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AUTHOR Noley, Grayson
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ABSTRACT

This paper discusses issues in the recruitment, retention, and training of Native college students as teachers and school administrators. The number of Native educational professionals serving schools for Native students is extremely small, and there is evidence that even this number is declining relative to the increasing Native school population. Barriers to Native college enrollment include insufficient financial aid, social alienation, few identifiable role models, higher admissions requirements, and inadequate preparation for college. Universities do not seem to have their past fervor for recruitment and accommodation of Native students, although there are examples of institutional commitment that fosters Native student success. These institutions use methods that can be replicated, including personal contact recruiting, tribal involvement, participation by institutional officials and the host community, educational and emotional support services for Native students, and the aggressive pursuit of culturally aware faculty and staff. Innovative approaches to teacher and administrator education include cooperative agreements between tribally controlleed community colleges and four-year teacher training institutions and community-based and home-study programs. Schools with significant numbers of Native students should aggressively pursue Native teachers and could promise employment upon certification to their own aides and students. This paper contains 43 references. (Author/SV)

Native and Non-Native Teachers and Administrators for Elementary and Secondary Schools Serving American Indian and Alaska Native Students

Grayson Noley

Abstract

This paper discusses issues concerning the recruitment, retention, and training of students destined to become teachers and administrators in schools attended by Native students. That the number of Native education professionals serving these schools is extremely small is indisputable, and there is evidence that this number is not improving at a rate necessary even to keep pace with the population, despite the fact that the number of undergraduate and graduate Native students has increased steadily during the past fifteen years. One argument states that the raw numbers are misleading and the Native college enrollment actually is decreasing as a percent of total university populations. In any case, most will agree that the need for more professional Native educators is great as exemplified by testimony describing one reservation where only ten of 90 professional education positions were occupied by Natives.

Universities do not seem to have the fervor for the recruitment and accommodation of Native students as in past years, although examples of institutional commitment that have fostered success are present on both undergraduate and graduate levels. These institutions use recruitment and retention methods that can be replicated including personal contact recruiting, tribal involvement, and participation by institutional officials and the host community. Regarding retention, culturally sensitive institutions provide an array of support services including cultural centers, tutoring and counseling, social and cultural groups, and study centers equipped with necessities such as computers. In addition, they aggressively pursue identifiable and culturally aware faculty and staff.

To improve on the present record, institutions must develop innovative approaches to teacher and administrator education. Cooperative agreements with tribally-controlled community and four-year colleges can help teacher training institutions reach Native students. A combination of on- and off-campus curriculum activities and research will help create a linkage between the university and the Native community bringing increased understanding to both institutions. Nested programs are most useful for the education of Native school administrators as attested to by the success of this method in various locations. But, field-based programs for Native teacher candidates also should be developed.

Finally, schools must be innovative in their search for Native faculty and be willing to pay premium salaries in a case where a school serves significant numbers of Native children and has no Native teachers. Schools also can recruit from their own ranks by promising employment to their aides or students upon their receipt of a college degree and teacher's certification as did one large school district. Conditions will improve through innovation and not through the maintenance of the status quo.

Introduction

American Indian and Alaska Native children in the United States are saddled with a long list of disadvantages related to their opportunity to obtain the kind of education which would enable them to compete, as adults, on an equal basis with other Americans. One of the conditions perceived to be inhibiting to the achievement of Native children is a lack of significant involvement by Native educators in the planning and delivery of educational programs. Clearly, there continues to be a great need for Native administrators and teachers; but, because the geography of the schools Native children attend is widely varying, it is just as necessary that their non-Native teachers be educated more appropriately as well.

The purpose of this paper is to define more clearly the questions related to the recruiting, retention, and training of Native and non-Native education professionals who are destined to serve Native children. A further intent is to describe some of the various program components designed to serve these functions drawing upon accounts of existing activities for examples. Finally, this paper will discuss strategic alternatives for attacking the existing conditions.

This paper is important because it provides a primary documentation of the need for Native education professionals as testified to by dozens of Native educators during the field hearings of the Indian Nations at Risk (INAR) Task Force. Program activities which appear to be successful in meeting the kinds of educational objectives implied in the statement of purpose and the needs expressed by Native witnesses at regional INAR Task Force hearings will be highlighted for the sake of the possibility that others will find them useful for replication. It is hoped that readers will find the information included herein useful in their efforts to address the subjects of this paper.

While it was intended for this paper to provide the reader with an understanding of the status of American Indian education professionals, it was not intended to provide an exhaustive empirical analysis of placement, Native educators presently in service, individuals presently in training programs, or those who potentially will enter into training programs. Rather, the focus of this paper is on the program activities which may enhance the recruitment, retention, and training of those who do choose to enter into educational programs which prepare them for careers as teachers and administrators.

Data for the present work have been obtained from several sources including testimony submitted to the INAR Task Force in both oral and written form, the professional literature, literature produced by programs performing tasks related to the subjects, and scholarly presentations. Testimony was reviewed along with information obtained from other sources and from these data, issues and concerns were delineated and analyzed within appropriate categories. These issues and concerns were compared with proposed solutions as described in the literature, reports, and other sources of information with the conclusions being a result of these comparisons. The qualitative nature of these analyses seemed to be most appropriate for this paper.

This paper is organized in a manner designed to provide a logical flow of information from that which is known, to a discussion of the implications of that knowledge, to that which is proposed as a result of that knowledge. Beginning with a review of the professional literature representative of all the information pertinent to the present subjects, this paper continues with definitions of the various issues and concerns involved in recruitment, retention and training culminating in a comprehensive discussion of the same. It is during this discussion that we seek to determine which kinds of programs and propositions have merit and, perhaps, potential for success in the nineties given the prevailing political and social climates. Existing programs which focus on training will be described where they are unique and/or unusually successful. Finally, the conclusions delineate the issues and concerns which must be resolved in order to create the climate necessary for the Native community in the United States to have confidence in the schools their children attend.

The Collective Wisdom

Introduction

Native people have served other Native people as teachers in formal institutions of learning at least since Adin C. Gibbs, a Delaware, taught in the American Board of Commissioners for Foreign Missions' schools in the Choctaw Nation during the 1820s (*The Missionary Herald*, 1824, p. 3) and as school administrators at least since Peter P. Pitchlynn, a Choctaw, was appointed Superintendent of the Choctaw Academy in 1841 (Meyer, 1932, pp. 372-378). Many other Native people have served their own people as teachers and administrators in schools established by tribes, missionary groups, the federal government, and other entities, perhaps before those mentioned above but certainly afterward. However, for the most part, Native students in the last century and the present have attended schools taught and administered by non-Natives.

It is clear that, in recent history, the numbers of Native educators in schools serving Native children have been astonishingly low. A study by Aurbach and Fuchs found, among other things, that of 358 administrators in the Bureau of Indian Affairs' (BIA) schools at that time, only 28 percent were Native (The Pennsylvania State University, 1970). Moreover, within the sixteen states reporting data on public schools at that time, only 55 Native school administrators were identified. In 1974, the United States Equal Employment Opportunity Commission (EEOC) revealed data which appeared to show that the numbers of Native school administrators sufficient to achieve parity already were employed in American schools. However, after pursuing the data more thoroughly, it was found that parity, according to the EEOC, was only the percent of administrators employed as compared to the number of qualified administrators available. In other words, those Native people who were qualified and available to fill administrative positions apparently were employed. The figures as presented did not, in fact, show the actual need as might be indicated by a comparison of the number of Native children in

schools with the numbers of Native educators serving them, a more credible view of parity. Rather, the EEOC documented the extent to which discrimination occurred using a narrowly constructed definition, only comparing the numbers available with those hired. The EEOC did not address the notion that the percentages of Native people serving in schools with Native populations ought to be, for example, at least as high as the numbers of non-Natives serving non-Native people. The difference between these two indices cannot be overemphasized.

That EEOC report went on to state that although it was their judgement that qualified administrators were not being discriminated against, Native teachers were. The report said,

> This low representation as teachers existed despite the fact that schools with American Indian principals employed high proportions of American Indian teachers. These facts appear to be contradictory, but it must be realized that most of the schools headed by American Indians were very small. Consequently, although American Indians held a relatively large proportion of the administrator and principal jobs, their ability to carry their influence to other occupations was limited by the small number of employees they controlled. And, because few American Indian people have been allowed to obtain the training required to be teachers, administrators, or principals, their low numbers reflected the ethnic character of the small administrator and principal categories to a much greater degree than the larger teacher category. (EEOC, 1974)

What this meant, then, was the number of Native school administrators employed at that time was so small they were unable to achieve the impact on Native teacher employment possible given more administrative influence. Therefore, it may be concluded that, although the EEOC report did not document evidence of discrimination in the employment of administrators, the need to enlarge their numbers was rather clearly indicated by the absence of higher numbers of teachers. This is to say that when there are more Native administrators affecting a larger number of schools serving Native students, more Native teachers will be employed. Additionally, the report concludes with the statement that the occupational distribution appeared to be worsening.

> While 49 percent of all American Indians working full time were professional/instructional personnel, only 34 percent of the newly hired American Indians held such jobs. (EEOC, 1974)

In another category, it was determined by the 1979 EEOC report that Native women were severely underrepresented in policy making, administrator, principal, and assistant principal categories as well. This occurred in spite of the fact that, as of 1979, Native women occupied 57 percent of the full-time positions held by Natives in public secondary and elementary education. This was a decline of 5 percent from the 1974 EEOC report.

A paper presented at the 1983 Annual Meeting of the American Educational Research Association cited clear and compelling documentation that the need for greater numbers of Native school administrators existed (Noley, 1983). Parity, for the purpose of that paper, was defined as a percent of Native staff in schools equal to the percent of Native children in attendance. Using that definition it was found the existing numbers would have had to nearly quadruple in order to reach parity with non-Native administrators. The study also found that 37 percent of the Indian Education Act (IEA) public school entitlement program (Part A) directors themselves were *non*-Native and that only 38 percent of the Bureau of Indian Affairs' school administrators were Native. Obviously, these are positions which one legitimately might expect all should be filled by Native people.

