be structured in the following manner:

1. Review the response to the Calls to Action of the *2020 State of Equity in Education Report*;
2. Present the results of the 2021 State of Equity in Education Survey of the six school divisions within Winnipeg and the four faculties of education that graduate teachers to work in Winnipeg schools; and
3. Identify Calls to Action for the upcoming year.

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 so that they are more responsive to the needs and perspectives of First Nations, Métis, and Inuit 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

This *State of Equity in Education Report* is guided by the Education Committee of the Winnipeg Indigenous Executive Circle, which is chaired by Heather McCormick of the Centre of Aboriginal Human Resource Development.

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3. INSTITUTIONS' RESPONSE TO THE 2020 STATE OF EQUITY IN EDUCATION REPORT CALLS TO ACTION

In July 2021, a Calls to Action Institution Self-Assessment was sent to the provincial government, school divisions, and the faculties of education for these institutions to report back on the progress that they have made to date to address the 10 Calls to Action identified in the 2020 *State of Equity in Education Report*.

Table 1 provides a summary of the responses from the six Winnipeg school divisions. The response categories in the Calls to Action Institution Self-Assessment include: (1) Implemented; (2) Plan to Implement; and (3) No Plan to Implement.

TABLE 1: CALLS TO ACTION INSTITUTION SELF-ASSESSMENT RESPONSES FROM SCHOOL DIVISIONS

Call To Action	Louis Riel School Division	Pembina Trails School Division	River East Transcona School Division	St. James Assiniboia School Division	Seven Oaks School Division	Winnipeg School Division
1. Designated seats for Indigenous peoples on school boards.	Did Not Respond	No Plan to Implement	No Plan to Implement	No Plan to Implement	Not Participating in Survey	No Plan to Implement
2. Consensus decision-making rather than majority rule decision-making process for school board meetings.	Did Not Respond	No Plan to Implement	No Plan to Implement	No Plan to Implement	Not Participating in Survey	No Plan to Implement
3.1 Implement external equity audit.	Plan to Implement	No Plan to Implement	Plan to Implement	No Plan to Implement	Not Participating in Survey	No Plan to Implement
3.2 Implement workforce self-identification survey.	Implemented	Plan to Implement	Plan to Implement	Implemented	Not Participating in Survey	Implemented
4. Annual release of employment equity reports that are accessible to the public.	Plan to Implement	Plan to Implement	Plan to Implement	Plan to Implement	Not Participating in Survey	Implemented
5. Implement external Employment Systems Review.	Plan to Implement	Plan to Implement	No Plan to Implement	No Plan to Implement	Not Participating in Survey	No Plan to Implement
6. Set employment equity targets proportionate to number of Indigenous students served by school division.	Plan to Implement	No Plan to Implement	Plan to Implement	Plan to Implement	Not Participating in Survey	Implemented
10. Participate in <i>More Indigenous Teachers</i> stakeholder working group.	Plan to Implement	No Plan to Implement	Plan to Implement	Plan to Implement	Not Participating in Survey	Did Not Respond

Table 2 provides a summary of the responses of the four universities that provide Bachelor of Education graduates for schools in the city of Winnipeg.

TABLE 2: CALLS TO ACTION INSTITUTION SELF-ASSESSMENT RESPONSES FROM FACULTIES OF EDUCATION

Call To Action	University of Manitoba	University of Winnipeg	Université de Saint-Boniface	Brandon University
7. Set equity enrollment targets for Indigenous B. Ed. students and release annual Indigenous student equity enrollment/graduation report publicly to promote transparency and accountability.	Implemented	Did Not Respond	Did Not Respond	Did Not Respond
8. Employment equity policy, for not only the university, but broken down to faculty levels. Provide targets for Indigenous faculty and staff; workforce self-identification; survey data by employee categories and survey completion rates; advancement and retention data; and released annually to the public to promote transparency and accountability.	Plan to Implement	Did Not Respond	Did Not Respond	Did Not Respond
10. Participate in <i>More Indigenous Teachers Initiative</i> stakeholder working group.	Plan to Implement	Did Not Respond	Did Not Respond	Did Not Respond

Table 3 provides a summary of the response from the provincial government.

TABLE 3: CALLS TO ACTION INSTITUTION SELF-ASSESSMENT RESPONSE FROM THE PROVINCE OF MANITOBA

Call To Action	Province of Manitoba
1. Establish designated seats for Indigenous peoples on public school governance structures.	Plan to Implement (This response was provided prior to the decision to withdraw Bill 64)
2. Consensus decision-making process rather than majority rule decision-making process at school board meetings	Did Not Respond (Province of Manitoba indicated that school boards have the jurisdiction to make this decision)
9. Publish on a 3-year period basis self-identification and teacher survey data for Indigenous peoples broken down by individual school district.	Implemented
10 Participate in <i>More Indigenous Teachers Initiative</i> stakeholder working group.	Plan to Implement

3.1. CALLS TO ACTION ON SCHOOL GOVERNANCE – REVIEW OF SURVEY RESPONSES

Call to Action #1 involves designated seats for Indigenous peoples on school boards. Four school divisions indicated that they have no plan to implement this Call to Action; one school division did not respond; and one school division decided to not participate formally in the *State of Equity in Education Report*.

Call to Action #2 involves consensus decision-making processes rather than majority rule decision-making processes at school board meetings. Four school divisions indicated that they have no plan to implement this Call to Action; one school division did not respond; and one school division decided to not participate formally in the *State of Equity in Education Report*.

The 2020 *State of Equity in Education Report* indicated that 2 of the 54 school trustees self-identify as Indigenous. These 2 school trustees were elected in one school division, while the other 5 school divisions had no Indigenous representation on their respective school boards.

As presented later in this 2021 *State of Equity in Education Report*, 5 of the 54 school trustees self-identify as Indigenous. Four of these trustees were elected in one school division, one was elected in another school division, and the other 4 school divisions had no Indigenous representation on their respective school boards.

The 2020 *State of Equity in Education Report* identified the underlying colonial dynamic of school governance that does not have the voices of First Nations, Métis, and Inuit peoples at the decision-making tables. Hart and 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, 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's (1990) concept of non-distributive justice brings further attention to the impact of inclusion and exclusion in the decision-making structures such as local school boards. Young looks at how decision-making structures enact and reproduce their colonial power. Existing justice perspectives that focus on the distribution of rights, opportunities and resources fail to bring issues of decision-making power and representation under evaluation. These non-distributive dynamics causally condition the distribution of resources. Critical questions to ask, therefore, when identifying sources of colonial domination within 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 involving issues of power, decision-making, and the allocation of rights, opportunities, and resources?

