Aboriginal Access to Post-Secondary Education in New Brunswick

Submission to the Commission on Post-Secondary Education in New Brunswick

Presented by the Aboriginal Affairs Secretariat
Government of New Brunswick
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Executive Summary

The Aboriginal Affairs Secretariat presents this document to the Commission on Post-Secondary Education in New Brunswick to provide insight into Aboriginal access to post-secondary education in New Brunswick. It also opens a discussion on the many challenges faced by Aboriginal students and prospective students, and proposes recommendations for consideration.

As of December 31, 2006, INAC statistics indicate 12,518 registered Indians residing in New Brunswick, composing 1.71% of the total New Brunswick population, with 8,060 (64.4%) registered Indians residing on-reserve, and 4,458 (35.6%) residing off-reserve. One-third of the national Aboriginal population is under the age of 14, compared to 19% in the non-Aboriginal population and by 2011, the 20-24 age group is expected to be the largest segment of the Aboriginal population. A demographic increase is emerging in the Aboriginal population that will require more attention to post-secondary education and labour market opportunities.

The federal government provides support under locally administered programs, two of which are detailed: Post-Secondary Student Support Program, and Aboriginal Human Resource Development Strategy. A May, 2005 report on the New Brunswick Community College/Collège Communautaire Nouveau-Brunswick Network was also provided as material.

Aboriginal students face challenges related to historical, social, geographic and demographic, cultural, and individual/personal barriers. A student’s or potential student’s challenges are complex and multifaceted.

Recommendations

Lessons learned from past experiences emphasize that community delivery is preferable, strong education foundations are important, and partnerships and school-to-work transition programs are often beneficial.

Access programs: programs that help the transition to post-secondary education. Issues and recommendations related to the NBCC/CCNB Seat Allocation Policy are presented and include the revision of deadlines, policy review and ensuring that staff are aware and informed of the policy. Community delivery models are emphasized.

Types of partnerships: assimilative, integrative, affiliated, and independent are noted; specific attention is paid to the affiliation model. Meaningful consultation with First Nations is necessary for the design, development and implementation of Aboriginal programs. Encouragement for the hiring of Aboriginal instructors, and ensuring staff have cross-cultural awareness training is highlighted.

Supports to students: details specific models implemented that address a wide range of issues facing Aboriginal students. These models include supports related to cultural awareness and knowledge, dependents, academic advice, and addressing financial difficulties by ensuring awareness of resources.

Recommendations related to raising awareness of post-secondary opportunities are to encourage role models, individual counselling, and developing culturally appropriate post-secondary information.
Introduction

The Commission on Post-Secondary Education in New Brunswick is mandated to “gather and summarize data relevant to a broad range of post-secondary education and training issues in the province.” As expected with such a directive, a discussion of First Nations accessibility to post-secondary institutions has been identified as a requirement in the Commission’s Discussion Paper when envisioning the ideal post-secondary system in New Brunswick: “[w]e cannot leave a discussion of accessibility without noting the underrepresentation of First Nations in our post-secondary institutions. The problem is tied up with jurisdictional issues, but the result remains unacceptable to all Canadians. We need to do better.” (6)

This document is a result of the above statement, as the Aboriginal Affairs Secretariat has deemed it necessary to provide insight into the current Aboriginal demographics and additional details on Aboriginal access to post-secondary education in New Brunswick. As well, a discussion on the many challenges faced by Aboriginal students and potential students, and recommendations for consideration are presented. Some of the more pertinent resources utilized in document preparation are found in the appendices. For the considerations that follow the data-gathering phase of the Commission’s endeavours, it is vital to recognize the opportunities that exist within the Aboriginal population and to include recommendations that will support their development.
To achieve a comprehensive understanding of First Nations in New Brunswick, an examination of demographics is necessary. Fifteen First Nations are located in New Brunswick: comprising six Maliseet and nine Mi’kmaq communities. Refer to map below:

According to the Department of Indian and Northern Affairs Canada (INAC) website, as of December 31, 2006, 12,518 registered Indians were residing in New Brunswick, composing 1.71% of the total New Brunswick population. INAC records 8,060 (64.4%) registered Indians residing on-reserve, while 4,458 (35.6%) resided off-reserve. Refer to Appendix A for a First Nations community breakdown. National statistics show a predominantly younger population within the Aboriginal population across Canada, as reported in *Embracing Differences*:

“The Aboriginal population is much younger than the Canadian population as a whole. The median age of the Aboriginal population in 2001 was 24.7 years, compared to 37.7 years for the non-Aboriginal population. This reflects the fact that the Aboriginal birth rate is about 1.5 times that of the rest of the population. One-third of the Aboriginal population is under the age of 14, compared to 19% in the non-Aboriginal population and Aboriginal children represent 5.6% of all children in Canada. In 2001, 17.3% of the overall Aboriginal population was between the ages of 15 and 24, representing 4.2% of all Canadians in this age group. From now until 2016, the Aboriginal population aged between 15 and 24 will grow rapidly. By 2011, the 20-24 age group is expected to be the largest

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1 Based on 2006 Statistics Canada Census data, New Brunswick population
As noted by Statistics Canada, this age group is expanding, and the recognition of labour-related issues is further emphasized:

“Previous censuses have shown that the Aboriginal population is growing much faster than the total population, a trend which will continue through to 2017. The Aboriginal population is expected to grow at an average annual rate of 1.8%, more than twice the rate of 0.7% for the general population. […] The biggest challenge confronting the Aboriginal population by 2017 could be their large number of young adults aged 20 to 29 entering the labour market. This age group is projected to increase by over 40% to 242,000, more than four times the projected growth rate of 9% among the same age group in the general population.”

This demographic shift in the Aboriginal population is both a challenge and an opportunity with respect to post-secondary education, employment, participation in the economy and achieving self-sufficiency. New Brunswick has the ability to recognize this development, and take action to realize the potential it holds.