The need for Native professional educators continues to be tremendous according to Phillip Martin, Chief of the Mississippi Band of Choctaws, whose written testimony presented to the INAR Task Force hearing at Cherokee, North Carolina, stated that on his reservation, "there are 90 professional educational positions, but only ten are occupied by Choctaws" (p. 4). Willard Bill also emphasized the need for the training of more Native teachers in his testimony submitted to the INAR Task Force hearing at Seattle. He told the Task Force that the momentum for educating and certifying Native teachers gained in the decade of the 1970s was lost. He advocated the reactivation of special teacher preparation programs such as the Teacher Corps, a federally supported program focusing on the development of minority teachers operated during the sixties and seventies.

It should be clear to anyone who has responsibility for the development of public policy that the shortage of minority, especially Native, teachers and the decline of minorities in teacher education is a crisis of gigantic proportions. Case, *et.al.*, have compiled evidence from various sources which indicate that not only are minorities underrepresented in American schools, the situation is becoming worse (*Journal of Teacher Education*,

1988, p. 54). They show that in spite of the fact that more than 25 percent of public school enrollment in the United States are minorities, in 1985 nearly 90 percent of the teachers were white. They provide an estimate that more than one-third of all public school students in the year 2000 will be minority which should be cause for great alarm (p. 54) due to the decline or, at the very least, non-growth of Natives and other students in teacher education.

The basic precept for this paper is the notion that the numbers of Native administrators and teachers required in schools serving Native students and the numbers in existence are at great odds. Also basic is the idea that the preparation programs generally offered adequately prepare neither Native nor non-Native teachers and administrators to serve Native students. And, the obvious conclusion is that we must work toward correcting these deficiencies. What follows is a discussion of the activities found in the literature on each of the topics.

Recruitment

American colleges and universities are obligated to serve Native people in the same manner in which they serve non-Natives in all their offerings. Although this appears to be a statement of the obvious, during the late sixties and early seventies, an important and highly vocalized aspect of student life focused on the admission of minorities to these institutions. Activists found and exploited weaknesses in the methods used for recruitment and admission, causing many institutions to review their policies so they might ferret out the obvious inadequacies regarding their potential for attracting and retaining minority students. It appeared, following the emotion-laden movements of those tumultuous times, the concerns of minorities were salved by the development of recruitment activities, improved admission standards, programs of study focusing on underrepresented groups and the promises of institutions that they would reach out and improve on their record of service to minorities.

Institutional recruiters found that the secondary school preparation of minority students, in many cases, was lacking in the quality necessary for them to enter a university's academic environment without deficiencies. Curricula were adapted to meet this problem, and admissions policies were opened to provide the opportunity for increased minority enrollment. However, coursework developed to accommodate the perceived needs of minority students were, in some cases, unacceptable to the very students they were intended to serve, mostly because they frequently appeared to be less demanding versions of that which was required of *regular* students. And, worst of all, they sometimes did not count toward graduation, leading not only to criticism from the minorities, but also from politicians who loudly proclaimed that universities were using tax money to repeat instruction which should have been given in high school. Native students were among those expressing dissatisfaction with this method used by universities to increase the minority presence.

Institutions across the United States struggled, during the early to mid-seventies, to establish ethnic studies programs that not only were acceptable to the different groups, but also were credible in the academic world within which they were housed. Some institutions found success in this endeavor while others seemed to find it impossible to escape criticism. There was no model for ethnic studies programs and some mainstream academics and administrators feared their development would have disruptive influences on traditional values and, of course, the politics of academia (Broussard, 1984; Drake, 1984). Nevertheless, clumsy as it may have been, institutional change for the benefit of minority students moved slowly forward.

Barriers and Decline

Despite the more obvious shortcomings of programs designed to enhance the minority presence on American university campuses, Native student enrollment grew throughout the decade of the seventies. According to the most recent *Almanac* published by the *Chronicles of Higher Education* (September 5, 1990), Native student enrollment on university campuses has increased by slightly more than 19 percent since 1976, exceeding both the national norm and the growth of the African-American population. However, Tijerina and Biemer (*Educational Record*, 1988, p. 88) make the case that even though the raw numbers show an increase in Native students in colleges and universities, they are misleading and Native enrollment actually is losing ground as a proportion of the higher education population. They, of course, are supported in their contentions by Case, *et.al.*, as mentioned earlier. Tijerina and Biemer assert that reasons for this alleged decline is a national trend toward indifference, a federal government departure from an attitude of affirmative action, and a national tolerance of institutional racism.

Clearly, the barriers to the task of improving the minority presence on university campuses are many and, perhaps, too subtle in some cases to be recognized. Oliver and Brown, writing for the *Journal of College Student Development* (1988), suggest

that institutional barriers to minority recruitment and retention sometimes are couched in terms of ideology, and others are recognizable in certain behaviors. Specifically, they say decision-makers use high sounding ideals such as "obligations to accept the best students" (p. 41) to excuse themselves from making commitments to admit minorities, ignoring the possibility that minority candidates are just as likely to meet the ideal as non-minority candidates. Another barrier characterized as ideological is the conflict between those who hold that the university has an obligation to engage in special efforts to recruit minorities due to previous unjust policies, and those who object to practices that seem to override the privileged status assumed by those who historically have profited from discrimination.

Inconsistency on the part of influential university staff is an example of a behavior which inhibits minority recruitment and retention according to Oliver and Brown. Specifically, this refers to those faculty members and others who express support for minority recruitment efforts and other activities, but fail to translate their private statements into public actions. When they do express public support, it usually is after the fact when the damage already is done and the chances for corrective action are virtually nil. These people are the commiserators, those who console the individuals who worked hard to achieve a victory only to lose in the end. The commiserators are those who allege that they were behind the movement all the way and cannot understand why it was unsuccessful. Of course, if they had been as willing to state their position when it meant something, the movement may have succeeded. Another example of inconsistent behavior given by Oliver and Brown can be characterized as a failure to follow through with stated positions, or not putting one's money where one's mouth is. When faculty or others have an opportunity to support a movement with their active participation and fail to do so, they have given the stakeholders a tremendous letdown. When this type of behavior occurs, the institution risks being considered a bad environment for minorities (p. 42).

Dorsey-Gaines and Lewis, writing in the *Journal of College Admissions* (1987), list other reasons for declining minority enrollments and, like Oliver and Brown, also give pointers for establishing successful programs for recruitment. Dorsey-Gaines and Lewis are straightforward in their rationalization listing 14 reasons for declining minority enrollment at the institution in which they conducted a case study. Some of these reasons are summarized as follows:

- Lack of scholarships.
- Inaccessibility of the institution to urban areas.
- Lack of dormitory space for those with special needs.
- Institutional literature unavailable in high schools.
- Counselors were not encouraging students to attend the college because of transportation problems.
- Students were uninformed about the college.
- There were no bridge programs with targeted high schools.
- No ongoing relationship with counselors that would encourage secondary school-college linkages.
- Perception of students already on campus discouraged potential students.
- Lack of adequate follow-up on entering freshmen.

Several entries on this list could be paraphrased for Native students. In fact, Tijerina and Biemer decried the state of financial aid in support of their allegation that Native enrollments have declined (pp. 89-90). They lament the difficulty of assembling the necessary financial aid in times when the cost of attending college increases at twice the annual rate of inflation and a decrease in the availability of BIA grants-in-aid and federal loans occurred in the 1980s (p. 90). Another barrier related to the above, according to Tijerina and Biemer (not to mention thousands of other critics), is that Native students frequently exit high schools unprepared in various ways for college. They are advised against higher education by high school counselors, have few suitable role-models, and little access to career counseling.

Higher admission standards, a solution to unpreparedness initiated by many institutions in recent years is the *coup de grace*, even though the purported reason for this action is to put secondary schools on notice that they no longer will accept unprepared students. In testimony given at the INAR Plains Regional Public Hearing, (Oklahoma City, September 17-18, 1990), Barbara Hobson, after listing areas of improvement in Native college student attendance, likened the new higher standards for admission to a "dark cloud hanging over us" and also was critical of the current status of financial aid. Tijerina and Biemer say that Native students have become the victims of this solution

if, because of the poor quality of their high schools, they do not qualify for college admission.

Further evidence of admission standards providing hindrances to the development of minority teachers was reported by Case, *et.al.* They surveyed 73 of the 108 members of the Association of Colleges and Schools of Education in State Universities and Land Grant Colleges and Affiliated Private Universities and found that 38 percent of these institutions said their criteria for admission into teacher education hindered minority enrollment. The same percentage did not agree, but 24 percent either were unsure of the effects or did not respond because of a lack of information. Nevertheless, the percentage of institutions documented as having admissions criteria that inhibit minority enrollment certainly is a cause for great concern. Increasing this concern is the fact that the colleges of education responding to this survey reported similar criteria for entry into teacher education programs, a phenomenon which might suggest that the arbitrariness of admission standards are keeping many Natives and other minorities from becoming teachers.

Finally, admissions tests such as the ACT and SAT are among the measures used by institutions of higher education to determine eligibility for entry. The ACT probably is used most frequently by institutions enrolling most Native students in the United States and it was found by Suina, in a 1987 study, that scores on this test are not valid predictors of persistence for this population (p. 127). Although it is understood that most institutions will deny the importance of the ACT (or SAT) alone in making an admissions decision, it is clear that it remains a strong factor.

Middleton, *et.al.*, echo the importance of role-models in their model for planning, implementing, and maintaining an institutional effort to recruit and retain minority students in teacher education programs (*Journal of Teacher Education*, 1988, p. 14). The need for role-models was given as a part of their rationale for recruiting minority teachers into teacher education. Another reason given for minority recruitment is their prediction of an impending shortage of qualified teachers. Unfortunately, one of the reasons given for the impending shortage, comparatively low salaries, is probably a popular reason for not entering into teacher education. Regarding the choice of teaching as a profession, it was stated at the INAR/National Advisory Council on Indian Education (NACIE) Joint Issue Sessions at the 1990 National Indian Education Association (NIEA) Conference that "competition between college majors means that many students are choosing to pursue professions other than teaching because teachers are paid less and have less stature in society" (INAR/NACIE Joint Issues Sessions, Teacher and Administrator Training, Recruitment and Retention, San Diego, p. 1). Data made available by the American Council on Education confirm this by showing that there were more than 39 percent fewer bachelor's degrees in education awarded in 1987 than in 1976. In addition, Case, *et.al.* (p. 57), suggest that although higher admissions requirements, alienation, and poor recruitment and retention procedures all contribute to the decline in minority enrollments in teacher education, another reality is that talented minorities, who once had few options, now are opting for careers offering greater opportunities in salary and advancement.