Four of the six school divisions in the city of Winnipeg do not have the representation of Indigenous peoples on their school boards. Based on the lack of response or negative response to the Calls to Action regarding designated Indigenous seats on school boards and the use of consensus decision-making processes at school board meetings, the question needs to be asked:

what are public education leaders going to do to decolonize the governance structures of the public school system that reflect a deeply ingrained history of exclusion of Indigenous voices?

What are public education leaders going to do to decolonize the governance structures of the public school system that reflect a deeply ingrained history of exclusion of Indigenous voices?

3.2. CALLS TO ACTION ON SCHOOL DIVISION EMPLOYMENT EQUITY – REVIEW OF SURVEY RESPONSES

Call to Action #3.1 involves the implementation of an external equity audit. Two school divisions indicated they plan to implement; three school divisions indicated they have no plan to implement; and one school division decided not to formally participate in the *State of Equity in Education Report*.

Call to Action #3.2 involves the implementation of a workforce self-identification survey. Three school divisions indicated they implemented this call to action; two school divisions indicated they plan to implement; and one school division decided not to formally participate in the *State of Equity in Education Report*.

Call to Action #4 involves the annual release of employment equity data that is accessible to the public. One school division indicated they implemented this call to action; four school divisions indicated they plan to implement; and one school division decided not to formally participate in the *State of Equity in Education Report*.

Call to Action #5 involves the implementation of an external systems review. Two school divisions indicated they have no plan to implement this call to action; three school divisions indicated they plan to implement; and one school division decided not to formally participate in the *State of Equity in Education Report*.

Call to Action #6 involves setting employment equity targets proportionate to the number of Indigenous students served by the school division. One school division indicated they have implemented this call to action; three school divisions indicated they plan to implement; one school division has no plan to implement; and one school division decided not to formally participate in the *State of Equity in Education Report*.

The Calls to Action #3 to #6 identify employment equity policies and practices that (1) support school divisions to work towards the development of a workforce that is representative of the students being served; (2) promote accountability; and (3) are transparent. The gap between the number of teachers who are Indigenous or from racialized communities working in public schools in Winnipeg and the student population being served is an issue that is not unique to our community. It is a structural issue faced by school divisions across Canada and the United States.

Equity-based data collection regarding this issue of a representative teacher workforce is not well-documented in Canada. In contrast, the federal department of education in the United States publishes a Characteristics of Public and Private Elementary and Secondary School Teachers

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Report every two years. The most recent report, published in 2020, for the 2017/2018 survey results, indicates that 79% of the teachers are white; 77% of the teachers are female; 7% of the teachers are black; and 2% of the teachers are black males. The report identifies a significant gap between teacher workforce representation in relation to the students being served as 53% of the students are persons of colour.

This structural inequity requires a long-term and sustainable systemic approach. In June 2020, the Ontario provincial government took over running the Peel District School Board (PDSB), the second-largest school division in the country, in response to the school board's inability to address issues of systemic racism identified in the external provincial review of the school district.

The review highlighted the essential role of employment equity policy and programs. The report stated "a detailed Employment Systems Review (ESR) is an irreplaceable best practice used to ferret out barriers to equity in workplace cultures, policies, procedures and practices. Indeed, without a thorough ESR, it is difficult to understand how the Board of Trustees can properly establish accountabilities, goals and timetables necessary to conduct fair and transparent equity hiring."

Third-party independent reviews of the financial operations of non-profit and publicly funded organizations through annual financial audits are standard practices for good governance, accountability, and transparency. Equity audits and Employment Systems Reviews play this same best practice stewardship function for an organization's human resource practices. Without a third-party independent review that develops feedback from various vantage points within and outside the organization, the leadership in governance and senior management will have blind spots—they won't know what they don't know—especially for employment equity-related issues.

A positive development over this past year is the work by several school divisions to undertake or plan to implement workforce self-identification surveys. This is an important first step in being able to strategically plan to develop a workforce that is representative of the students being served by school divisions. However, a more comprehensive equity-based human resource practice is to engage external third-party independent resource groups to conduct equity audits and external system reviews.

Accountability and transparency are two key foundational issues of equity-based employment policy and practice. Along with implementing external equity audits, workforce self-identification surveys, employment systems reviews, and setting employment equity targets proportionate to the Indigenous students being served by school divisions, local school districts must ensure that annual employment equity reports are produced that are accessible to the public. These annual employment equity reports provide parents and citizens of the community an update on the progress being made, the challenges encountered, and plans of action to achieve the identified employment equity program goals and objectives.

Equity Matters, a coalition of Indigenous, newcomer/racialized, and community-based groups that has received endorsements from over 80 organizations for its call to action for the development of an Education Equity Secretariat within the provincial government and Equity Education Offices within school divisions, will be hosting webinars in the upcoming year about the role, practices, and processes of equity audits and Employment System Reviews featuring keynote speakers from experienced resource groups in this field. The purpose of the webinars is for local school divisions

and provincial government officials to gain more awareness, knowledge, and capacity to implement these important equity-based employment practices within their organizations.

3.3. CALL TO ACTION ON THE MORE INDIGENOUS TEACHERS INITIATIVE – A REVIEW OF SURVEY RESPONSES

Call to Action #10 involves establishing a stakeholder working group of representatives from Indigenous organizations, school divisions, faculties of education and the provincial government to develop and implement a strategy to increase the number of Indigenous teachers in schools in the city of Winnipeg. Two school divisions indicated they plan to implement this call to action; three school divisions did not respond; and one school division decided not to formally participate in the *State of Equity in Education Report*.

The Winnipeg Indigenous Executive Circle (WIEC) hosted a stakeholder working group meeting in September 2021 and presented an Indigenous Teacher Education Strategy that focussed on building the pool of Indigenous peoples interested in becoming teachers through a job training program; developing a laddering program for these students to obtain a Bachelor of Education degree upon completion of the job training program; and developing a laddering program for existing Indigenous educational assistants to obtain their Bachelor of Education degree.

A major challenge faced by the faculties of education in their efforts to scale up the number of Indigenous B.Ed. graduates is to build a larger pool of Indigenous peoples in the city of Winnipeg who are interested in becoming teachers. The *2020 State of Equity in Education Report* indicated that there is an underrepresentation of 600 to 700 Indigenous teachers in the city of Winnipeg schools. On average, the faculties of education at the University of Manitoba and University of Winnipeg have graduated 35 Indigenous B. Ed. graduates between these two institutions each year for the past two decades. At this rate, it will take almost 20 years to address the underrepresentation of Indigenous teachers in Winnipeg.