Three federal government programs, described by the Department of Indian and Northern Affairs Canada, provide support for post-secondary education to eligible Indian and Inuit students:

- **Post-Secondary Student Support Program (PSSSP):** A financial assistance program for technical, vocational, college and university training for Status Indians and Inuit. Assists First Nations students with the cost of tuition fees, books and travel, and living allowances, when applicable. A breakdown of the programs attended by Aboriginal students who are funded through PSSSP is provided in Appendix B. New Brunswick Community College/Collège communautaire du Nouveau-Brunswick campus and program details may be found in Appendix C.

- **University College Entrance Preparation Program (UCEP):** A support program for students enrolled in programs designed for those who need to attain the academic level required for entry into a degree or diploma program. Assists First Nation students with the cost of tuition fees, books and travel, and living allowances, when applicable.

- **Indian Studies Support Program (ISSP):** A support program provided to post-secondary institutions for the development and delivery of special programs for Indians.

The Department of Indian and Northern Affairs Canada’s objectives are: “to support the increased participation and success of treaty/status Indians and Inuit students in recognized [post-secondary education] programs, thereby improving participant employability.”

All Aboriginal students in New Brunswick who receive funding to attend post-secondary education institutes under PSSSP receive the funding from an administering authority. These administering authorities are band or tribal councils, and are listed below:

- North Shore District Tribal Council administers:
- Bouctouche First Nation
- Eel River Bar First Nation
- Eel Ground First Nation
- Fort Folly First Nation
- Indian Island First Nation
- Pabineau First Nation
- Saint Mary’s First Nation Band Council
- Tobique First Nation Band Council
- Woodstock First Nation Band Council
- Oromocto First Nation Band Council
- Kingsclear First Nation Band Council
- Elsipogtog First Nation Band Council
- Metepenagiag First Nation Band Council
- Madawaska First Nation Band Council
- Burnt Church First Nation Band Council

The administering organizations are responsible for budgeting, maintaining student files, screening applications for eligibility and in the context of band priorities. Administering councils set the funding priorities and guidelines may vary in each organization. The Department of Indian and Northern Affairs Canada rarely receives a copy of the administering organizations’ policies and recommends students or potential students to contact the administering organization. Students that are interested in the program may apply to the band councils or tribal council for funding to attend educational programs. The Department of Indian and Northern Affairs Canada has a stipulation on funding that the student must attend a minimum year-long program\(^2\) in which they receive a certificate, diploma or degree. Allowances may be allotted for tuition, living costs, or travel. Students who do not receiving funding often struggle to attend post-secondary institutions, and are placed on a deferred listing by the administering organization.

Fixed funding for the Post-Secondary Student Support Program is provided by the Department of Indian and Northern Affairs Canada. The program is considered a social policy issue, and is not found in the *Indian Act*.

“In 1968, INAC introduced a financial assistance program for technical, vocational, college and university training for Status Indians and Inuit…In the 1970s, more and more First Nations and Inuit students began to pursue post-secondary education. As a result, in 1977 INAC established the Post-Secondary Education Assistance Program. This was revised in 1989 to become the Post-Secondary Student Support Program (PSSSP). The program applies to all levels of post-secondary education, including community college diploma and certification programs, undergraduate programs and professional degree programs, such as medical and engineering degrees. Between 1988 and 1999, the number of Status Indian and Inuit students pursuing a college or university education increased from 15,572 to more than 27,000. Today, almost 100 percent

\(^2\) For the purposes of defining “year-long program” the year is calculated by the institution, whether it be a certain number of credit hours, or classes.
of all post-secondary funding is administered by First Nations and Inuit organizations who establish their own priorities for this funding."

However, due to budget restrictions implementation, the budgets were capped, and currently there is not enough funding in the system to support all the potential students who wish to attend a post-secondary educational institution. Administering organizations receive money under multi-year agreements, which extend over five years. Adjustments are built into the agreements, and small increments are received to re-establish new bases. At the conclusion of an agreement, both the Department of Indian and Northern Affairs Canada and the administering organization will review the situation, raise concerns if applicable, and re-negotiate the agreement. In most cases, however, the agreements roll-over, and re-basing is rare.

The Aboriginal Human Resource Development Strategy (AHRDS) may also be considered to provide Aboriginal post-secondary education in New Brunswick. The objective of AHRDS is to expand the employment opportunities of Aboriginal people across Canada. Aboriginal organizations are provided funding under an Aboriginal Human Resource Development Strategy Agreement (AHRDA). New Brunswick First Nations have four AHRDA holders: MAWIW Council Inc., First Nations Human Resource Development Council Corp., New Brunswick Aboriginal Peoples Council, and North Shore Micmac District Council Inc. The Saint John River Valley Tribal Council holds a sub-agreement under the North Shore Micmac District Council Inc. that is administered to three Maliseet First Nations: Oromocto First Nation, Madawaska First Nation, and Woodstock First Nation. Human Resources Development Canada and Service Canada regional offices administer the AHRDS. AHRDA holders are required to submit workplans to meet with the required accountability standards.

The administering organization can use the funding for the design and delivery of programs that uniquely support the community’s priorities. Programs can range from funding an individual to receive training at a Community College, to delivering contract-training on-reserve. Examples of programs that have been administered include: licensed practical nursing training at Kingsclear First Nation, truck driver training at Burnt Church First Nation, day care worker training, forestry worker training, and gas technician training. The focus of AHRDA is on apprenticeship and trades training, with the overall goal to achieve an Aboriginal employment rate that is on par with Canada’s overall employment rate.

Many programs were established to assist Aboriginal students in completing their post-secondary education, but the barriers are often difficult to overcome. Several reports have studied the wide array of accessibility issues, and have outlined recommendations to improve the current system. The intention of the demographics and programs information presented in this report will enable a more informed discussion about accessibility issues and related barriers to post-secondary education for Aboriginal students.