The preceding appears to be representative of the professional literature regarding the barriers to minority teacher and administrator recruitment and, as well, the thoughts expressed by Native people who addressed similar topics during the hearings conducted by members of the INAR Task Force at various sites. It is clear that the barriers to be overcome are both institutional and human in nature, and special tactics are necessary to attack them successfully. The following provides us with examples of some of the ways certain institutions addressed the problem on their campuses.

Establishment of Recruiting Programs

Obviously, there are many views regarding the most appropriate strategies to improve the status of minority enrollment in teacher education. Even if the question is not verbalized, individuals involved in minority student recruitment find themselves wondering if there is one best way to get the job done, and everyone who has been successful can recite the things they do that they think have caused their success. However, it appears that there is one recommendation that seems to be agreed upon by nearly all who have written about recruitment programs. That constant is planning and the first step in this process used by most is an evaluation of the status quo.

Oliver and Brown describe their tasks in this regard as:

> (a) gathering information on the extent, degree, and urgency of the problem; (b) assessing the institutions readiness for action; (c) identifying the setting and structure appropriate for the initiation of action; and (d) evaluating the resources (actual and poten-

tial) available for recruitment and retention purposes. (p. 44)

In addition, they consider it necessary to obtain the perceptions of minority students, university personnel, and community leaders as a means of assessing the institution's record with regard to service to minorities. This is considered important so as to not overlook a possible need to mend fences in their own community before reaching out to others. If the institution has suffered negative impressions in its recent past, it would be advisable to take actions to counteract these perceptions. They suggest four activities for this purpose.

> 1. Determine the target population's social network, paying particular attention to cross linkages. Work through actors that are strategically located at critical junctures and seek their assistance as mediators of past negative contacts.
>
> 2. Increase the institution's visibility by frequenting minority social and cultural events. Seize opportunities to show the institution's support of events and issues that have an impact on the lives of the target population such as (a) purchasing corporate memberships (in minority associations).... (b) operating booths at minority cultural events, and (c) openly endorsing and requesting that minority groups use campus facilities for their educational and cultural forums.
>
> 3. Actively recruit highly visible minority members who might be interested in attending the university. If such persons are recruited, they serve as a magnet for other minorities.
>
> 4. Aggressively hire minority graduates, and use the university's influence to assist minority alumni in developing their careers. (p. 44)

Varhely and Applewhite-Lozano report on a plan developed at their institution that "began with a philosophical commitment to the belief that cultural and racial differences are valuable dimensions of personality and that the presence of these diversities enhances and enriches the total university community" (*Journal of College Student Personnel*, 1985, p. 77). Their plan is said to have used a systems approach and began with an evaluation of the following areas:

- Philosophy of the institution regarding cultural and racial differences.
- Attitudes of staff, faculty, and administration toward students from ethnic minority groups.
- Geographic areas that have high concentrations of minority group populations.
- Needs of potential students in these areas.
- Existing services and programs for students from minority groups.
- Resources available but not used. (p. 77)

Middleton, *et.al.*, devised a minority recruitment plan that also uses a systems approach and contains eight functions beginning with an analysis of teacher education program systems (p. 15). The beginning analysis, as with the other seven functions, is divided into several sub-activities which may or may not be used by other institutions depending on their need and complexity. The analysis of the existing teacher education program systems includes a documentation of the need, a description of the program's structure (including, but not limited to, entry and certification requirements, course structure, faculty, etc.), the organization and analysis of existing data on recruitment and retention, faculty composition, a description of multi-cultural curriculum issues, an analysis of graduate employment patterns, development of an understanding of any possible legal issues, the identification of differential enrollment patterns under different curriculum alternatives, a description of student support services, and a description of potential influences on minority applicants (p. 15). Data collected and understood in this first function are expected to provide guidance for the other functions of this recruitment and retention model.

Dorsey-Gaines and Lewis also began with an evaluation of their status quo, the results of which were reported in the section on Barriers and Decline. Their findings defined what they perceived to be the shortcomings of their institution regarding their efforts to attract minority candidates. Although, it is clear that the results were institution specific, the lack of more comprehensive data seems to indicate that the method of review lacked the rigor suggested by the two evaluation methods described above.

The results of the institutional studies were intended to guide the further development of the recruitment programs. In the case of Oliver and Brown, a set of principles emerged, although it is not clear whether they followed the evaluation or vice-versa. In any event, they provide a list of six principles (p. 42) which they suggest should guide the development of their minority recruitment program. These principles are summarized as follows:

- The university's majority population must assume visible and active roles.
- The activities should not be solely based nor disproportionately dependent on active minority participation.

- The program should be designed to develop and facilitate linkages within and between the social networks used by campus minorities.
- The program should include diverse activities such as academic forums, mentoring, and ethnic entertainment events.
- The program should include active service components, especially services that relate to personal needs which demonstrate caring. They suggest that minority recruitment be viewed as a service delivery problem.
- Recognize that success in this endeavor is related directly to systematic planning and that the goal should reach beyond recruitment to retention (pp. 42-43).

These principles are considered to be a first step in the development of a recruiting program and are intended to serve as decision-making guidelines. The first two principles deal with an issue sensitive to university minority advocates and those who rule the status quo. Although the minority advocates may be seeking the involvement of the majority population, the university's representatives of that group may not realize their participation is desired. The involvement of the majority is desirable because it demonstrates commitment on the part of the institution as a whole but it also means that minority faculty are not compelled to forsake their scholarly responsibilities, required to achieve rank and tenure, in order to spend all their time promoting opportunities for other minorities. In any case, equality of opportunity on American campuses is not merely a minority responsibility; it is first and foremost an institutional one.

The creation of linkages recognizes the potential for a lack of communication among existing service units on campuses and can provide assurances that students who may require a variety of services are accommodated appropriately. Diverse activities refer to the promotion of events and conditions which might be used to attract allies within the institution as well as potential students. These events and conditions, which may range from luncheons, to assigning mentors, to academic forums, should be used as opportunities for developing interactive relationships among university personnel, the target populations, and their supportive networks (p. 43). Finally, conceptualizing the program as a service delivery problem and establishing comprehensive goals that reach beyond recruiting to retention will enhance the chances for success, according to Oliver and Brown.

Dorsey-Gaines and Lewis discuss what they call six action steps for attracting minority students to their campus. Their action steps consist of:

- The establishment of goals.
- Increasing the percentage of *specially* admitted first-time freshmen by five percent with the requirement that at least half the total admitted in this category be minorities.
- Increasing the admissions staff by giving released time to faculty, staff, and administrators.
- Seeking state support for merit scholarships for minority students.
- Increasing the frequency of community contacts through school visits and direct mail.
- Visits by minority students for special events.
- Creating communications among various offices, groups, and service units.
- Establishing bridge programs with local school districts.

These action steps are intended for a specific institution but obviously can provide guidance for others as well. They have certain similarities with the Oliver and Brown principles especially in terms of creating linkages and communications among relevant campus groups and the promotion of diverse activities and special events as a means of providing opportunities for interaction between the prospective students and the university community. These socially related exercises take on added importance due to the finding by Loo and Rolison (1986) that although majority student attrition is caused largely by academic factors, minority student attrition is caused by both academic factors and sociocultural alienation. Finally, the establishment of goals is an obvious step but necessary to list and publicize so as to enable the creation of a common purpose among all involved.

The model described by Middleton, *et.al.*, followed the analysis of the teacher education program systems with a function requiring the specification of goals for minority participation in their teacher education programs. Their goals were to be based upon the results of the analyses performed in the first function as described earlier. Basically, the goals and objectives would specify the target population, access various aspects of the

local community for their participation in planning, establish the degree of participation by professional organizations and existing faculty, and improve levels of understanding regarding multicultural issues within the existing program (p. 15). They suggest that this function will be most successful if a wide variety of community groups become involved.

Phase two according to Oliver and Brown should consist of building a support structure consisting of linkages and those who can encourage the development of policies that establish firm commitments on the part of the institution. They apparently are insisting that the commitment to recruit and retain minority students must be institutional and not fragmented within the university among only those who most obviously are the stakeholders. Phase three of the Oliver and Brown plan involves goal setting but also includes the definition of tasks, the building of a structure, and the collection of resources. The authors suggest that, as a means of avoiding the inadvertent imposition of solutions, multiple goals with multiple strategies for accomplishing them should be defined. They would use the principles described earlier to guide this process.

The Middleton, *et.al.*, model engages community involvement in function three and develops their comprehensive plan in function four. Like Oliver and Brown's phase two, function three involves the creation of linkages with various influential individuals as well as community, civic, public, and working groups. And, like phase three, function four builds an organizational structure providing task definition, roles for participating institutions and individuals including staff, performance criteria, a curriculum plan and a monitoring instrument. Function five continues in development of the structure and includes staff training and the specification of physical arrangements. Operation of the plan begins in function six, and evaluation of the program begins immediately in function seven and is ongoing regarding constant data collection and analysis. Ongoing process evaluation enables officials to make midstream adjustments when they are deemed necessary (pp. 15-16).

The implementation and evaluation of Oliver and Brown's model occurs in their phase four and is defined as consisting of eight components. They are:

- Institutional input.
- Change agent.
- Mode of linkage.
- Location and setting.
- Target population.
- Program outcomes.
- Evaluation.
- Feedback.