WIEC maintains that the faculties of education will not be able to address this challenge on their own. There needs to be a partnership involving Indigenous organizations, school divisions, faculties of education, and the provincial and federal governments working together in a strategic way to increase the number of Indigenous B. Ed. graduates.

This could include establishing a Bachelor of Education in Indigenous Knowledges (similar to the already existing Masters of Social Work in Indigenous Knowledges program at the University of Manitoba) operated by an existing Indigenous academic organization such as Neeginan College (similar to the precedent set by the Bachelor of Social Work program offered by the Salvation Army's Booth University College).

An additional challenge that needs to be addressed is the absence of student living allowances and tuition bursaries that would enable prospective students to attend Bachelor of Education programs on a full-time basis. This is a challenge faced by students attending the existing Community Aboriginal Teacher Education Program (CATEP) at the University of Winnipeg. Participants of this program work as educational assistants in several Winnipeg school divisions. They attend the CATEP B.Ed. program part-time at night, on weekends, and go on Employment Insurance for the months of May to August to attend the program full-time. This program approach can take a student up to 8 years to graduate, which is very demanding on students who

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are working full-time, raising a family, and going to school. Between 2015 and 2021, an average of 8 students who are Indigenous graduated from CATEP with a Bachelor of Education per year.

A key strategy for WIEC's proposed Indigenous Teacher Education Strategy is to negotiate with the federal government to provide urban Indigenous organizations with funding for student living allowances and tuition bursaries for students to go to school full-time. The federal government previously provided this type of funding for students attending the Bachelor of Education and Bachelor of Social Work programs at the Winnipeg Education Centre. If the number of Indigenous B.Ed. students are to be scaled up in the city of Winnipeg, similar resources will be required.

The proposed Indigenous Teacher Education Strategy would involve three components, including:

1. The federal government would expand funding to the Centre for Aboriginal Human Resource Development (CAHRD), the local Indigenous Skills and Employment (ISET) federal program holder in Winnipeg, to offer a one-year job training program for 100 participants per year for a five-year period (500 jobs in total) for Indigenous parents and adult learning centre participants to be Community Teacher Service Workers. These participants would be placed in teams of 5 individuals in 20 urban schools that have large numbers of Indigenous students. Program participants would be provided upgrading and transition support, along with work placement experiences in a school setting.
2. Graduates of the Community Teacher Service Worker program would be ladder into a Bachelor of Education in Indigenous Knowledges program operated by Neeginan College. Federal funding for living allowances and tuition bursaries would be provided to support participants to attend school on a full-time basis. There would be 25 students per year enrolled in the program, and 5 cohorts of the program would be offered over a 9-year period for a total of 125 students.
3. Educational Assistant Laddering Program to Bachelor of Education in Indigenous Knowledges would be operated by Neeginan College for existing Indigenous Educational Assistants who are interested in going to school on a full-time basis. A student living allowance and tuition bursaries would be funded by the federal government. There would be 25 students per year enrolled in the program, and 5 cohorts of the program would be offered over a 9-year period for a total of 125 students.

The *More Indigenous Teachers Initiative* Stakeholder Working Group meeting that was hosted by the Winnipeg Indigenous Executive Circle in September 2021 was asked to provide their feedback and the extent to which they could support this concrete proposal. The general response from the stakeholders, including representatives from school divisions, faculties of education and the provincial government, was that the proposal was innovative, the partnership approach was critical, laddering strategies were important, federal funding support would be welcomed, and that the stakeholders were interested in further working together.

4. DATA COLLECTION FOR THE 2021 STATE OF EQUITY IN EDUCATION REPORT

In January and February 2021, WIEC made presentations to the Board of Trustees of each of the six school divisions in the city of Winnipeg to share the Calls to Action for school divisions identified in the *2020 State of Equity in Education Report*. In March and April 2021, WIEC met

with each of the deans of the faculties of education to review the Calls to Action for faculties of education made in the *2020 State of Equity in Education Report*.

In May 2021, the Education Committee of the Winnipeg Indigenous Executive Circle approved the survey instrument and Calls to Action Institution Self-Assessment form that would be used to collect data for the second annual *State of Equity in Education Report*. The survey instrument for the school divisions was based on the document used for the *2020 State of Equity in Education Report*. One additional section was included in the 2021 survey regarding an overview of student data disaggregated by Indigeneity for student suspensions, student absenteeism, inactive students, graduation, credit accumulation, representation in applied and academic courses, and representation in special education. The 2021 survey instrument for the faculties of education was based on the same document used for the *2020 State of Equity in Education Report*.

The 2021 State of Equity in Education Survey and Calls to Action Institution Self-Assessment were sent out to the superintendents of each of the six school divisions in the city of Winnipeg, the deans of the faculties of education, and the provincial government in June 2021. The surveys and Self-Assessments were completed by five of the six school divisions (one school division decided not to formally participate in the survey), completed by two of the four faculties of education, and by the provincial government by November 2021.

In January 2022, WIEC met with the Metro Superintendents Committee, the Council of Deans of Education in Manitoba, and the Director of the Indigenous Inclusion Directorate of the provincial government to get their feedback on the first draft of the 2021 State of Equity in Education Report. This feedback was incorporated into the final draft of the Report.

5. FINDINGS – SCHOOL DIVISION SURVEY

5.1. SCHOOL TRUSTEE REPRESENTATION

Four of the six school divisions completed the school trustee Indigenous self-identification survey question of the *State of Equity in Education Report*. These school divisions were the Louis Riel School Division, River East-Transcona School Division, St. James-Assiniboia School Division and Winnipeg School Division. The Pembina Trails School Division did not provide a response to the question of school trustee self-identification. The Seven Oaks School Division decided to not formally participate in the State of Equity in Education survey. They did provide documents reflecting the innovative work they have undertaken this past year including their anti-racism policy, workforce census, student survey, Indigenous education policy, Commitment to Equity Policy, and a report called "Seven Oaks by the Numbers" that illustrates the school division's outcomes and disaggregates achievement data.

To supplement the data collection of 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 Indigenous peoples' representation. The *State of Equity in Education Report* looks forward to any further responses from the Seven Oaks School Division to clarify any inaccuracies of the biographical review analysis involving school trustee representation.