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3 [http://www.ainc-inac.gc.ca/pr/info/info110_e.html](http://www.ainc-inac.gc.ca/pr/info/info110_e.html)
Research has identified a number of barriers, such as those noted in Changing Course: inadequate financial resources, poor academic preparation, lack of self-confidence and motivation, absence of role models with post-secondary education experience, lack of understanding of Aboriginal culture on campus, and experience of racism on campus. (3) These experiences are considered historical, social, geographic and demographic, cultural, and individual/personal barriers by the report Aboriginal People and Post-Secondary Education. Consequently, it may be understood that the decision to attend post-secondary education is complex, as documented in Why Don’t They Go On?:

“It is clear that the decision about whether or not to attend a post-secondary educational institution after high school is a complex process. Different factors have an influence on different youth. Furthermore, it is rare for there to be one single reason that can account for the patterns of non-attendance or for the decision of a given individual. Rather, we need to consider the joint influence of several factors acting at different times on different students” (9)

This document explores a variety of barriers or categorizes these based on the broad groups listed above.

1.0 Historical Barriers

Difficulties experienced in the Aboriginal community history may influence decisions on whether or not to attend post-secondary education. The following summary from Aboriginal Peoples and Post-Secondary Education is intended to provide perspective on historical factors with residual influences:

“Before the late 1960s, the barriers to Aboriginal participation in post-secondary education were largely insurmountable. Government policies used schooling to assimilate Aboriginal Peoples into mainstream European-Canadian society. Many Aboriginal students still see assimilation as a prominent feature of post-secondary education, which has led to an over-arching distrust and hostility to education in many parts of the Aboriginal community.

Historically Aboriginal people attained higher education at a price: an 1876 amendment to the Indian Act forced them to relinquish their Indian status, a process called enfranchisement. Even when the law changed after World War II, education was powerfully assimilative, and tended to alienate educated Aboriginal Peoples from their families and communities.

Shortly after 1911, the federal government amended the Indian Act to make school attendance mandatory for every child between the ages of seven and fifteen. Residential schools were set up in all areas of Canada. The number of residential schools reached its peak in 1931 at 80. The last [residential school] closed in 1986 and by the late 1990s, the majority of Status Indians attended band-operated primary and secondary schools or mainstream provincial schools.

The residential school system was the most prominent example of assimilationist government education policies. From the religious and vocational training, to the rules forbidding use of their language and cultural practices, residential schools...
uprooted Aboriginal culture and history and made many Aboriginal communities distrust educational institutions in general.

The most significant recent report on Aboriginal issues was the federal Royal Commission on Aboriginal Peoples of 1996 which found that many of the problems encountered in Aboriginal communities today – violence, alcoholism, and loss of pride and spirituality – can be traced back to the sense of disconnect that Aboriginal children experienced as a result of being sent to a residential school. The legacy of residential schools remains a major barrier to Aboriginal participation in post-secondary education.” (11)

Jurisdictional responsibility for education has been contentious, and if often misunderstood in its historical context. Heavily influenced by the termination of the residential school system, the policy for localized education models was developed. Debate is ongoing with respect to the responsibility for post-secondary education, as is demonstrated in Embracing Differences:

“An important landmark was the dismantling of the residential school system in the 1970s and the concomitant growth in the number of schools under Aboriginal administration. In 1972, the National Indian Brotherhood (now the Assembly of First Nations) adopted the Indian Control of Indian Education Policy, which the federal government accepted in principle in 1973. The policy advocated local control of First Nations education with day schools in Aboriginal communities. The policy also stated: Considering the great need there is for professional people in Indian communities, every effort should be made to encourage and assist Indian students to succeed in post-secondary studies.

Section 35 of the Constitution Act, 1982, states that, ‘The existing Aboriginal and treaty rights of the Aboriginal peoples of Canada are hereby recognized and affirmed.’ There is ongoing disagreement between the federal government and Aboriginal organizations as to whether post-secondary education is a discretionary program or, as the Assembly of First Nations states: It is the position of the Assembly of First Nations (AFM) that education at all levels is an inherent Aboriginal and treaty right as recognized by the Canadian Constitution. The Government of Canada has the legal, moral and fiduciary obligation to adequately resource First Nation Post Secondary Education, and to make a clear commitment to local jurisdiction.

Whatever the ultimate resolution of this debate, as will be shown, considerable progress has been made in Aboriginal education, although much more still needs to be done, especially in the post-secondary area.” (7-8)

2.0 Social Barriers

A social barrier may be defined as an external factor to the individual that influences the accessibility to post-secondary education by exerting certain pressures over which the individual does not have control. Social barriers encompass several factors that are frequently cited throughout studies on accessibility to post-secondary education. Those addressed in this
A significant social barrier noted in many reports, both with and without an Aboriginal focus, is the impact a role model can have on an individual. Though parents are often strongly held in this regard, other family members and friends can lend support and mentorship through their actions and communication with the individual. This is demonstrated in a report entitled *Aboriginal Training and Service Delivery*, which reported and recommended specifically on the New Brunswick Community College/Collège communautaire du Nouveau-Brunswick Network.

“Increasing the profile of [New Brunswick Community College] amongst the high school and Aboriginal populations generally may yield better results as word of mouth is one of the most effective means of communication in the Aboriginal community.” (32) Furthermore, this encouragement and support can increase the individual’s awareness of the potential for post-secondary education.

The influence of family and friend support structures are explained in *Why Don’t They Go On?* “The next section of the […] paper looks at sources of support and information about [post-secondary education] for these non-attendees. Family, friends, and schools were the sources most often listed. Schools (through teachers and guidance offices) were often cited as sources of information, although many of the participants were critical about the lack of information provided, difficulties in accessing information and/or the counselors, or inadequacies in the ways the information was provided.

Family members were important role models for some of the young people in the study – sometimes in a positive way, encouraging them to go on, sometimes as a negative influence. Some family members provided support, but others, either by their negative comments or lack of pressure, turned respondents away from considering [post-secondary education]. Most often, parents were the most important family members in terms of influencing the decision to attend [post-secondary education], although siblings sometimes played a role.