Institutional input includes all the physical technological resources available and the human values as represented by the ideological commitments made to the recruitment program. The change agents are the individuals who are responsible for creating the linkages with the target population, and the mode of linkage refers to the medium used for these contacts. The location and setting of the recruiting and retention activity is considered to be important to its success. The selection of the target community is a process which must be considered seriously, according to the authors and consists of decisions related to what parts of the minority community should be given the most consideration. The final three components apparently are related although this is not made explicit in the article. Program outcomes are evaluated, and the results of this evaluation are turned back into the organization presumably to the improvement of the operation. Each of the components are presumed to be so interrelated that any change in one will precipitate a change in all the others. However, if this is indeed the intention, the relationships are vague at best.

The Varhely and Applewhite-Lozano model does not describe a planning or organizational function. Instead, it relies upon a vague reference to the notion that the plan is based on systems theory (p. 77). This description of a minority student recruitment model moves from the initial evaluation stage to the implementation stage, where the introduction suggests the establishment of a coordinating council for the purpose of ensuring implementation of programs and awareness of their impact on various aspects of the university. Eventually, the authors say that the council will act as overseer, troubleshooter, and moderator to assure the operation of what they refer to as an interaction-feedback process. Varhely and Applewhite-Lozano then list five programs and activities that *could* be included. The five are similar to those already mentioned, such as high school visits, establishment of access to community networks, creation of admission incentives (non-financial), creation of support groups, and education of the student body (pp. 77-78).

Dorsey-Gaines and Lewis defined efforts that resulted from planning on their campus as being concentrated in two areas: more personal contact with clientele and carefully coordinated follow-up activities (p. 4). The personal contact category was

divided into two groups consisting of those called decision-makers and those called influencers. The decision-makers are the potential students and their parents, and the influencers include current students, school counselors, and community leaders. Personal contacts with each of these actors as individuals and groups were believed to be critical with regard to influencing the decision to be made for college attendance. Follow-up included a variety of activities which seem to have been designed to demonstrate interest on the part of the institution. These activities were interviews, visits to high schools, workshops, special attention to incomplete applications, and other events and activities designed to focus attention on minority student applicants.

There are many similarities in the descriptions of what has been done or has been proposed in the name of minority recruitment. There also are specific suggestions made and included in models for recruitment but not highlighted. For example, Hanes and Hanes (1986-87, in Middleton, *et.al.*), suggest concentrating efforts on those individuals who show interest in becoming teachers, a thought which seems to be a statement of the obvious. However, focusing attention on those who already are considering education as a professional career will enable the institution to highlight the positive aspects of teaching and helping the potential students to maintain their interest. Middleton and his colleagues have suggested that the current status of inadequate numbers of minorities in professional education must be recognized as a complex problem and potential students must be sought out several years before they actually are ready to enroll in higher education. Early contact is defined by Witty (in Case, *et.al.*) as being the seventh grade and by the Cherokee Nation of Oklahoma as being the junior high school years. Consequently, it is suggested that the early creation of interest and the focusing of attention on those who have developed that interest is a procedure that holds considerable promise for future recruitment.

Other suggestions given to Middleton, *et.al.*, include closer collaboration between institutions of higher education and elementary and secondary schools, an idea also endorsed by Case and his colleagues (p. 56) and Dorsey-Gaines and Lewis (p. 4). Other suggestions include more scholarship support for minority students, already mentioned as a need by others in this document, the encouragement of mid-career professionals who may be seeking a change, and the creation of programs designed to improve the ability of applicants to score better on admissions tests.

A more straightforward approach was adopted by a midwestern university when it decided to address its situation with minority recruitment. This university instituted a policy that directed:

- The development of differential strategies for the recruitment of minorities.
- The creation of recruitment materials to reflect its diverse population.
- The provision of financial assistance for qualified minorities.
- The encouragement of legislative incentives for minorities to enroll in teacher education.
- The recruitment of minority faculty.
- The creation of a standing committee responsible for the recruitment of minority students and faculty.

Each of the components listed above are self-explanatory or easily interpreted in the present context and represent a rather bureaucratic approach to what should be viewed by now as a complex problem. However, those individuals assigned to carry out the tasks implied by the policy directive may not agree with this straightforward assessment.

Summary

There are many commonalities to be found in the various approaches to minority recruitment described thus far. The extent to which they are capable of overcoming some of the barriers faced by minorities, especially Native people, will be subject to the understanding of individuals who serve the programs and their willingness to learn from the experiences which might be brought to them by their clientele. There are some issues listed in this review that are clear and obvious. One such issue is financial aid. It is unfortunate that one of the most difficult problems continuing to face Native people is the difficulty in acquiring the necessary financial aid to attend school. It was pointed out that tuition has increased twice as fast as inflation, and the availability of federally guaranteed loan funds and BIA grant funds have decreased even as the government has sanctioned more eligibility for their receipt, a situation which will be explained later in this paper.

If anything is made clear in the above, it is that there continue to be many barriers to the enrollment of Native people in teacher and administrator programs. The resulting shortage represents a crisis described by Case, *et.al.*, the EEOC, and Native witnesses that is bad and growing worse. Tijerina and Biemer make the case that,

in spite of the recent publication of statistics showing the contrary, Native students actually are losing ground in proportion to the total enrollments in various states of high Native population. Noley's analysis confirmed the great shortage of school administrators and a tribal leader gave a dramatic example of the shortage.

Prominently mentioned as a barrier to the enrollment of Native people and other minorities is the recent movement by many institutions to raise their standards for admission in part as a way of counteracting the effects of poor preparation by sending secondary schools. It also was noted that criteria for admission to teacher education in 38 percent of the schools responding to a survey were judged to have hindered minority enrollment.

In the review of recruiting programs, some constants were found. One of the most prominent of these constants was the recommendation for thorough planning beginning with an honest assessment of the status quo of the institution. Some of the planning models reviewed were quite thorough, in fact, sometimes more thorough than the description of the resulting program. However, it is clear that the programs described placed a high premium on consultation with the affected community and, as well, the establishment of a firm commitment on the part of the institution, its leaders, the institution's community, and the community within which the institution rests. In addition to recognizing a need to recruit students, these programs also saw a need to recruit minority faculty for the purpose of serving as role models and mentors.

Collaboration with local school districts is another strategy which was mentioned prominently, but probably the most important finding by those who developed these programs was the value of personal contacts. This was emphasized by several programs and included contact, not only with the potential students, but with their parents and community leaders as well. Finally, because of the extreme shortage of teachers and the relative unattractiveness of salaries, one of the suggestions which probably has more merit than it might seem is early identification of potential teachers.

This summary was intended to highlight some of the more important issues given in the above review. A discussion of some of these issues will be found in a following section.

Retention

Introduction

The attrition of Native students in American institutions of higher education long has been acknowledged a serious problem even if the knowledge of such mostly has been intuitive. However, the demographics of college attendance by Native students is not a topic of this paper as they will be more completely developed and described in another. Suffice to say it is recognized as a serious problem by most observers. In the previous review of programs of recruitment as described in the literature, most insisted on, or alluded to, the idea that a recruiting program is incomplete if it is not followed closely by a comprehensive program of retention. This section is intended to provide a review of information on the retention of minority students in general and Native students in particular.

Reasons for Leaving

One easily might conclude that since Native people seem to have such a difficult time entering college that once they do matriculate, it would be difficult to make them leave. This is, unfortunately, not the case as has been documented repeatedly, and, in fact, is documented again in a subsequent paper. The reality of this matter is not in question, but that being the case, it is important to attempt to obtain an understanding of the reasons they leave. Billison and Terry have given some general information on this in their article, *A student retention model for higher education*, (*College and University*, 1987, pp. 290-305). The list of reasons they give may provide a partial framework within which one can begin to understand the complexity of the problem. Billison and Terry identify what they call five central problems which influence students to leave college before graduation. They are:

- Difficulty in making the transition into adulthood.
- A lack of good study skills and discipline.
- Inadequate family support.
- Underdeveloped problem-solving skills.
- The inability to link their present academic work to their future career plans.

Coser, in testimony presented at the Plains Regional Hearing of the INAR Task Force (September, 1990) presented a compilation of factors which he believes contributes to the high rate of Native student attrition. His factors were taken from two sources which focused on Native students (Guyette & Heth, 1985; Social Justice in Oklahoma Higher Education, Report 6, Workshop o.. Native Americans, 1986, pp. 1-50) and another (McNairy, 1989) which focused on *culturally diverse* students. Coser's compilation has been condensed, made into

a list, and separated into factors controlled by the institution and those controlled by the individual.

Institutional Factors

- Inadequate availability of financial aid.
- Institutional environments are alienating to Native students with the availability of support groups either limited or nil as are friends or other Native people.
- Professional role models who are identifiable, sensitive, and culturally aware are non-existent or in limited numbers on campuses.
- Student and faculty campus populations generally are ignorant of the cultures and contributions of Native people.
- The advising available is inadequate or inappropriate.

Individual Factors

- Native students sometimes have, or think they have, inadequate math skills and English language speaking and writing skills, a result of inadequate secondary school preparation.
- Health problems, alcohol and/or drug abuse.
- Some Native students lack long-range or career goals contributing to low motivation.
- Jealousy and sibling rivalry may contribute to a lack of family support.
- There seems to be an unrealistic concept of rewards for educated Native people.
- Some students may be unwilling to change perhaps due to a fear that any change might create alienation between them and their relationships at home.

One should note that the five central problems identified by Billison and Terry all are personal, implying there are no institutional problems except those brought by the students. The exhaustive list compiled by Coser and condensed here include both institutionally- and individually-based factors, a difference which appears to be significant. Coser, a respected Native scholar at Oklahoma State University, has demonstrated his comprehensive understanding of the problem in his testimony acknowledging the responsibility of the institution as well as the individual.

Reasons for Staying

Coser's presentation did not only concentrate on reasons for leaving the institution. In addition, within the list he compiled and reported are needs which, presumably, if met, will resolve some of the problems of retention. The first statement of needs is general but the others are more specific.