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TABLE 4: SCHOOL TRUSTEE PROFILE AND REPRESENTATION – 2018 ELECTION

School Division	Number of Trustees	2020 Survey Number of Indigenous Trustees	%	2021 Survey Number of Indigenous Trustees	%
Louis Riel School Division	9	0	0%	0	0%
Pembina Trails School Division	9	0	0%	0	0%
River East Transcona School Division	9	0	0%	0	0%
St. James Assiniboia School Division	9	0	0%	1	11%
Seven Oaks School Division	9	0	0%	0	0%
Winnipeg School Division	9	2	22%	4	44%
Total	54	2	4%	5	9%

The school trustee profile and representation, based on the results of the 2018 school board elections in the city of Winnipeg, indicates Indigenous peoples are underrepresented at the highest level of policy and program decision-making within the public school system in our community. The 2020 State of Equity in Education Survey indicated that only the Winnipeg School Division school board has Indigenous school trustees, and the other five school divisions have no Indigenous representation on their respective school boards. The 2021 State of Equity in Education Survey indicates that the Winnipeg School Division now has 4 school trustees self-identifying as Indigenous and the St. James-Assiniboia School Division has 1 school trustee self-identifying as an Indigenous person.

The underrepresentation of Indigenous peoples on the school boards in the city of Winnipeg continues to be an ongoing issue. Two school divisions have representation of Indigenous school trustees while four school divisions have no Indigenous representation on the school board.

The impact of this issue of underrepresentation means that Indigenous voices are often not present in the deliberation of 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 of non-distributive justice (Young, 1990) further illustrates how non-representative decision-making structures enact and reproduce their power, which impacts Indigenous communities.

The decision-making process is flawed when voices are missing from the decision-making table. While this may not be the intent of school trustees in decision-making roles who undoubtedly have the best interests of all students in mind, a decolonization perspective is based on the impact of actions, not the intent.

Colonialism is a structure, not an event. The lack of Indigenous representation at decision-making tables impacts the Indigenous community in decisions involving the distribution of rights, resources, opportunities, and the prioritization of issues.

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5.2. SHORTAGE OF INDIGENOUS TEACHERS IN THE CITY OF WINNIPEG

The Province of Manitoba has in the past conducted the Manitoba Indigenous Teacher Education Survey (MITES) every three years to collect data about the number of self-identified Indigenous teachers in the province. Unfortunately, the last published MITES report was 2013.

The *State of Equity in Education Report* cross-references the MITES data with the Aboriginal Self-Identification Student Data in Manitoba Schools collected by the Province of Manitoba regarding self-identified students to provide a profile of Indigenous teacher representation in schools in Winnipeg.

A key guiding principle of the *State of Equity in Education Report* is that to improve educational outcomes for Indigenous students, they need to see themselves better reflected in the curriculum and at all staff levels in the public school system. One of the concrete steps that could be taken by local school divisions to meet this objective would be to adopt an employment benchmark approach that seeks to ensure the number of Indigenous teachers working in schools reflects the number of students attending schools in our community. This would serve to be an important step towards better addressing what Putman, Hansen, and Walsh (2016) have identified as the “diversity gap.”

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**TABLE 5: DIVERSITY GAP FOR NUMBER OF INDIGENOUS TEACHERS AND ENROLLED STUDENTS 2013/14
MANITOBA INDIGENOUS TEACHER EDUCATION SURVEY REPORT AND 2013/14 ABORIGINAL SELF-
IDENTIFICATION IN MANITOBA SCHOOLS REPORT**

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

To have an equitable and proportionate representation of Indigenous teachers to better reflect 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 school divisions in the city of Winnipeg based on the Province of Manitoba data for 2013/2014.

A major limitation of this analysis is that the data is almost 10 years out of date. It is critical that the Province of Manitoba updates the Manitoba Indigenous Teacher Education Survey so that a more accurate picture of the underrepresentation of Indigenous teachers in Winnipeg can be presented.

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) has an employment equity policy, produces an annual report that is presented to its Board of Trustees, and posts the annual employment equity report online. The WSD has been a pioneer and leader in the practice of employment equity since the division initiated its policy and program in 1993.

Table 6 provides an overview of the responses from the six school divisions in the city of Winnipeg regarding their existing commitments to implementing identified employment equity policies and best practices.

TABLE 6: OVERVIEW OF THE SCHOOL DIVISIONS' EMPLOYMENT EQUITY POLICY AND PRACTICE

Employment Equity Initiative	Louis Riel School Division	Pembina Trails School Division	River East Transcona School Division	St. James Assiniboia School Division	Seven Oaks School Division	Winnipeg School Division
Employment Equity Policy and Program	No	No	Yes	No	Not Participating	Yes
Equity Audit by Independent Third Party	No	No	No	No	Not Participating	No
Employment Systems Review by Independent Third Party	No	No	No	No	Not Participating	No
Workforce Survey	Yes	No	Yes	No	Not Participating	Yes
Annual advancement and retention reports for equity seeking groups	No	No	Yes	No	Not Participating	Yes
Set equity employment targets for Indigenous peoples	No	No	No	No	Not Participating	Yes
Provide employment equity policy and program to State of Equity in Education Report	Yes	No	No	No	Not Participating	Yes
Is annual employment equity report accessible to the public?	No	No	No	No	Not Participating	Yes

The key themes that emerge from the responses to the 2021 State of Equity in Education Survey related to the identified best practices employment equity initiatives include:

1. Progress is being made by certain school divisions to undertake workforce surveys. The Winnipeg School Division has implemented and refined its workforce survey for the past two decades; the Louis Riel School Division implemented a workforce survey this past year; both the River East-Transcona School Division and St. James-Assiniboia School Division have indicated an interest in carrying out a workforce survey with their staff members. While the Seven Oaks School Division decided not to formally participate in the 2021 State of Equity in Education Survey, they provided us with their workforce survey document that they implemented this past year.
2. None of the school divisions that responded to the 2021 State of Equity in Education Survey indicated that they plan to implement an external third-party independent equity audit or external systems review. If school divisions are to authentically engage in employment equity best practice, independent equity audits and external systems reviews are foundational components of the process for making system change in employment equity.

It is worth reinforcing the points that were made earlier in this *State of Equity in Education Report*: it would be unacceptable for non-profit or publicly funded organizations not to do independent financial audits of their financial affairs.

It is a well-established fact that good governance requires annual financial audits that are done by an external independent third-party and are made available to the public to promote accountability and transparency. The general acceptance of the role of

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ensuring accountability and transparency for the financial operations of a publicly funded organization should be the same standard of expectations of good governance and stewardship for the human resource operations of an organization. Governing bodies such as school boards and senior administrators will not provide the most effective and efficient leadership if they only view their organization from their vantage points; They will have blind spots and will need feedback channels because they won't know what they don't know.