Friends also served as role models for these young adults. Again, some friends were positive role models, encouraging them to consider [post-secondary education]. Others were more negative, either in the attitudes they expressed or by the example they set. When young people saw friends who had no [post-secondary education] making good money in a secure job, this influenced their perception of the potential benefits of taking additional education themselves.” (8)

It is also demonstrated in *Hearing the Voices of Non-Attendees* that a lack of awareness and exposure to post-secondary educational possibilities is strongly influenced by the presence of role models in an individual’s life:

“One barrier was a lack of awareness of [post-secondary education] as an available education option. While it is true that all participants were aware of [post-secondary education] in a general sense, a few participants reported that
they had never seriously considered the idea of attending [post-secondary education] during adolescence. Many of these participants appeared to be missing role models for [post-secondary education] participation.” (2)

Role models also influence the decisions of youth to pursue post-secondary education. Those who directly impact on the individual’s life may bring awareness to the variety of possibilities that exist and demonstrate how they are achievable. The lack of awareness and access to financial resources can also dissuade potential students. Inadequate financial resources, in addition to knowledge and accessibility of those resources, are also significant social barriers.

The topic of financial resources was a focal point in many reports, as the difficulties of securing funds was highlighted in Aboriginal Peoples and Post-Secondary Education: “[t]he Assembly of First Nations estimates that approximately 8,475 Aboriginal applicants didn’t get funding for post-secondary education in 2000-2001.”(21) As stated above, federal funding has been capped for post-secondary education, and these statistics demonstrate the impact of that decision. Moreover, in a report summarizing responses from various stakeholders about their experience with Aboriginal post-secondary education, it was also stated that: “Stakeholders interviewed said nepotism, favouritism and unfairness affect the distribution of band funding.”(22) Additionally, often students will attempt to access loans to support their education, but this form of subsidized income may not be available for Aboriginals students with band funding: “Aboriginal students with tribal grants from [Post-Secondary] Student Support Program funds are not usually eligible for student loans.”(19) Although funding is provided in a model that is controlled and distributed by bands, ensuing difficulties associated with gaining access to that funding can be a strong deterrent for potential students.

These challenges that Aboriginal students face, may be compounded with the general perception of funding for post-secondary education held by non-Aboriginals. Hearing the Voices of Non-Attendees explored reasons why individuals do not attend post-secondary education cited participants with a variety of reasons why financial resources were holding them back from post-secondary education.

“A lack of financial resources that participants saw as an insurmountable hurdle preventing them from seriously considering [post-secondary education].” (6)

“A few participants described having lacked the financial resources they saw as necessary to be able to consider [post-secondary education]. These participants had felt that it was impossible to consider taking on any additional financial obligations or sacrificing potential income in order to attend [post-secondary education]. None of these participants had researched the costs of post-secondary programs, nor had they investigated financial aid programs. While they were generally aware financial aid was available, they had assumed that [post-secondary education] was expensive and that financial aid would not be sufficient to cover all of the actual and opportunity costs required to attend [post-secondary education].” (9)

Access to financial resources is often a challenge influencing the decision of students to attend post-secondary education. Difficulties may arise from the lack of funding, funding distribution, the allocation of funding/funding priorities, accessibility to other funding sources, or a lack of awareness of alternative funding options. However, though financial difficulties may be
perceived as the greatest challenge, other factors also exert influence as stated in *Changing Courses*: “[o]f all the factors holding back First Nations students, our research shows that the lack of financial resources is perceived as the most significant, although a lack of academic preparation is also important.”(3)

Academic preparedness for students is important to ensure success in post-secondary education. Preparedness describes a variety of factors including high school preparation, awareness of opportunities for post-secondary education, and knowledge of support networks in place at post-secondary institutions to facilitate the learning process. Research shows that Aboriginal students and potential students may face challenges in achieving academic preparedness.

Aboriginal students may find building a strong foundation for success in high school a challenging aspect of being prepared, as per this statement in *Aboriginal Peoples and Post-Secondary Education*: “Aboriginal Peoples who do complete high school often have weak skills, but reserve and remote schools typically do not offer the same academic preparation required to succeed in post-secondary studies.” (12) Whether this is related to the support offered in high school preparation for post-secondary education or other factors, reports also indicate a lack of awareness of the opportunities available. Finally, throughout the process of seeking out and pursuing post-secondary education, the report indicates: “Aboriginal students may not seek support unless it is made visible and accessible.” (38) Achieving academic preparedness in post-secondary education can indeed be challenging for many students and potential students; it is evident that constructing strong foundations and exposing students to opportunities are important determinants for success to be achieved.

### 3.0 Geographic and Demographic Barriers

Geographic and demographic barriers refers to accessibility to post-secondary education based on the physical location and region of the individual and post-secondary education institutions; it also encompasses general characteristics that may be associated with the Aboriginal population impacting post-secondary education opportunities. Geographic and demographic barriers are factors over which an individual has little, if any, control. Nonetheless, these are factors that may create significant difficulties to be overcome for an individual in attending post-secondary education.

A variety of challenges face Aboriginal students who wish to pursue post-secondary education. Often a geographic challenge is complicated by other inter-related factors, as explored in the statement made in *Embracing Differences* below:

“Many students live in remote or isolated areas that require them to relocate to attend post-secondary programs. This may not be possibly for a person with family responsibilities or financial obligations. The history of the residential school system may also discourage young Aboriginal students from seeking an education away from home.” (8)

This serves as a reminder that the issues facing Aboriginal students and potential students are complex. Though some solutions may be in place to lessen the impact of geographic locations, such as travel allowances granted through band funding, it must be realized that the complications may be multi-faceted.
The New Brunswick Aboriginal Labour Force/Market Research Report interviewed the fifteen community Employment and Training Officers (ETOs) located in each New Brunswick First Nation community. ETOs have an in-depth understanding of the community in which they work, as their role is often to aid in the search for employment and facilitate training opportunities for the community members. It was noted in this report, by the ETOs that:

“Almost all [clients] wanted to stay in their community. The most common reasons identified as barriers to completing their education or obtaining employment were: the lack of transportation; the inadequate funding for family support as well as training programs; the unwillingness to leave home; the difficulty of leaving children even on a daily basis; the distance to education and training facilities; limited education and training programs available locally; the geographic location.” (4)

Though the report focuses on labour, rather than education, it does recognize that education is undeniably related to labour. Furthermore, it demonstrates that an issue that often complicates education and employment at a national level is also present in New Brunswick’s First Nations.