- There is a need for the adoption of intervention strategies focusing on necessary changes in the mainstream of higher education.
- There is a need for funds to be made available to tribes for pre-college programs such as study and life skills, and orientation to college workshops.
- There is a need for more identifiable as well as culturally aware Native staff and faculty.
- There is a need for a comprehensive mentor program for native undergraduate and graduate students.
- A visible Native alumni association would help provide role models.
- The creation of a Native faculty and staff association also will help provide role models and can assist the institution as it resolves to respond to the Native student crisis at hand.
- Involvement of the administration and governing board as well as official representative faculty organizations will demonstrate institutional commitment.

Similarly, Falk and Aitken (*Journal of American Indian Education*, 1983, pp. 24-31) reported a list of priorities for increasing retention identified by the Minnesota Chippewa Tribe and the University of Minnesota, Duluth. The list provided implies problems contributing to high attrition and suggests if these priorities are met, Native student retention will be improved. The priorities were listed as follows:

- Support of family and Indian community.
- Developmental academic preparation at the university including study skills classes, development of math skills, budgeting skills training, and career information and goals.
- Overt institutional commitment demonstrated by special staffing, student support groups, faculty-staff role models, and the recruitment and retention of Native personnel.

- More complete financial aid including assistance with transportation, clothing, medical expenses, and child care, and
- Personal motivation.

The data which support these conclusions were obtained by interviewing nearly 300 Native students and almost a dozen on-campus educators.

Hetherington and Davis, writing for the *Journal of College Student Personnel* (1984, pp. 551-552), listed factors they believe enabled an increase in retention although no data were given. The goals they established were to:

- Increase accessibility to advising, study areas, computer terminals, and academic tutors.
- Increase faculty-student contact outside of classes.
- Provide selected credit courses within residence halls to increase peer group support.
- Provide non-academic workshops for students' personal, cultural, and social growth.

Consistency regarding the understanding of the problem and the recommended remedies begins to emerge from the above lists leading one to believe there is a certain amount of agreement. These common themes are not confined to retention but occur in the rhetoric on recruiting as well. The more prominent of these themes, assuming that some of the different statements had the same meaning, e.g., poor discipline and study skills and inadequate preparation, include:

- Inadequate relationships with basic support groups.
- Inadequate and inappropriate advising and counseling especially regarding careers.
- Inadequate secondary school preparation.
- Existence of alienating institutional environments.
- Inadequate financial aid.
- A paucity of culturally sensitive and identifiable role models.

Although the above is a consolidation of the themes which come through most clearly in the literature, one must be careful to not ignore some of the more specific statements. The more specific statements provide details which may or may not be parochial in nature and the statements immediately above are intended to encapsulate the lists already given into a more manageable group of issues. These issues will be discussed in more detail in a later section.

Frameworks for Resolution

Most of those who have written about their efforts to recruit minority students and the needs related to retention also have described their perceptions of activities and structures which they believe will provide opportunities for success. Jeanotte (1981) attempted to determine the difference between those Native students who stayed in college and graduated and those who chose to leave prior to that event. Among many other findings, he found five factors which contributed significantly to Native student graduation. Those he found to be most likely to graduate were those who became involved in:

- Academic and extra-academic activities such as clubs, or other activities supporting student interests.
- Native studies.
- Support services such as tutoring and counseling.
- A campus cultural center.
- Budgeting personal funds with the help of the institution.

In addition, Jeanotte found that the places where students studied contributed significantly to the graduation rate. He identified several key locations which were used by successful students and, as well, places used by unsuccessful students. The successful students studied in places like the university library, counseling center, their academic departments, and cultural centers, while the unsuccessful students most likely studied in their homes or public places such as the student union. Jeanotte found that the institution's cultural center was a strong factor in the lives of the students who graduated but not so in those who dropped out. Suina's 1987 dissertation supported Jeanotte's findings when he concluded that, among other things, the "availability and use of institutional support services influence persistence" in higher education (p. 128).

Fleming (1984) and Thompson and Cimbolic (1978) in Oliver and Brown (1988) suggest that activities to improve retention should focus on five areas including:

- Orientation.
- Sociocultural adjustment to the college environment.
- Financial assistance.
- Support services.

- Outreach.

Oliver and Brown also have listed actions gleaned from the literature which should be taken by an institution as a prelude to or concurrent with the formation of an effective retention plan. Those actions are:

- A lessening of cultural conflict.
- Improvement of ethnic sensitive counseling and career guidance.
- Provide for the presence of role models in the staff, faculty, and administrative ranks.
- The enhancement of peer support among minority students.
- Provide access to placement services that support self-worth and promote personal self-sufficiency.

Billison and Terry (1987) presented a detailed student retention model in their *College and University* article. Their model begins with outreach, recruitment, assessment, and preparation, a strong suggestion that comprehensive planning and preparation for the types of students likely to enroll is necessary. Outreach means contact with high school students on a systematic basis and recruitment means the identification of students with characteristics for success in college and giving them an early commitment for residence hall assignments. Assessment means developing an understanding of the new students' achievement, aptitude, vocational interests, and learning styles as well as identifying higher risk students who need special services or even summer preparation. Preparation includes the development of a summer writing and math or computer science programs for the purpose of remediation or enrichment. The Billison and Terry model continues with a mandatory orientation program that includes a parent/spouse program intended to bolster students' family support. The next part of their model is called integration which includes student participation in improved advisement, core courses in liberal arts, student organizations, mentoring, and the involvement of families in campus events. Assistance with on-campus housing and employment also is a part of this piece of the model. Then, once all these services and functions are in place and serving new students, the institution must take measures to maintain this level of attention. Billison and Terry suggest this be accomplished apparently by improving existing structures and procedures as they suggest nothing new. Finally, these two writers suggest the implementation of a separation program which would include preparation for the world of work. This includes such things as resume preparation, interview techniques, and graduate school advisement among other things.

Realistically, many of the structures suggested in this article already exist on most campuses, even those that continue to have difficulty in improving their minority enrollment. Although most of the ideas listed are likely to be beneficial, it appears other writers advise development of extraordinary methods exhibited only sparingly by this model. One area of attention suggested in this article which will prove useful is institutionalized parent and spouse involvement in the educational process.

Case *et.al.*, say that "special support services and the availability of cultural opportunities were important in the retention of minority students" in teacher education. Gifford (1986) has proposed a comprehensive three-step program to improve the situation (in Case, *et.al.*). These three steps are:

- Early identification of minority students with a commitment to teaching.
- Intensive university and post-graduate training.
- Programs and rewards for outstanding and effective teachers once they are in the classroom.

These steps clearly are much too general as stated, but their implications likely will include many of the specific suggestions already given by others, especially by those testifying at the field hearings. Early identification was mentioned earlier as an important factor, and intensive training obviously is much too broad to offer any help. However, programs and rewards for outstanding and effective teachers do appear to be new and innovative ideas, at least to this point. The questions which remain, however, have to do with how an institution is to train those teachers who some day will be judged as outstanding and effective. This is the subject of the next section.

Training

Introduction

A general belief of Native people and others who have thought about it, is that more Native professionals in school systems would help improve Native student retention. Another general belief is that if there were more Native school administrators, there would be more consideration given to Native cultures, traditions, and languages; more Native teachers would be employed to lead in the development of curriculum materials

to meet these challenges. From the present perspective, both these beliefs can be supported as being correct but the problem remains twofold; first, the numbers of Native students in teacher education apparently is declining, and second, colleges of teacher education generally fail to understand the training needs of those who are destined to be teachers of Native children. This section will review certain perspectives on this subject found in the literature.

Views of the Problem

"Regardless of the numbers of Indian teachers that can be counted in Arizona schools attended by Indian students, there are not enough," said Karen Swisher at the INAR Task Force hearing in Phoenix (1990). She goes on to support her statement by making reference to research conducted by her center at Arizona State University eventually concluding, among other things, that the existence of well-trained Native teachers contributes to a community attitude that schools are places of empowerment for *all* individuals, not just the majority.

Flo Wiger, speaking at the Great Lakes Regional hearing in St. Paul, Minnesota, (September, 1990) believes there must be a major restructuring of the entire educational system and made three recommendations including the following focusing on teacher education.

> There must be a major overhaul of the teacher education programs. What is going on in terms of teacher training simply is not appropriate to meet the needs of Indian students in the classroom. We have teachers in the state of Minnesota and ... the bulk of our students are being educated in the public school systems, who have virtually no idea how many reservations exist in this state. They have no idea of any of the population base of the American Indian people. They are, in fact, culturally illiterate when it comes to anything dealing with American Indian students, or in the broader sense, American Indian people.

Swisher and Wiger did not equivocate in their testimonies. Native teachers are needed in schools that serve Native students due to the fact that, even if nothing else mattered, merely their presence will return great dividends for Native children as well as the Native community. In addition, non-Native teachers need to have access to teacher education that more properly will prepare them to serve Native children.

Policy recommendations (p. 28) made by the Education Commission of the States (ECS) stated that "Postsecondary institutions need to develop and improve teacher training to meet the special and unique education needs of Indian students" (1980). Of course, no one would argue that this comment was new when it was written even though it appeared in a now aged report. That same report went on to present a classic truism when it declared,

> Most teacher training programs place little emphasis on working with minority children. These programs, therefore, do not prepare students to teach on or near the reservation. Often they do not require courses on Indian history, culture, and traditions, or on contemporary Indian economic, political, and social issues of relevance and concern to the Indian community for prospective educators (p. 28).

Clearly, these are statements of the obvious to those who have labored long and hard on behalf of education for Native people but it is just as obvious that they must be said loudly and repeatedly. Unfortunately, work such as this produced by the ECS does not enjoy wide circulation especially among those individuals who hold positions of influence in public policy. Another of the ECS reports released at the same time presented results of a survey of Natives and non-Natives that indicated a general belief that colleges and universities should be responsible for issuing teachers sensitive to Native student needs and concerns (Report on Involvement of Federal, State, and Tribal Governments, p. 24).

Views of the Solutions

Pasch, *et.al.*, have listed ten key features of a teacher education program which, if present, should improve the quality of education available for minority teachers (*Urban Education*, pp. 207-218). Pasch's comments appear to be more pertinent to the review of retention programs but are viewed here because they are relevant to a more comprehensive method of viewing teacher education.