Another benefit of independent equity audits and employment systems review was highlighted by the external review report of the Peel District School Board that was taken over by the Ontario provincial government in June 2020. The review report stated, "a detailed Employment Systems Review (ESR) is an irreplaceable best practice used to ferret out barriers to equity in workplace cultures, policies, procedures and practices. Indeed, without a thorough ESR, it is difficult to understand how the Board of Trustees can properly establish accountabilities, goals, and timetables necessary to conduct fair and transparent equity hiring."

The Turner Consulting Group in Ontario has conducted 47 equity audits to date, including the Peel District School Board, York Region District School Board, Hamilton-Wentworth District School Board, City of Guelph, City of Hamilton, Public Health Agency of Canada, and the United Way Peel Region, to name a few.

According to the Turner Consulting Group, "a workplace equity audit or employment systems review involves the examination of each employment policy, practice and process (both formal and informal), as well as corporate culture and work environment, to determine if they present a barrier to the hiring, advancement or full inclusion of employees who experience persistent and systemic discrimination in employment, namely women, racialized people, Indigenous peoples, persons with disabilities and 2SLGBTQ+."

The Equity Audits regarding employment include the following elements:

- "Examination of written employment policies and procedures;
- Review of any equity-related data and documents, e.g. human rights complaints, diversity training materials, employee engagement survey results;
- Consultation with employees through an online survey and focus groups;
- Consultation with senior leaders, human resources and union representatives;
- Comprehensive examination and identification of barriers; and
- Development of recommendations to address the identified barriers and issues."

The Equity Audits involving programs and services include the following elements:

- "Examination of written program policies and procedures;
- Consultations with employees through an online survey and focus groups;
- Consultation with clients and service users through online surveys and focus groups;
- Where relevant, observations of programs and services;
- Comprehensive examination and identification of barriers to accessing services, equitable treatment and equitable outcomes; and

- Development of recommendations to address the identified barriers and issues.”

It is encouraging to see school divisions making a commitment to develop workforce surveys. However, the deeper commitment to the next steps regarding employment equity best practice will be to undertake independent equity audits and employment service reviews.

3. The Winnipeg School Division was the only school division that responded to the State of Equity in Education Survey indicating that they make annual employment equity reports available to the public. A key foundational principle of employment equity best practice involves a commitment to publicly release equity-based reports on an annual basis to promote transparency and accountability with the public. The community is not able to determine if progress is being made without the public release of reports, data, and information. Public access to information enables the community to play an effective “pressure and support” role in the journey to develop an authentic employment equity policy and program. Support is provided to institutions such as school divisions when equity-based education is moving in a positive direction. Pressure is placed on institutions if they are not moving in a positive direction and to ensure the priorities of the community are being effectively addressed.

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 Survey and included a profile of self-identified Indigenous persons in each job category. The Louis Riel School Division (LRSD) and River East-Transcona School Division (RETSD) completed the distribution of staff within the job categories section of the State of Equity in Education 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 and St. James-Assiniboia School Division (SJASD) did not complete the distribution of staff within the job categories section of the Survey. The Seven Oaks School Division decided not to formally participate in the State of Equity in Education Survey although they did provide their workforce survey document that they completed this past year.

Table 7 provides a response by the six school divisions for data regarding the representation of Indigenous peoples in leadership roles within the respective school divisions for 2018/19. As well, comparative data is provided for 2017/18.

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TABLE 7: SELECTED STAFF PROFILE – SENIOR ADMINISTRATION, PRINCIPALS AND VICE-PRINCIPALS

School Division	School Year	Super-intendents/ Senior Administration	Indigenous	Principals	Indigenous	Vice-Principals	Indigenous
Louis Riel School Division	2018/2019	13	Data Not Collected	41	Data Not Collected	40	Data Not Collected
	2017/2018	38	Data Not Collected	40	Data Not Collected	37	Data Not Collected
Pembina Trails School Division	2018/2019	Data Not Provided	Data Not Provided	Data Not Provided	Data Not Provided	Data Not Provided	Data Not Provided
	2017/2018	Data Not Provided	Data Not Provided	Data Not Provided	Data Not Provided	Data Not Provided	Data Not Provided
River East Transcona School Division	2018/2019	6	Data Not Collected	42	Data Not Collected	34	Data Not Collected
	2017/2018	6	Data Not Collected	42	Data Not Collected	32	Data Not Collected
St. James-Assiniboia School Division	2018/2019	9	Data Not Collected	29	Data Not Collected	20	Data Not Collected
	2017/2018	9	Data Not Collected	28	Data Not Collected	14	Data Not Collected
Seven Oaks School Division	2018/2019	Data Not Provided	Data Not Provided	Data Not Provided	Data Not Provided	Data Not Provided	Data Not Provided
	2017/2018	Data Not Provided	Data Not Provided	Data Not Provided	Data Not Provided	Data Not Provided	Data Not Provided
Winnipeg School Division	2018/2019	10	2 (20%)	93	10 (10.8%)	70	7 (10.0%)
	2017/2018	22	2 (9.1%)	91	6 (6.6%)	67	8 (11.9%)

Table 8 and 9 provide 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 teachers, substitute teaching positions to permanent contract teachers, and educational assistants to become teachers with Bachelor of Education laddering programs.

TABLE 8: SELECTED STAFF PROFILE - TEACHERS

School Division	School Year	Permanent Teachers	Indigenous	Term Teachers	Indigenous	Substitute Teachers	Indigenous
Louis Riel School Division	2018/2019	1,104	Data Not Collected	187	Data Not Collected	513	Data Not Collected
	2017/2018	1,039	Data Not Collected	136	Data Not Collected	632	Data Not Collected
Pembina Trails School Division	2018/2019	Data Not Provided	Data Not Provided	Data Not Provided	Data Not Provided	Data Not Provided	Data Not Provided
	2017/2018	Data Not Provided	Data Not Provided	Data Not Provided	Data Not Provided	Data Not Provided	Data Not Provided
River East Transcona School Division	2018/2019	1,062	Data Not Collected	183	Data Not Collected	313	Data Not Collected
	2017/2018	1,004	Data Not Collected	191	Data Not Collected	524	Data Not Collected
St. James-Assiniboia School Division	2018/2019	630	Data Not Collected	65	Data Not Collected	247	Data Not Collected
	2017/2018	567.5	Data Not Collected	56	Data Not Collected	247	Data Not Collected
Seven Oaks School Division	2018/2019	Data Not Provided	Data Not Provided	Data Not Provided	Data Not Provided	Data Not Provided	Data Not Provided
	2017/2018	Data Not Provided	Data Not Provided	Data Not Provided	Data Not Provided	Data Not Provided	Data Not Provided
Winnipeg School Division	2018/2019	2,513	216 (8.6%)	362	27 (7.5%)	930	46 (4.9%)
	2017/2018	2,534	212 (8.4%)	190	17 (9.7%)	909	52 (5.7%)