Demographic challenges also influence the potential for Aboriginal students. As statistics demonstrated, there will be an influx in of Aboriginal students in the 18-30 age range that would be most likely to seek post-secondary education. However, there is no indication that the Department of Indian and Northern Affairs Canada funding resources will be increased to provide for the increase in potential students. Consequently, it may be anticipated that potential students will be forced into increased competition for limited resources.

4.0 Cultural Barriers

Cultural barriers may also influence the decision of potential students to attend post-secondary education, as well as the retention rates of Aboriginal students who have enrolled in an institution. Accessibility due to factors associated with an individual’s cultural background may be defined as a cultural barrier. Cultural barriers may be demonstrated by the classification of institution, based the Royal Commission on Aboriginal Peoples and the inclusiveness of the institutional environment.

Embracing Differences provided a valuable identification and summary of the four types of institutions that were classified by the Royal Commission on Aboriginal Peoples.

“The [Royal Commission on Aboriginal Peoples] report classified post-secondary programs according to the degree of control Aboriginal Peoples have over the education offered. [The Commission] used four categories to describe such programs: assimilative, integrative, affiliated and independent. The assimilative model, in which everyone is expected to fit into a fixed menu of programs, courses and services is the model followed by most post-secondary institutions until recently. The integrative approach recognized Aboriginal students as a distinct group and adapts the institution to serve their needs. Examples are the creation of special programs in teacher training, Aboriginal business and
Aboriginal law. [...] The preeminent example of an affiliated or federated program is the First Nations University of Canada (formally known as the Saskatchewan Indian Federated College of SIFC). This university is controlled by the Federation of Saskatchewan Indian Nations, but affiliated with the University of Regina for accreditation purposes. [...] Finally, there are a number of independent post-secondary institutions under Aboriginal control, often not accredited and in precarious financial condition. An example of one of the most successful independent training institutes is the First Nations Technical Institute established in 1985 in Tyendinaga, near Deseronto, Ontario.” (8-9)

Though specific barriers were not identified within this summary of classifications, it is important to understand the differences between types of institutions. By utilizing this information, further study and recommendations can be made as to the type of post-secondary institutions New Brunswick wants to explore and develop.

The report Aboriginal Training and Service Delivery details some difficulties faced by New Brunswick Community Colleges (NBCC/CCNB) with respect to the recruitment and the retention of students and the institution’s environment:

- “Campus environments may not be welcoming to Aboriginal students or inclusive, e.g. incidents of racism on campus requiring interventions.
- Lack of preparation in accepting Aboriginal students on the part of individual campuses, e.g. some [New Brunswick Community College] staff commented that the community colleges are better prepared for international students than Aboriginal students and suggested that some of the best practices they have used with international students could be applied to Aboriginal students to help them adapt to a different cultural environment.
- Lack of Aboriginal images on campuses or a place where Aboriginal students can go to should they wish to be with other Aboriginal students.
- Need for increased number of Aboriginal people who are instructors, administrative staff or student services staff on campuses, as well staff who work in contract training, e.g. Aboriginal liaison officers, program coordinators or instructors for contract training. These individuals could serve as role models and their presence would contribute to creating a receptive environment for Aboriginal students.” (22)

It may be relevant to consider the impact of the corporate culture and leadership of the post-secondary institution in promoting standards of tolerance and inclusion toward Aboriginal students and other minority groups. The Commission should be pushed to question whether the promotion and development of an inclusive environment is enough. Certainly, it may decrease the barriers to accessibility that are experienced by Aboriginal students, and one would hope that the increase in recruitment and retention is evidence of this goal. However, as stated in the report entitled Aboriginal People and Post-Secondary Education: “[t]oo often, little of what Aboriginal students bring in the way of cultural knowledge tradition and values is recognized or respected in the post-secondary system.” (15) Perhaps the comprehensive quality of New Brunswick post-secondary institutions should be questioned, and Aboriginal cultural knowledge be incorporated, for a stronger education for Aboriginal and non-Aboriginal students alike.
5.0 Individual/Personal Barriers

Individual and personal barriers that may influence an Aboriginal student may be external (outside impediments) or internal (inhibiting factors specific to the individual) as explained in Embracing Differences. (1) In either case, personal barriers are specific factors that affect each individual, rather than the larger group. Examples include: family responsibilities, dependents, and personal perception. As the complex nature of barriers has emerged, it has been shown that barriers are often interrelated – these are barriers that affect choices on an individual basis.

Many students rely on family for support and guidance. The literature review entitled: Access and Affordability in Canadian and Saskatchewan Post-Secondary Education states: “[k]ey factors impacting the retention of Aboriginal students in post-secondary institutions are family and personal issues. The stress of post-secondary education was exacerbated by complex responsibilities and often moving to urban centres, away from the support of family and friends.” (59) Furthermore, as affirmed in Aboriginal Peoples and Post-Secondary Education: “Aboriginal communities also tend to share family responsibilities communally, which can interrupt post-secondary programs.” (14) Students may have difficulties reconciling the familial responsibilities with which they are raised and the post-secondary education responsibilities that they pursue.

However, familial responsibilities are not only limited to those that were learned while growing up. Changing Courses explains that many students will have families of their own to support and be responsible for:

“Specifically the [Millennium Scholarship] Foundation’s research has shown that Aboriginal university and college students are, on average, older than the typical student and more likely to be married or to have children. More than half of Aboriginal university students are 22 years of age or older while almost one-third of Aboriginal university students have children, as do almost half of Aboriginal college students.” (8)

Students with dependents will face a unique set of challenges; challenges which are present for Aboriginal and non-Aboriginal parents. In a specific report entitled Students with Dependents, it is stated: “[t]hough students with dependents have always existed, we are only now recognizing them as a distinct segment of the non-traditional student population.” (1) Many institutions have established facilities and implemented programs to assist students with dependents, while they pursue post-secondary education. Since there is a higher rate of Aboriginal students with dependents, it becomes more significant issue that needs to be addressed by providing support mechanisms. As Aboriginal Peoples and Post-Secondary Education depicts: “[t]here is also a lack of support for Aboriginal women, especially single mothers. Often there is no daycare. Stakeholders also said that the special health needs of Aboriginal people, including problems of Fetal Alcohol Syndrome, need to be addressed.” (38) Familial responsibilities, in many aspects, are barriers that will affect an individual’s choice to attend and remain in post-secondary education.