The authors of this article reported on a collaboration of effort involving two regional universities, a large state university, a state department of education, one community college, and two independent school districts. The result of their joint effort was the development of a comprehensive view of a teacher education program for minorities. The pertinent features of this view were that:

- Students should receive their education close to their homes.
- Students should receive paid internships during their junior and senior years.

- The institution should create special recruitment, selection, admission, and retention procedures.
- Teacher education programs should be research-based, clinical, and performance oriented.
- Students should collaborate with practicing K-12 educators on field activities.
- Students should be *nested* for support.
- Programs should be developmental and structured with early, frequent, and supervised field experiences.
- Programs should be conceived and implemented collaboratively by higher education and K-12 communities.
- Opportunities for minority and disadvantaged students to enter the teacher education program should be increased.
- Classroom teachers should participate as mentors.

The importance of the points made above cannot be overemphasized, as they outline a comprehensiveness clearly laudable but also imply a control of the teacher candidates that generally would be avoided. Yet, it is clear that the kind of program implied has been successful for Native people and others. Native people, being closely attached not only to their families but also to their cultures and lifestyles, which are not as easily duplicated in an alien setting as those of other Americans, will usually seek to be educated as near to their homes as possible as evidenced by the obvious success of the Indian-controlled community colleges.

A teacher education program that is research-based has a better chance of understanding the environment to which Native teachers will return and where non-Native teachers may choose to go. Clearly, a teacher education program located in a major research institution has an obligation to study all the characteristics of all the populations residing within the state it serves. Unfortunately, it is just as clear that many major state universities, which at least aspire to be major research institutions, have produced nothing with respect to new knowledge regarding the technical needs of teachers who work with Native children. Teacher education institutions in states with the highest Native populations have been tragically remiss in their failure to fulfill their responsibilities in this regard.

Programs should arrange for clinical experiences to be obtained in a tribal environment, if desired by the student, as a means of providing a more specific preparation program for the Native or non-Native candidate and at the same time, provide university service to the Native community. This, in fact, will provide Native students with an opportunity for a clinical experience equal to that a non-Native student receives when she or he chooses to perform an internship in a community similar to the one from which they emerged. If non-Native students most frequently are able to perform as student teachers in practica and internships in friendly and familiar environs, Native teachers should have the same opportunity.

Most of the other points are self-explanatory or will be discussed in a later section. However, the reader may not be familiar with the reference to the *nested* concept. This concept defines a program where students are brought into an institution as a group (although perhaps not all at the same time) and are exposed to services designed especially for them in addition to, and sometimes duplicating, those regularly available. Although their programs of study likely are individual, they experience certain activities in common as a means of reinforcing the group feeling. In brief, the nested concept increases the likelihood that students will feel as though they have entered a warm and accepting climate. Suina (1987) found that those involved in a specially designed program are more likely to persist than those who are not involved in such programs. The American Indian Leadership Program (AILP) at The Pennsylvania State University (PSU) has provided twenty years of testimony to this notion with its outstanding record of graduates at the master's and doctoral levels.

Hornett also has given suggestions which will aid in the success of Native students in teacher education. Her article in the *Journal of Indian Education* (1989), strongly implies that college of education faculty should seek out methods by which they might better assist the potential Native teacher become a better student and eventually a better graduate. She suggests the following as ways in which faculty may establish mutually rewarding relationships with Native students.

- Faculty should understand and attempt to deal with racism.
- Faculty should learn to recognize non-traditional leadership skills.
- Faculty and advisers should recognize the need students have for a strong support person.
- Faculty should recognize and communicate the need for long- and short-range goals and objectives.

- Faculty should recognize the student need for understanding self.
- Faculty should recognize the student need for a positive self-concept.

The above appears to place focus on objectives peripheral to the specific issues of teacher education which include curriculum and teaching methodology. In fact, some readers may argue that these are concerns which are manifest in teacher education and college of education faculty and need no additional focus as they represent knowledge already present. However, without condemning all colleges of education, these objectives clearly should be pursued. Understanding that needs exist and may be resolved differently or that they have different root causes and varying degrees of urgency is a strong beginning. Colleges of education should exhibit recognition that the cultures represented by their students are significant to them and the communities to which they likely will return. The task for universities is to acknowledge all these differences and make room for them within the conceptual makeup of teacher education.

Discussion of the Issues and the Status Quo

Recruiting

Focus on Undergraduates

Recruiting programs for undergraduate students for admission to colleges and universities appear, on the surface, to be highly targeted but in the end usually are merely activities which duplicate methods traditionally used for the recruitment of all students. Although institutions may tend to hire Native professionals for positions focusing on Native student recruitment, in general, the efforts rendered are not specialized to any great degree. For example, Native staff may be encouraged to attend career days or other programs where the conventional wisdom directs them but otherwise do not demonstrate innovativeness in the search for Native students. These programs use the same technology for the recruiting of Native students as they do for non-Natives. Some programs are general and recruit Native students for any academic area. Others target their efforts to recruit students for specific areas such as the sciences and engineering. There are aggressive programs of recruitment, such as one at Cornell University, that make large commitments of time and staff to meet their goals, and there are those with little money to recruit who still seem to enjoy success.

The American Indian Program (AIP) at Cornell claims credit for increasing the Native enrollment by more than 300 percent during the last ten years. According to program documents, the Native student graduation rate is 80 percent compared to a nation-wide rate of 25 percent (American Indian Program document, n.d., Cornell). Additionally, the staff serving Cornell's Native students doubled in size during the same time frame. Cornell's apparent progress in Native student enrollment, retention and graduation suggests they have, somehow, overcome the problems other institutions continue to face. However, one must be cautious in making such an assessment due to the fact that Cornell's admissions criteria already were stringent, and they obviously attract a special kind of student. Nevertheless, the critical accomplishment is graduation, and if the published figures are correct, Cornell is doing quite well on behalf of Native students.

The issues an institution must address if it hopes to succeed at the same level as Cornell seem to have emerged clearly from the literature. They were addressed in terms of barriers in most cases but none seemed to be insurmountable. The barriers that were most prominent in the review of literature were:

- Insufficient financial aid.
- Alienation.
- Few identifiable role models.
- Higher admissions requirements.
- Inadequate secondary school preparation.

Financial aid continues to head the list of barriers to college attendance as it has for many years. This is confounding due to the fact that it is believed popularly that Native students need only apply to their tribe or the BIA for funds to attend college. Obviously this is not true and Native students must, like all other American students, submit applications for financial aid and await judgements of eligibility. Tijerina and Biemer have made the case that tribal or BIA assistance in the form of a grant-in-aid program that has been available since 1957 has not adequately kept pace with the demands being made by the rising cost of a college education. And, the situation is made worse by the increase of eligibility for receipt of this grant.

The United States Ninth Circuit Court of Appeals ruled in 1986 (*Zarr v. Barlow*) that the one-fourth degree blood requirement used by the BIA for various programs since the passage of an appropriations act in 1918 (25 USC 297) was archaic

in view of more recent congressional actions. This, of course, was notwithstanding the fact that this decision applied only to the higher education grants program and other BIA programs continue to use the blood quantum requirement. The net effect of this decision for some tribes was to perhaps triple the number of people eligible to receive these grants although no new money was allowed to help meet the increased need. Another result of the failure of the BIA leadership to protect the interests of Native people in this regard is that those people who are most in need and perhaps most closely in touch with the language and culture of Native tribes in the United States, will most likely be those left waiting, while those otherwise unidentifiable as Native people are awarded the bulk of the available funds.

Social alienation on university campuses appears at first to be a personal matter. However, in spite of the fact that America's Native people are increasingly urban, they still are tribal and retain allegiance to their heritage regardless of their place of residence. This means that they still may enter a university campus seeking comfort and satisfaction with their surroundings but be unable to find it on the same level as non-Natives due to the absence of a critical mass of individuals with similar interests and/or backgrounds. They must confront a subtle racism in certain instances and be stereotyped in others. Most non-Natives can find their own groups on campus, and sometimes Native people find those same groups. However, the diversity on America's university campuses demands equal time for the different groups who desire only that their social needs be met on the same basis as others. That this is an important issue is quite clear.

The notion that identifiable role models are useful in the struggle to serve Native students better is an idea which has been around for many years. And, generally the response of institutions that are the worst behaved in this regard is the same. "None qualified applied" was the most frequent response to a question put to school superintendents who were asked why no or few Native faculty were present in their schools in the study done by Noley in 1983. The university level corollary to that is, "we were unable to recruit one." This is a problem that will not go away, and with more and more Native people completing the Ph.D. or equivalent, this excuse, already growing thin, will grow thinner. Ninety-three Native scholars completed a doctorate in 1988, the last year in which figures are available according to the American Council on Education, and while this may not be impressive to others, it represents a one-year five percent growth for Native people. In any event, that universities have a great responsibility to seek out and employ Native people is clear, not just for the purpose of providing role models for students but mostly for the added dimension they can bring to institutions of higher education, especially in education and the social sciences.

That higher admissions standards have become an issue in these days is an indication that a battle is never completely finished. During the early seventies, when institutions discovered they should extend university opportunities to minorities, some initiated what they referred to as *open enrollment* policies. In doing so, these institutions were compelled to design remedial coursework in order to assist some students who were underqualified to survive. Obviously, one would not have expected *all* of those students who were admitted under these circumstances to survive to graduation. But, some of them did. They graduated from an institution that gave them an opportunity that otherwise might have been too elusive to capture. Those who graduated made good the decision to take chances on certain students. Unfortunately, the segment of society who would compound the injury done to students who have been forced to attend substandard elementary and secondary schools seem to have prevailed. They have never learned that when institutions opened their doors to students they knew would require extra help that they were not lowering their instructional standards. This means that while standards for admissions were opened, standards for graduation remained the same. One cannot find evidence in the literature that instructional standards or requirements for graduation were lowered. Unfortunately, even some of the small regional state universities now are seeking to raise their admission requirements when they would be better served by improving their standards for instruction and the performance of research that will improve their understanding of the communities to which their graduates go to teach. Consequently, the issue for the nineties in this regard is the need to strengthen and expand the instructional programs of our great universities so that they again will feel compelled to help succeed in college those failed by secondary schools.