TABLE 9: SELECTED STAFF PROFILE – EDUCATIONAL ASSISTANTS

School Division	School Year	Educational Assistants	Indigenous
Louis Riel School Division	2018/2019	661	Data Not Collected
	2017/2018	498	Data Not Collected
Pembina Trails School Division	2018/2019	Data Not Provided	Data Not Provided
	2017/2018	Data Not Provided	Data Not Provided
River East Transcona School Division	2018/2019	529	Data Not Collected
	2017/2018	466	Data Not Collected
St. James-Assiniboia School Division	2018/2019	372	Data Not Collected
	2017/2018	319	Data Not Collected
Seven Oaks School Division	2018/2019	Not Participating	Not Participating
	2017/2018	Data Not Provided	Data Not Provided
Winnipeg School Division	2018/2019	1,404	199 (14.2%)
	2017/2018	1,829	245 (13.3%)

5.5. STUDENT PROFILE – 2018/2019

The Louis Riel School Division, Pembina Trails School Division, River East-Transcona School Division, St. James-Assiniboia School Division, and Winnipeg School Division completed the student profile section of the State of Equity in Education Survey. The Seven Oaks School Division decided it would not formally participate in the survey. The Indigenous student profile data for the River East-Transcona School Division and Seven Oaks School Division for Table 10: Student Profile 2018/19 was obtained from the 2018/2019 Indigenous Self-Identification in Manitoba Schools Report done by the Province of Manitoba and the 2018/19 FRAME Budget Report of the Province of Manitoba.

TABLE 10: STUDENT PROFILE OF INDIGENOUS STUDENTS – 2018/2019

School Division	Total Students	Indigenous Students	Percent
Louis Riel School Division	15,725	2,116	13.5%
Pembina Trails School Division	14,381	1,115	7.8%
River East-Transcona School Division	16,645	2,709	16.3%
St. James-Assiniboia School Division	8,533	1,375	16.1%
Seven Oaks School Division	11,233	1,855	16.5%
Winnipeg School Division	32,281	8,625	26.7%
Total	98,798	17,795	18.0%

TABLE 11: STUDENT PROFILE OF INDIGENOUS STUDENTS – 2017/2018

School Division	Total Students	Indigenous Students	Percent
Louis Riel School Division	15,354	1,998	13.0%
Pembina Trails School Division	14,437	1,127	7.8%
River East-Transcona School Division	15,294	2,666	14.8%
St. James-Assiniboia School Division	8,440	1,433	17.0%
Seven Oaks School Division	11,523	1,642	14.2%
Winnipeg School Division	33,223	9,046	27.2%
Total	98,271	17,512	17.8%

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. This reflects a proportionate employment equity target of the number of teachers and the number students served by the respective school divisions in the city of Winnipeg.

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For 2018/2019, the student profile data indicates that 18.0%, 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 schools. This modernized employment equity target alternative more effectively links 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 more reflected in the curriculum and all staff working in the public school system.

TABLE 12: REQUIRED NUMBER OF TEACHERS IN THE CITY OF WINNIPEG SCHOOLS FOR AN EMPLOYMENT EQUITY TARGET PROPORTIONATE TO THE INDIGENOUS STUDENT POPULATION BASED ON 2018/2019 DATA

School Division	Total Students	Indigenous Students	Percent	Total Teachers	Indigenous Teacher Target	Percent
Louis Riel School Division	15,725	2,116	13.5%	1,104	149	13.5%
Pembina Trails School Division	14,381	1,115	7.8%	972	76	7.8%
River East-Transcona School Division	16,645	2,709	16.3%	1,062	173	16.3%
St. James-Assiniboia School Division	8,553	1,375	16.1%	619	100	16.1%
Seven Oaks School Division	11,233	1,855	16.5%	820	135	16.5%
Winnipeg School Division	32,281	8,625	26.7%	2,001	534	26.7%
Total	98,798	17,795	18.0%	6,578	1,167	18.0%

The teacher data for Pembina Trails, St. James Assiniboia and Seven Oaks school divisions are based on data from the 2018/19 Manitoba FRAME Budget Report of the Province of Manitoba.

5.6. EQUITY-BASED STUDENT DATA

The 2021 State of Equity in Education Survey had an additional section for the school divisions that asked about the extent to which school divisions are collecting equity-based student data. Table 13 provides a summary of the responses for the collection of disaggregated student data for Indigeneity for selected variables including student suspensions, student absenteeism, inactive students, graduation, credit accumulation, representation in applied and academic courses, and representation in special education.

TABLE 13: COLLECTION OF DISAGGREGATED STUDENT DATA BASED ON INDIGENITY

School Division	Student Suspensions	Student Absenteeism	Inactive Students	Graduation	Credit Accumulation	Representation in Applied and Academic Courses	Representation in Special Education
Louis Riel School Division	Yes	Yes	Yes	Yes	Yes	Yes	Yes
Pembina Trails School Division	No	No	No	Yes	Yes	No	No
River East-Transcona School Division	No	No	No	Yes	No	No	No
St. James-Assiniboia School Division	Yes	Yes	No	Yes	Yes	No	No
Seven Oaks School Division	Not Participating	Not Participating	Not Participating	Not Participating	Not Participating	Not Participating	Not Participating
Winnipeg School Division	Yes	Yes	Yes	Yes	Yes	Yes	No

The 2021 State of Equity in Education Survey added the disaggregated student data question to build a profile of the present policy and practice of school divisions regarding their level of awareness and use of equity-based data to inform problem solving, decision-making and programming for Indigenous and racialized students. A key element of the collection of disaggregated data involves the issue of public accessibility to this data to promote transparency and accountability. The community needs to be informed on an annual basis about the progress school divisions are making on issues such as student suspensions, student absenteeism, inactive students, graduation rates, credit accumulation, representation in applied and academic courses, and representation in special education using an equity-based lens to ensure that systemic racism and oppressive colonial practices are being authentically addressed.

The disaggregated data on school suspensions collected by the Toronto District School Board (TDSB), Caring and Safe Schools Report for 2018/19, provides a good illustration of how this type of data can be used to develop a deeper understanding of how Indigenous and racialized students are impacted by colonialism and systemic racism within the policies and practices of the school division.