Self-perception may be another factor affecting attendance to post-secondary institutions. It was more readily identified in a report that addressed barriers affecting general prospective student population. Nonetheless, it was felt that these factors were significant and could affect Aboriginal students as a barrier and should be considered. The report entitled Hearing the Voices
of Non-Attendees, interviewed selected participants across the country to determine why they decided not to pursue post-secondary education. One of the results was: “A self-perceived lack of academic ability or a lack of academic credentials that participants saw as an insurmountable hurdle preventing them from pursuing [post-secondary education].” (6) In the same report, it was stated that:

“A […] reason that a relatively large number of participants gave for deciding against [post-secondary education] was that they had perceived a low likelihood that they would obtain potential benefits from [post-secondary education] because of their own lack of readiness. These participants had felt that they were not ready for [post-secondary education] because they lacked the goals, discipline, drive, or focus needed to succeed in [post-secondary education].” (3)

These comments indicate that self-perception, motivation, and confidence in one’s abilities can heavily impact any individual who endeavours to undertake a new experience, especially post-secondary education.

This exploration of the historical, social, geographic and demographic, cultural, and individual/personal barriers has provided an overview of the context and factors influencing the accessibility of post-secondary institutions with respect to Aboriginal students. The many challenges affecting a student’s potential are complex and many of these factors are beyond the immediate control of the individual student. In order to increase the opportunities and successful outcomes for Aboriginal students in post-secondary institutions the following recommendations have been developed for consideration by the Commission.

### Recommendations

Many of the resources reviewed and cited in this document contain recommendations changes in policies and programming. The most salient points are categorized below under the following headings:

- Lessons Learned from Past Efforts
- Access Programs, Seat Allocation Policy, and Community Delivery
- Partnerships, Aboriginal Programs and Curriculum Development
- Student Supports
- Raising Awareness

These are broad categories that are intended to refer to related information. In recognition that Aboriginal students’ access to post-secondary education is complex, some of these points will address and integrate multiple barriers.

#### 1.0 Lessons Learned from Past Efforts

This section is taken from the New Brunswick Aboriginal Labour Force/Market Research Report. It addresses the effectiveness of past experiences in post-secondary education policy. The most relevant points to post-secondary education are listed below:

- “Employment and training programs have not led to large increases in earnings or a decrease in social assistance
- Short term skill training does not compensate for poor basic education
- Vocational/occupational and school linkages are essential
- Partnerships are critical in planning training programs
- Addressing literacy deficits are a prerequisite for entry into training and employment programs
- An individual case management program is ineffective and expensive
- Training that responds to employment requirements is effective
- Bulk training purchases that do not address community and labour market needs are not effective
- At present there is little study on the quality of training
- Workers with a strong educational base can better adapt to labour market shifts
- Minimum increase in earnings have not provided sufficient incentives to reduce overall dependency
- School-to-work transition programs link employment and training to education” (7-8)

2.0 Access Programs, Seat Allocation Policy and Community Delivery

The purpose of an Access Program is to facilitate the transition to post-secondary education. While some Access Programs are created for the general population, others have a specific target group: such as Aboriginal students. Aboriginal Peoples and Post-Secondary Education provides an example of a successful access program that is administered by the Government of Manitoba. Statistics produced by researchers at the University of Manitoba in 1997 show, with only 10% of the national Aboriginal population, Manitoba had the second highest number of Aboriginal people completing university (after Ontario). (24)

“Manitoban post-secondary institutions have had access programs since the 1970s. Access staff recruit by going to Aboriginal communities throughout the province of Manitoba to present information about the program. Packages are sent to schools and service agencies; there are newspaper and radio ads and a video that has circulated widely. There are a total of 20 access programs in the province which have served as models for access programs elsewhere in Canada. While their focus is residents of Manitoba, some exceptions have been allowed. Preference is given to Aboriginal applicants, whether Status, Non-Status, Métis or Inuit. Students can apply to the Manitoba Student Financial Assistance Program to receive bursaries. The Access Program offers:
- an extensive pre-university orientation held for students prior to fall classes
- individual academic advising
- introduction to university courses for degree credit
- tutorials
- regular consultation with academic advisors
- personal support/counselling
- housing assistance
- university/urban adjustment assistance
- communication and personal development workshops, and
- career counselling.” (24)
**NBCC Seat Allocation Policy**

The report entitled: Aboriginal Training and Service Delivery, included as Appendix D, explores the NBCC/CCNB Network and its policies and programs for Aboriginal students. Currently in place is a seat allocation policy (SAP), as per policy 4105P, “A number of seats are reserved for Aboriginal applicants (i.e. one seat per program with less than 20 seats, and one seat per twenty seats for programs with more than 20 seats). These [seats] are reserved until March 1st.” The report discusses the Seat Allocation Policy, and specific recommendations that were put forward. As per the categories denoted, some of the 30 recommendations are listed in this submission. Specific attention was paid to the Seat Allocation Policy in the Aboriginal Training and Service Delivery report in that:

“The Seat Allocation Policy appears to be the only formal way that NBCC/CCNB tracks Aboriginal students in its regular on-campus programs at this point. However, many NBCC/CCNB staff interviewed were not clear about the SAP policy […] Further, NBCC/CCNB and Aboriginal officials voiced that the way SAP is currently being implemented was not working well and was incompatible with First Nation funding cycles. As well, although the College Admissions Services attempts to get acceptance responses to students within two weeks, information from Aboriginal officials indicate that the waiting period for students appears to take longer.” (35)

Several recommendations were put forward for improving the Seat Allocation Policy. These included:

- “That NBCC/CCNB revise its Seat Allocation Policy to clarify the intent of the policy and to extend the deadline for the policy to June 1 or as late a date is possible with current admissions processes.
- That NBCC/CCNB consult and work with Aboriginal communities and organizations to refine the policy.
- That the revised Seat Allocation Policy and the Admissions Policy be clearly articulated and communicated to all NBCC/CCNB staff, especially those involved in Admissions and Student Services.” (37)

The research conducted in the Aboriginal Training and Service Delivery report is New Brunswick specific and will prove to be useful in the Commission’s considerations. The Commission is also encouraged to seek out best practice models, such as those provided for Access Programs by the Government of Manitoba, to provide the best programs available, while tailoring them to meet New Brunswick’s needs.