It is clear that there are some vitally important points to understand when it comes to recruiting Native students. Case, *et. al.*, found that college recruiters most frequently cited college fairs (85 percent), direct mailings (68 percent), contacts with high school counselors (70 percent), explanation of support services (63 percent), and telephone contacts (51 percent), when asked about the

strategies used to recruit students for their institutions. The most effective method, however, according to these recruiters was found to be individual personal contacts. Similarly, the key to a successful Native student recruiting program is personal contact. This will hold true whether the student is a graduate student or an undergraduate. This is, of course, not to say that the other methods mentioned in the previous discussions are not useful. However, if a college or university recruiter is interested in Native students, she or he should strive to meet them in person at least once and follow up on that meeting with telephone calls and regular mailings of institutional literature. Bringing potential students to the campus and orienting them to the facilities, activities, and persons who can help them with admissions, scholarships, and other aspects of their interest will show the students that the institution truly is interested. The parents cannot be ignored either. They will be worried about finances, environment, the quality of the institution, and the distance between the university and home.

A university wishing to improve its Native student enrollment must insist that its staff seek to create personal relationships with the potential students and go beyond the method of relying on the school counselor for the identification of college bound students. While school counselors may be helpful, it is likely that they will have preconceived notions of which students are college-bound and may overlook others who may not be quite as obvious. Students will help identify other students and soon will create a pool which might appear quite different than the one given by official sources.

Tribal organizations should be drawn into the process as well. Some tribes host ceremonies honoring their high school graduates, in addition to the graduation ceremony, as a means of giving them encouragement and praising them for their achievement. Tribes may also be encouraged to host other activities which may more likely bring out Native parents and the potential college students. The Cherokee Nation, for example, sponsored a parent/student financial aid information night for the first time in 1990. The night was an overwhelming success as the financial aid representatives brought from four institutions of higher education were inundated with questions about the forms, their submission, and what their expectations should be regarding financial aid. The night was designed to provide answers to questions about financial aid that usually go unanswered. The most important commodity given that night was confidence that the sometimes confusing array of application forms was negotiable and could be submitted correctly and in a timely fashion. The higher education staff also used the evening as an opportunity to use their computer equipment to help individuals search out career information and scholarship opportunities that might accompany them. This type of activity is the tribal version of face-to-face recruiting and is important because Native parents and their children who aspire to higher education sometimes will be more comfortable going to a tribal meeting environment than to a university campus to learn about their options. They will be most likely to ask questions in this setting and will have more confidence in the answers.

Finally, inadequate secondary school preparation is a serious and obviously complex problem. Arguably, the problem is worse in areas of high population of Native people than in the mainstream of American education. The complexity of the problem is compounded in some areas by the continuing presence of prejudice and/or benign neglect on the part of the schools, their boards of education, and their administrators and teachers. Low expectations of Native students result in low self-concepts and enable the continued repetition of the self-fulfilling prophecy. High drop-out rates are only a part of the pattern of despair to which schools poorly prepared to serve Native children contribute. Colleges of education that have conducted the research enabling them to have a better understanding of the conditions of education faced by Native people will be better prepared to train the teachers destined to serve them.

However, to consider the quality of secondary schools to be the crux of the problem would be naive. It is much more comprehensive. It appears to be true that the problem is not limited to secondary schools or even elementary schools. A growing number of Native educators are convinced that the answer to this problem extends all the way back to the early childhood years, even before Head Start. Because of the negative influences of the poverty conditions that afflict such large populations of Native people and because the most helpless of the victims of these conditions are the new born children to perhaps those three years of age, the educational institution has a responsibility to extend its influence even to the crib. Mothers must be taught properly to care for their children in many cases, and part of that care should be the creation of a learning environment. A healthy learning environment for infants will begin with the provision of a sense of security, gentleness, and happiness and extend through enhanced sensory

development using toys and manipulatives already available and common in many, perhaps most, homes. The early continuation of this process, using methods similar to those found in Montessori schools, with a healthy balance between social and academic development will improve on the changes already evident in those children who have been fortunate to have had exposure to well-designed Head Start programs. Confidence building at an early age will pay great dividends for future educational performance. Early childhood education at an earlier age is the hope for a future of success in secondary schools and beyond for Native people.

Focus on Graduate Students

Graduate student recruitment ranges from the general, as exemplified by the Minority Student Locator, a publication made available by the Graduate Record Examination Board, to the specific, as exemplified by the American Indian Leadership Program at The Pennsylvania State University and other similar programs which search out students for specific academic programs. Efforts of universities to identify potential high quality minority graduate students usually include subscribing to the Minority Student Locator, perhaps, in addition to other things. Unfortunately, Native students frequently do not take advantage of the opportunity to present their credentials and desires to this important service.

The issues surrounding the recruitment of Native graduate students will vary only slightly from the discussion immediately above. Financial aid, it may be argued, is even more important to graduate students given that they are older and many times have families to support during the time they are engaged full time in graduate study. Acknowledging the fact that many undergraduates also are older than the generally understood norm for college students, nearly all the graduate students will have financial responsibilities beyond themselves. In fact, by the mid-eighties The Pennsylvania State University had more than fifteen years of experience with its American Indian Leadership Program and was able to characterize its Native students as married with two children and approximately five years of professional experience in education. Because these individuals already were accustomed to earning salaries and, perhaps, had accumulated some debt requiring regular payments, adequate financial aid was vital. Although those students understood they and their families would be forced to make some sacrifices, it obviously would be natural to attempt to keep them to a minimum so each of them worked hard to maximize their scholarship assistance.

Unfortunately, adequate financial assistance for graduate students is difficult to obtain, more so than aid for undergraduates. Even more unfortunate is the position held by some influential leaders, that graduate education is a low priority for Native people. A position like that could not be more wrongheaded but, in some cases, it has resulted in graduate education being placed in a lower priority category for tribal funds which might be available for college attendance.

A real and most important issue is the need for the commitment of substantial amounts of funds to be available to meet the financial aid demands of the advanced degree seeking educators necessary to fill the void currently existing in the schools Native children attend. The National Center for Education Statistics (1990) reported recently that 821 Native administrators were serving in American public schools. The extent to which these administrators were serving in schools with significant numbers of Native children is unknown but Noley's 1983 study (p. 9) estimated 662 Native administrators were serving in those schools. If both numbers are correct, there has been a 24 percent increase in only five years which could be attributable to the funded administrator education programs such as those at Harvard University and The Pennsylvania State University. However, Noley estimated in 1983 that the actual need at that time was 1523, nearly twice the number presently estimated to be in the field. Given that the need certainly has increased, one must question whether any progress at all was made during the five year period. It clearly will take a massive effort to bring the number of Native school administrators to parity with their non-Native counterparts.

Minority Teacher Recruitment

Native teachers, according to the EEOC reports, somehow do not seem to find themselves in teaching positions to the extent that they should. Some of the reasons given for this in recent times include low pay, discriminatory hiring practices, and the unwillingness or inability of the teacher to go where positions are available. As indicated earlier in this paper, more Native administrators serving in schools with substantial numbers of Native children will assist in the employment of Native teachers. However, other strategies must also be utilized as well.

The issues involved here are not as easily isolated as they are in other areas of this paper's concern. Certain teachers are in sufficient demand that those who possess the appropriate credentials need only decide where they would rather live and work. Science and mathematics teachers are in

demand at the present time with some school districts offering premium pay for those areas. In fact, the offering of premium salaries for these teaching areas probably is necessary these days due to the opportunities available to these teachers in other fields of endeavor. School districts with a significant population of Native children but few or no Native teachers must persist in their efforts by thinking of this shortage in the same way they think about the shortage of teachers in the technical fields. They must offer premium salaries, if necessary, to fill a void in their school which cannot be addressed in any other way.

School districts also can think in terms of nurturing their own Native teachers, especially where they employ teacher aides for Indian Education Act (IEA) or Johnson-O'Malley (JOM) programs. Schools can provide financial aid to their teacher aides encouraging them even to the extent of promising employment as teachers upon completion of the degree program. Students themselves can be encouraged in keeping with the advice given earlier in this paper regarding early identification. In fact, the Pittsburgh, Pennsylvania Board of Education initiated a program making precisely this promise (Nicklos & Brown, 1989). They guaranteed a teaching position for any Pittsburgh Public School graduate who obtained a bachelors degree and teacher certification. Future teachers' clubs were organized, and teachers themselves were asked to help identify those who might prosper as teachers in the future. Events were being planned that would focus further attention on future teachers so that their progress might be monitored and they might be advised on such things as college admission requirements, financial aid, district hiring policies, and salaries.

Universities and tribal organizations also can develop cooperative agreements including the development of training programs and the identification of research needs. This could create a kind of coincidence of interests which could lead to a comprehensive program of research and instruction which not only would provide the institution with a better understanding of tribal educational needs, but it also could result in a structuring of a more relevant teacher education program. The tribe benefits from the association by taking advantage of the university's research services for its own economic and social needs in addition to the development of locally trained teachers for their schools.

An important issue which must be addressed in all parts of the United States has to do with the need for teachers with special talents in Native languages, cultures, arts, and other areas of special instructional services. Although there are many who have skills in these areas which cannot be obtained in colleges and universities, they usually are employed as paraprofessional teachers or aides and therefore do not have the same status as a regularly credentialed teacher. This is a correctable problem. A publication of the Indian Education Act (IEA) Resource and Evaluation Center One suggests that because many IEA projects are staffed with uncertified personnel who usually are classified as paraprofessionals, they frequently are denied the support, professionally and financially, they deserve. The Center One publication is a resource for information on optional credentialing for public school instructional personnel. The credentialing of these teachers by states is an act which provides formal recognition that the talents possessed are important and necessary for the well-rounded school curriculum. This recognition also will aid and abet the notion that classes supporting the culture and language of Native people are vital to the healthy maturation of Native children.