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Table 14 provides a profile of out of school student suspensions for the Toronto District School Board for the period of 2012 to 2018. The profile presents out of school suspensions declining from 5,321 in 2012/13 to 3,906 in 2018/19, a decrease of 26.6%. This profile would seem to indicate that progress is being made to reduce out of school suspensions of students.

TABLE 14: OUT OF SCHOOL SUSPENSIONS – TORONTO DISTRICT SCHOOL BOARD

Toronto District School Board (TDSB) School Year	2012/2013	2013/2014	2014/2015	2015/2016	2016/2017	2017/2018	2018/2019
Total number of in school suspensions	5,321	4,697	4,524	4,725	4,927	4,302	3,906
Percentage of total student population	2.1%	1.9%	1.8%	1.9%	2.0%	1.7%	1.6%

Table 15 provides a profile of out of school student suspensions for the Toronto District School Board disaggregated by race. The profile presents that White students have a lower rate of out of school student suspensions than their percentage representation of the student population, students who are Black are overrepresented in out of school suspensions by a factor of 3 times more than their percentage representation of the student population, Indigenous students are overrepresented in out of school suspensions by a factor of 6 times more than their percentage representation of the student population, and South Asian students have a lower rate of out of school suspensions than their percentage representation of the student population. This profile indicates that the school division needs to acknowledge and do further problem solving on how students who are Black or Indigenous are impacted by out of school suspensions.

TABLE 15: OUT OF SCHOOL SUSPENSIONS DISAGGREGATED BY RACE – TORONTO DISTRICT SCHOOL BOARD FOR 2018/2019

Disaggregated by Race	Representative of Total Student Population	Representative of Students Suspended
White Students	28%	24%
Black Students	11%	33%
Indigenous Students	0.2%	1.2%
South Asian Students	22%	10%

Table 16 further disaggregates out of school suspension data by linking the impact of out of school suspensions to course credit accumulation. The course credit accumulation is broken down by grade groups. Out of school suspensions impact the number of course credits students can accumulate, which in turn influences high school graduation. The overrepresentation of students who are Black or Indigenous regarding out of school suspensions is a factor that will impact their chances of graduating from high school. The disaggregation of data provides evidence to the

school division for focussed problem solving on the policies, practices, and processes of student suspensions, especially in relation to students who are Black or Indigenous.

TABLE 16: OUT OF SCHOOL SUSPENSIONS AND COURSE CREDIT ACCUMULATION – TORONTO DISTRICT SCHOOL BOARD FOR 2018/2019

Grade Level Credit Accumulation Requirements	No Suspension Credit Accumulation Attainment	One Suspension Credit Accumulation Attainment	Two or more Suspensions Credit Accumulation Attainment
Grade 9 (8+ credits)	85%	42%	20%
Grade 10 (16+ credits)	75%	32%	13%
Grade 11 (23+ credits)	73%	36%	15%
Grade 12 (30+ credits)	63%	39%	28%

The TDSB Report identifies how this equity-based data plays a key role in developing structural and systemic strategies to address the overrepresentation of students who are Black or Indigenous in student suspensions. “The foundation of this work is through a commitment to professional learning and supporting staff to examine bias, power and privilege as they relate to the student discipline process and encouraging the application of human rights, anti-racism and anti-oppression principles.”

Additionally, the TDSB Report identifies, “school administrators continue to participate in professional learning that examines bias, power and privilege, and their connection to student discipline. This learning has encouraged principals to better understand the lived experiences of each of their students, which has not only led principals to better exercising their discretion when they have an option not to suspend, but also helped them to identify, confront and remove barriers proactively to create more inclusive and equitable learning cultures” (TDSB 2019).

6. FINDINGS – FACULTIES OF EDUCATION SURVEY

6.1. STUDENT ENROLLMENT EQUITY TARGETS

The faculties of education at the University of Manitoba and University of Winnipeg completed the 2021 State of Equity in Education Survey. The Université de Saint-Boniface and Brandon University did not respond to the Survey. The faculty of education at the University of Manitoba sets enrollment targets of 15% for Indigenous Peoples, including First Nations, Métis, and Inuit peoples. The faculty of education at the University of Winnipeg does not set enrollment targets for Indigenous students.

6.2. OVERVIEW OF STUDENT POPULATION IN BACHELOR OF EDUCATION PROGRAMS

The faculties of education at the University of Winnipeg and University of Manitoba completed the overview of student population of the 2021 State of Equity in Education Survey. The faculties of education at Université de Saint-Boniface and Brandon University did not respond to the 2021 State of Equity in Education Survey.

Table 17 provides an overview of self-identified Indigenous students in Bachelor of Education programs for 2018/2019.

TABLE 17: OVERVIEW OF SELF-IDENTIFIED INDIGENOUS STUDENTS IN B.ED. PROGRAMS 2018/2019

Category	University of Manitoba Registered	University of Manitoba Graduates	University of Winnipeg Registered	University of Winnipeg Graduates	Université de St. Boniface Registered	Université de St. Boniface Graduates	Brandon University Registered	Brandon University Graduates
Total Students	310	153	1,590	225	Did Not Respond	Did Not Respond	Did Not Respond	Did Not Respond
Indigenous	40 (12.9%)	9 (5.9%)	170 (10.7%)	29 (12.9%)	Did Not Respond	Did Not Respond	Did Not Respond	Did Not Respond
First Nations	Data Not Provided	Data Not Provided	71	13	Did Not Respond	Did Not Respond	Did Not Respond	Did Not Respond
Métis	Data Not Provided	Data Not Provided	98	16	Did Not Respond	Did Not Respond	Did Not Respond	Did Not Respond
Non-Status	Data Not Provided	Data Not Provided	0	0	Did Not Respond	Did Not Respond	Did Not Respond	Did Not Respond
Inuit	Data Not Provided	Data Not Provided	1	1	Did Not Respond	Did Not Respond	Did Not Respond	Did Not Respond

The University of Manitoba and University of Winnipeg had 38 self-identified Indigenous Bachelor of Education graduates in 2018/2019. Last year's *State of Equity in Education Report* indicated that the faculties of education at the University of Manitoba had 16 self-identified Indigenous Bachelor of Education graduates and the University of Winnipeg had 22 in 2017/2018. It was also identified in the *2020 State of Equity in Education Report* that for the period of 2002-2015, a mean average of 35 Indigenous Bachelor of Education students graduated each year from these two faculties of education.