**Community Delivery**

Another way to increase access to programs is to develop and expand on models that exist in the communities themselves. Embracing Differences states: “Community Colleges with significant Aboriginal populations, in cooperation with universities, should be encouraged to promote university transfer programs as an attractive option for Aboriginal students.” (56)
For communities that cannot offer a particular number of students for a program, the following suggestion was put forward in the New Brunswick Aboriginal Labour Force/Market Research Report: “Courses should be offered in the local community; but when numbers don’t warrant [the program being offered], the possibility of offering courses in neighbouring First Nations communities in the region [should] be explored.”(15)

Creative options must be developed that will allow for students to begin post-secondary education closer to their home communities with strong financial and social support systems in place would facilitate the transition for students, as noted in Aboriginal Peoples and Post-Secondary Education.

“Community delivery is a crucial part of Aboriginal education. Most post-secondary institutions are in urban centres, so most Aboriginal students from reserves have to leave home to attend. Community-based programs allow Aboriginal students to complete some or all of their post-secondary education programs in their home community. The goal is to eliminate much of the financial and social hardship brought about by long-term resettlement to a university campus.” (26)

By utilizing the resources available in communities, the likelihood increases for awareness of the programs and provides a means for the communities to have direct input into the development of programs. As was cited in the New Brunswick Aboriginal Labour Force/Market Research Report: “Local communities have local knowledge about what works best in each particular circumstance.”(14) A significant opportunity exists to take advantage of that knowledge.

### 3.0 Partnerships, Aboriginal Programs and Curriculum Development

Partnerships established between post-secondary institutions and communities provide a means to diminish some of the aforementioned barriers. However, policy design should be inclusive, and necessitate consultation with the First Nations community throughout design. Aboriginal Peoples and Post-Secondary Education asserts:

“[s]ome Aboriginal groups have sought to get specialized post-secondary education for their own people by developing joint programs with existing institutions. This allows Aboriginal communities to draw on the expertise of existing intuitions while ensuring culturally-relevant study opportunities for their people.” (32)

A partnership is an example of an affiliated model referred to in the classifications provided in the Royal Commission on Aboriginal Peoples and cited above. Further support for partnerships as a means to encourage opportunity for Aboriginal students is provided in Embracing Differences: “Universities should be encouraged to build on programs that bring educational opportunities into Aboriginal communities, either by delivering programs in the North, making more effective use of technology, or through partnerships with existing educational institutions in the North.” (56) Collaborative efforts are encouraged by partnerships could serve as an innovative means of reducing existing barriers for Aboriginal students and effectively using existing resources and past experiences in New Brunswick.
Any model considered the Commission should have a focus on the needs of the communities it is intended to serve. The Aboriginal Training and Service Delivery report recommends a first step to ensure appropriate programs are provided:

“[t]hat NBCC/CCNB organize and host a networking workshop between key staff from the [Aboriginal Human Resource Development Agreements], Directors of Education, key provincial and federal partners and NBCC/CCNB campuses and staff to provide a forum to explore opportunities and solutions for improving Aboriginal training and service delivery.” (52)

This recommendation provides a basis for a subsequent to provide opportunities that support the priorities of the First Nations communities: “That NBCC/CCNB, and in particular Student Services, consider the needs of the Aboriginal population in enhancing its services and approaches under the province’s Quality Post-Secondary Opportunities policy.” (40) Though these recommendations are specific to NBCC/CCNB, it is important to consider the fundamental direction in a complete post-secondary education context.

It is also important that the First Nations are meaningfully involved and consulted through the design, development and implementation process. Aboriginal instructors are encouraged to be sought in the New Brunswick Aboriginal Labour Force/Market Research Report recommendations:

“Whenever possible courses should have Aboriginal instructors. All instructors should be required to have adult education training. Instructors in any subject area should be teamed with an Aboriginal person (an elder whenever possible) to assist in making content connections to Aboriginal values and culture.” (15-16)

Furthermore, Embracing Differences recommends First Nations participation as advisors and members of governing structures: “[w]here possible post-secondary institutions should actively seek out Aboriginal participation on governance and advisory bodies.” (56) Lastly, it is recommended in Aboriginal Training and Service Delivery for relevant staff to have cultural awareness training: “[t]hat NBCC/CCNB staff involved in developing and delivering Aboriginal training and services undertake training to develop their cross-cultural competency skills.” (50)

These recommendations encourage inclusiveness in the post-secondary education environment that, over time, would reduce barriers.

4.0 Student Supports

Support for students may be offered in a variety of forms, in order to overcome barriers. Generally, it appears that programs offer a hybrid set of specific programs (e.g. financial aid, academic tutoring), with the intention that some aspects of the programs will be available to all students, while other aspects (e.g. Aboriginal student gathering places) are specifically intended for Aboriginal students. Aboriginal Peoples and Post-Secondary Education supports this concept: “[m]any post-secondary institutions offer Aboriginal students academic support, personal support, the support of Elders and Aboriginal gathering places on campus.” (37) A hybrid model may also be designed to encourage campuses to provide a more inclusive environment. A specific recommendation made to Aboriginal Training and Service Delivery addresses this point: “NBCC/CCNB seek out opportunities to make campuses more welcoming and inclusive for Aboriginal students, e.g., through Student Services, Aboriginal and Diversity Awareness opportunities for students and staff; spaces for Aboriginal students to congregate; incorporation
of Aboriginal imagery and symbols in the colleges interior design concepts; and, hiring of Aboriginal individuals in community college positions.” (41) A hybrid model uses best practices of existing resources in post-secondary education, provides appropriate cultural adaptation and introduces elements that will specifically work towards reducing barriers that are faced by Aboriginal students may provide the most effective use of resources for New Brunswick.

An alternative model is an Office with dedicated programming for Aboriginal students, as described in Aboriginal Peoples and Post-Secondary Education.

“The Office of Native Student Services helps the University of Alberta provide an environment that encourages full access, participation and success for Aboriginal students:

• the Aboriginal Student Housing Program
• peer support and personal and academic counselling
• a Scholarships and Bursaries Program which distributes a directory of scholarships and bursary information
• providing advocacy for Aboriginal student concerns
• the Wahpaltihew Aboriginal tutor and role model program
• a day-long Aboriginal Student Orientation
• coordinating study skills, one-on-one tutorials, study seminars and workshops
• distribution of “Moose Call,” an electronic newsletter and Buffalo Yell News which focus on Aboriginal education news and insights
• the Aboriginal Student Handbook
• the Community Relations Program which recruits and helps secure employment services” (39)

A program of this nature may create parallel systems (one for Aboriginal students, one for non-Aboriginal students). The duplication may place excessive strains on student support resources, to the point that neither system functions effectively.

As previously mentioned in the discussion on barriers, Aboriginal students are more likely to face with the challenges of being a parent and a student. For post-secondary institutions, the following Ten Key Practices were identified in the report Students with Disabilities:

• “Child Care Services and Support Programs
• Counselling and Family Support Programs
• Family Housing and Accommodations
• Student Association, Services and Cultural Centres
• Food Banks and Services
• Health Care Services
• Financial Support
• Transportation Programs
• Lactation Centres and Diaper Changing Tables
• Academic Programming and Scheduling” (1-2)

Given that post-secondary education may also take place in the community, the following recommendation was made in the New Brunswick Aboriginal Labour Force/Market Research Report: “Day Care centres operated by the Band be asked to review their operating hours to see
if they can be adjusted to meet the needs of local clients who are employed or in a training program.” (16) Once again, student support services that support student-parents need not be specifically designed for Aboriginal students, but cultural adaptation and consultation with First Nations upon designing the program so as to create an inclusive environment is necessary.

Financial difficulties are a fundamental cause of many barriers to Aboriginal participation in post-secondary education. The Department of Indian and Northern Affairs Canada has established a website describing bursaries, scholarships, and awards available to Aboriginal students. At the present time, 17 scholarships are listed for Québec and the Eastern Provinces. However, Aboriginal Training and Service Delivery recommended that: “NBCC/CCNB identify additional sources of funding for Aboriginal students, including scholarships and bursaries, and ensure that potential and current students, [Aboriginal Human Resource Development Agreements, and other Aboriginal officials involved in post-secondary funding are aware of these sources.”(47) This illustrates that websites may exist, but the awareness of and ability to access the tools must also be present.

5.0 Raising Awareness

In order to take advantage of opportunities, a potential student must be aware that those opportunities exist. Many approaches could be used to provide post-secondary education information to potential students. The following recommendation from Why Don’t They Go On? demonstrates the impact that parental role models can have on potential students and the means by which the individuals themselves may access information:

“[A] tactic could be to target the parents of children at the high school level to inform them of the advantages of [post-secondary education] for their child, thus influencing the attitudes that they then transmit to their child. […] In terms of youth themselves, information seems to be a key. In both studies there was documentation of the importance of information about job and [post-secondary education] options. Many youth were undecided – and found the computer-assisted programs made available to them in the schools to be of little help. An active counselling service that seeks out undecided or struggling students (however impractical this might be in a time of education cutbacks) would be helpful. Students need information not only about possible careers but also about courses they need in high school.” (11)

It is especially important to inform students at a secondary level about post-secondary education, and raise awareness of academic options, finances, and ways to overcome other barriers. The Commission should be aware that many areas of study will require pre-requisite courses from secondary education, so without careful planning and attention, students may not be eligible for programs of study or may requiring upgrading.

The NBCC/CCNB Network was provided with two recommendations to raise awareness of programs that are offered in Aboriginal Training and Service Delivery:

“That in its marketing strategy, NBCC/CCNB develops materials that are inclusive of the Aboriginal population in New Brunswick and undertakes strategic actions to raise the profile of NBCC/CCNB campus programs in First Nation communities and with Aboriginal people in the province.” (33)
“NBCC/CCNB meet with the Directors of Education in First Nation communities and other individuals responsible for administering post-secondary funding to inform them about NBCC/CCNB as a post-secondary option and the benefits a community college education can offer.” (47)

Once again, these recommendations could be incorporated into a provincial model that serves to promote opportunities the range of options of New Brunswick’s post-secondary institutions. It must be noted that the information provided is culturally appropriate, and that there be consultation on the policy with First Nations.
Conclusion

It was determined by the Aboriginal Affairs Secretariat that a document detailing the current post-secondary education circumstances in New Brunswick should be provided to the Commission. The research for this report came from a range of federal, provincial and other sources. Research allowed for a more complete understanding of the situation that faces New Brunswick’s First Nation students and potential students. However, it is vital that policy work associated with the Commission’s deliberations include full consultation with First Nations communities. Post-secondary education in New Brunswick must be founded on the principle of equality of opportunity and access for all New Brunswickers.
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### Appendix A

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As provided in:

**Atlantic Region Aboriginal Communities**, Department of Indian and Northern Affairs. December 31, 2006. April 23 2007

<< http://www.aic-inac.gc.ca/at/mp/mp_e.html>>
Appendix B

First Nations Enrolments in 2005-2006

The graph shows the location of First Nation students who are receiving funding support. 
*Source: Indian and Northern Affairs Canada*

As provided by the Commission on Post-Secondary Education in New Brunswick. Accessible at: 
## Appendix C

### Self-Identified Aboriginal Registrations in NBCC/CCNB 2006-2007

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Provided by the Department of Post-Secondary Education, Training and Labour