The *2020 State of Equity in Education Report* identified that there is an underrepresentation of 600 to 700 Indigenous teachers in the city of Winnipeg school divisions. At the present trendline regarding the number of Indigenous students that are graduating with a Bachelor of Education degree from the University of Manitoba and University of Winnipeg, it will take almost 20 years to address the Indigenous teacher shortage in the city of Winnipeg schools.

6.3. EMPLOYMENT EQUITY INITIATIVES AT THE FACULTIES OF EDUCATION

The faculties of education at the University of Manitoba and University of Winnipeg responded to the employment equity section of the 2021 State of Equity in Education Survey. Both faculties indicated that each of the respective universities has employment equity policies and collects employment equity data, however, this data is not disaggregated for each faculty. The University of Manitoba indicated that the self-identification form completion rates remain quite low, and the university is not releasing this data within the university or for external partners. The faculties of the Université de Saint-Boniface and Brandon University did not respond to the 2021 State of Equity in Education Survey.

Comparative employment equity data indicates that the University of Manitoba and the University of Winnipeg are lagging behind other public institutions with respect to the employment of Indigenous peoples. Table 18 provides a comparative analysis of the most recent publicly accessible employment equity data for the two universities, Province of Manitoba, City of Winnipeg, and Winnipeg Police Service.

TABLE 18: COMPARATIVE EMPLOYMENT EQUITY DATA FOR SELECTED PUBLIC INSTITUTIONS

Institution	Year of Report	Indigenous Persons as a Percentage of the Workforce
University of Manitoba	2018	2.4%
University of Winnipeg	2016	8.9%
Province of Manitoba	2019	14.4%
City of Winnipeg	2019	11.0%
Winnipeg Police Service	2019	11.1%

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Table 19 provides a summary of the responses of the of the faculties of education to the 2021 State of Equity in Education Survey disaggregated by job categories.

TABLE 19: JOB CATEGORIES OF FACULTY OF EDUCATION EMPLOYEES – 2018/2019

Job Category	University of Manitoba Total Number of Employees	University of Manitoba Total Number of Indigenous Employees	University of Winnipeg Total Number of Employees	University of Winnipeg Total Number of Indigenous Employees	Université de St. Boniface Total Number of Employees	Université de St. Boniface Total Number of Indigenous Employees	Brandon University Total Number of Employees	Brandon University Total Number of Indigenous Employees
Faculty Members with Tenure	29	Data Not Provided	14	0	Did Not Respond	Did Not Respond	Did Not Respond	Did Not Respond
Faculty Members without Tenure	17	Data Not Provided	13	1	Did Not Respond	Did Not Respond	Did Not Respond	Did Not Respond
Contract Instructors	29	Data Not Provided	59	Data Not Provided	Did Not Respond	Did Not Respond	Did Not Respond	Did Not Respond
Support Staff	3	Data Not Provided	15	3	Did Not Respond	Did Not Respond	Did Not Respond	Did Not Respond
Clerical/Admin Staff	22	Data Not Provided	Data Not Provided	Data Not Provided	Did Not Respond	Did Not Respond	Did Not Respond	Did Not Respond
Total	100	Data Not Provided	101	4	Did Not Respond	Did Not Respond	Did Not Respond	Did Not Respond

7. 2021 STATE OF EQUITY IN EDUCATION REPORT CALLS TO ACTION

CALL TO ACTION #1:

Educational institutions must make a commitment to public transparency and accountability regarding equity-based reports, collection of data, and policies. The community will be able to monitor progress on equity-based issues for Indigenous peoples, develop knowledge, and provide informed feedback when public schools, universities and the provincial government ensure that this information is accessible to its citizens.

CALL TO ACTION #2:

The provincial government and locally elected school boards must make a comprehensive commitment to implementing employment equity and student equity policies and programs by establishing an Education Equity Secretariat within the provincial government and Education Equity Offices within school divisions.

The key commitments for school divisions to develop and implement employment equity initiatives will include: (1) Independent Equity Audit; (2) Independent Employment Systems Review; (3) Employment Equity Policy and Plan; (4) Workforce Self-Identification Census; and (5) Annual Employment Equity Report accessible to the public.

The key commitments for school divisions to develop and implement student equity initiatives will include: (1) Regular Student and Parent Survey/Census of the Demographics of the Community Being Served; (2) Collection of Equity-Based Disaggregated Data for student suspensions, absenteeism, graduation rates, credit accumulation, and representation in applied and academic courses.

CALL TO ACTION #3:

Faculties of education, school divisions, the provincial government, and the federal government should work in partnership with Indigenous organizations to: (1) Increase the number of Indigenous peoples interested in becoming teachers by offering a job training program for Indigenous parents and participants in adult education centres to work in schools as community teacher assistants, be provided with transition and upgrading support, and laddering opportunities into a Bachelor of Education program; (2) Establish a Bachelor of Education in Indigenous Knowledge degree program operated by an Indigenous academic institution that would be rooted in Indigenous knowledges and pedagogy, provide living allowances in order that students can attend the program on a full-time basis, student bursaries for tuition and books, and childcare and housing supports; (3) provide access to the Bachelor of Education in Indigenous Knowledges through a laddering program from the community teacher assistant job training program; and (4) provide access to the Bachelor of Education in Indigenous Knowledges through a laddering program for Indigenous peoples presently employed as educational assistants in public schools.

CALL TO ACTION #4:

To address the underrepresentation of Indigenous peoples as trustees on local school boards, the Louis Riel, Pembina Trails, River East-Transcona, St. James-Assiniboia and Seven Oaks school divisions should change their present multi-trustee representation for each ward system to a one trustee/one ward system. This would provide the opportunity to establish ward boundaries that better reflect the diverse socio-economic and cultural communities served by these respective school divisions.

THE FOLLOWING CALLS TO ACTION HAVE BEEN CARRIED FORWARD FROM THE 2020 STATE OF EQUITY IN EDUCATION REPORT AND STILL HAVE NOT BEEN ADDRESSED:

CALL TO ACTION #5:

School boards should adopt a consensus decision-making process rather than a majority rule decision-making process to ensure all voices are authentically included in decisions made by school trustees for their respective school divisions.

CALL TO ACTION #6:

The faculties of education should set equity-based enrollment targets for Indigenous students and publicly release an annual equity-based enrollment and graduation report to promote transparency and accountability.

CALL TO ACTION #7:

The universities should publicly release an annual employment equity report disaggregated or broken down to the faculty level that is readily accessible to the public to promote transparency and accountability.

CALL TO ACTION #8:

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 disaggregated or broken down by individual school divisions. The last published report of the Manitoba Indigenous Teacher Education Survey was 2013.

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