Recruitment of Minority Administrators

Unlike a search for a teacher in a public school where, because of affirmative action programs, a minority teacher can be solicited openly, searches for minority school administrators are more difficult. For example, a public school superintendency rarely would be for a school with a majority of Native students; the best one might expect is a specific invitation for minority applications. The politics of the board of education likely would avoid any implication that a particular minority was preferred or even that a *minority* was preferred due to the risk of violating the civil rights of potential applicants. Even though it is clear that in the past and probably presently as well, qualified Native administrators have not been selected due to the prejudice of board members, preference for Native applicants is not a legal reality except in positions financed by the Bureau of Indian Affairs, the U.S. Department of Education, or other federal agencies administering funds designated specifically for Native people.

Clearly, Native administrators are desirable especially for schools with significant numbers of Native children so the only question has to do with how they might be recruited. Arizona State University (ASU) has initiated a program recently which may provide some answers to this dilemma. The program, known as Cadre I, was initiated in the academic year 1989-90 as a means of identifying minority elementary and secondary school

faculty and staff with interest in, and high potential for, entry into school administration. Participants are recommended by their principals and superintendents (although this recommendation is not required) and they are given assistance in matriculation by university staff. They are placed in a nested atmosphere although all the special services generally associated with such are not available for these students. All regular student services are, however, available just as they are for other students. Cadre I was 100 percent successful as all received masters degrees in school administration, and most are now continuing to complete the credits necessary to be recommended for certification. This program could be improved if the participating districts would guarantee employment as did the Pittsburgh Public Schools and also by keeping the students nested until certification.

The commitment to employ Native faculty and administrators is a necessary orientation for boards of education. Clearly, there are some individuals serving on boards without this orientation who must be educated and assisted in the development of a more enlightened perspective on the staffing of a school with a diverse population. Without this orientation, school districts will never grow to understand the value of the best possible education for all members of the community. The development of the Native population will continue to be hampered by the inadequacy of a school system that serves only a portion of the community as a whole.

Retention

Every institution of higher education has a responsibility for creating a campus climate that is hospitable to all those who are in attendance. Especially for Native students who may be away from home for the first time, organized social and perhaps, cultural outlets are necessary to help combat loneliness. Jeanotte found that a Native student cultural center on campus was a significant contributor to retention and graduation, so it would make sense to develop these where they do not exist and improve the support of those which do. Clearly, there are needs which can be met by routinely paying attention to practical concerns such as advising, tutoring, counseling and social outlets. However, especially on a large campus, the coordination and integration of all these activities is vital. Some of the services and activities which may be met by tutoring and counseling centers and other support activities may seem to be duplicative of other institutional services, but the literature appears to support the idea that in certain cases this is necessary and not discriminatory, especially when it contributes to the relative comfort students have the right to expect. Social outlets recognizing and utilizing Native customs should become as common, visible, and welcome on campuses as athletic events.

The factors found by Jeanotte, and described earlier as contributing to the success of Native students, were practical and supportive in nature as were those listed by Coser. One of the factors was unique within this review as it had to do with the budgeting of personal funds. Jeanotte found that students with full financial aid sometimes had funds for general support above their actual college costs and intended to meet their personal needs. These funds normally were dispersed on a semiannual basis resulting in poor budgeting and inadequate funds for some students. The institution offered to help those students who needed help in budgeting and established a schedule of three payments per semester. The willingness of the institution to perform this extra task in order to help the students contributed to the maintenance of good institutional relationships with students. In considering this, one should be careful to not stereotype Native students in general as being poor managers of personal resources. The reality is that many Native students are taking responsibility for their own resources for the first time in their lives and do not have the experience others may have in budgeting funds for longer than a few weeks. Assistance such as that given by Jeanotte's institution will contribute to a longer college career for the inexperienced student.

Jeanotte also found that those students who participated most in academic and extra-academic activities, such as organizations that support student interests and needs, were most likely to graduate. Because these interests and needs include studying, it is important to provide comfortable places for such with all the equipment necessary being freely available. This includes computers and other electronic equipment such as provided by the American Indian Leadership Program at The Pennsylvania State University. This being located within or in association with a cultural center, such as at the University of North Dakota, will create a climate conducive to the development and maintenance of a positive attitude for the student.

Advising for Native students was referred to in the literature as a problem which should be addressed. It has been established that many times Native students suffer from inadequate secondary school preparation, yet it is found that rarely do university advisers exhibit any understanding or awareness of this reality. Because of their lack of

knowledge or due to their complete insensitivity, they frequently will advise students to fail. They do this by recommending courses for which there has been limited or inadequate preparation, or the uninformed adviser will recommend enrollment in an extremely difficult combination of courses which might be better absorbed by being taken over a period of several semesters. Students who lack comprehension of the rigor of university courses simply assume that the adviser, similar to the physician, is an expert and asks no questions. Eventually these students find themselves struggling but instead of seeking relief through tutoring or the drop-add option, they conceal their problem, perhaps due to embarrassment, until it is too late. The result is a college drop-out that, with better advising, could have been a graduate. And, one should be disabused of the notion that this scenario applies only to the weaker students; it applies to even the strongest.

Institutions must continue to seek ways in which to personalize their relationships with students. When a student withdraws from classes or simply abandons them, perhaps, there should be an acknowledgment of failure on the part of the institution as well as the student. Generally, one assumes that when a student leaves before graduation, the blame for that occurrence is the student's alone. The institution must begin to view its support programs as being insufficient until a much higher percentage of Native students receive their baccalaureate degrees.

Training

Colleges of education are not free to develop their programs on an *ad hoc* basis. They are governed by state regulations as well as standards imposed by professional associations and must conform or face the possibility that their graduates will not be certified or their programs will not be accredited. Realizing this, it appears that institutions, states, and accrediting associations should take it upon themselves to review their strategies for teacher education and make changes where they find that existing standards do not promote cultural pluralism and the resulting implications for classroom teaching and school administration.

Colleges of education, in cooperation with state, tribal and federal governments and, where possible, tribally-controlled colleges, should consider the potential held by two structures for the improved training of Native teachers. One is the creation of nested programs such as the American Indian Leadership Program at The Pennsylvania State University and the Cadre at Arizona State University and the other is the creation of field-based programs with a significant amount of on-campus experiences.

A nested program obviously is residential but should consist of a significant amount of field-based experiences as well. The nested concept has at least five attributes which make it a desirable strategy for expanding the pool of Native teachers and administrators.

- A nested program gives considerable attention to the creation of a group which enables all the members to feel a sense of security, camaraderie, and mission.
- A nested program consisting of a group of individuals creates a need for the college of education to analyze the extent to which it is capable of meeting all the needs of all its students. Program adaptations can result which may be of specific benefit to Native students or for the college as a whole.
- A nested program creates a critical mass of intellectual energy that can cause increased attention to research focusing on Native education.
- A mature nested program, or one old enough to have produced graduates and placed them in the field, develops a tradition that gives sending communities, potential students, and the educational leadership confidence in the institution and receiving employers confidence in the graduates.
- The nested program constantly is concerned with developing improved methods for recruiting, retaining, and training administrators and teachers.

A nested program for teachers and administrators also should include field experiences. Internships should become a requirement for all administrator programs, or the first year of administrator practice should be probationary, supervised by the college of education in cooperation with the school district. Students aspiring to be school administrators are graduate students, most of whom will have had experiences as teachers, so their programs should dwell on research and classroom training. On the other hand, teacher candidates in nested programs should have extensive opportunities for field experiences. A suggestion made earlier in this paper alluding to the use of field-based teacher mentors should be implemented by teacher training programs in both nested and field-based situations. Undergraduate teacher trainees will benefit considerably from ongoing relationships with practicing teachers due to the opportunity for them to act as participant ob-

servers of the teaching profession. Teacher trainees in nested programs should take most of their classes on campus although they should not be discouraged from taking courses at tribally-controlled colleges. Finally, nested program participants should receive a stipend to assist with living and travel expenses related to field experiences in addition to basic support.

The field-based program is intended to serve students who are unable to leave home for the time necessary to obtain a bachelor's degree due to family responsibilities but who have much potential as teachers. The field-based concept has at least several attributes which make it useful for Native communities. They are:

- It allows the participation of students who otherwise would be unable to become involved in teacher education.
- It provides extensive experience in classrooms similar to those in which they eventually will supervise.
- It provides teacher candidates with opportunities to create collegial relationships with their mentor teachers at the same time they are enrolled in classes with university theorists leading to a possibly that both mentor and student will grow in their knowledge of the best practice.
- It enables a teacher candidate to earn a salary at the same time they are earning a degree thus reducing the sacrifice usually made in foregone earnings during the years of training.
- It forges a close relationship between the university, the Native community, the tribally-controlled community college, and the local school district.

Generally, the field-based teacher candidate might be characterized as being older and separated from formal education for a longer period of time than the nested program participant. The field-based teacher candidates will take their courses in or near their home communities but will have campus-based advisers and faculty. They will be employed by their local school as aides or interns thus earning a salary at least during their third and fourth undergraduate years but preferably during all the years of undergraduate training. They might be classified as an aid, for example, until they achieve teacher candidate status and then be given more professional responsibilities to justify a higher salary. Classes should be offered in or near their home communities either by university based faculty or tribally-controlled college faculty. Short and intensive summertime campus seminars should be organized for field-based teacher candidates as a means of creating a campus connection that goes beyond faculty traveling to teach classes on site. These candidates might substitute certain field experiences for classroom hours but generally should have the same exposure to theory as the nested program participant.

As should be obvious, I believe tribally-controlled community colleges should be active participants in this enterprise, at least to the extent that field-based students would take their first two years of courses at these institutions. Nested program students also could take their first two years of courses at the community college but should be encouraged to attend the campus of the regional or state university where possible. Cooperation between the community colleges, the teacher training institution, the tribes, and local school districts would necessarily be developed. This is the consortium of the nineties, and we should forge ahead as quickly as possible to begin to make it a reality.

Summary and Conclusions

This paper has focused on the issues surrounding the recruitment, retention, and training of Native college and university students who intend to become professional educators serving schools with significant enrollments of Native students.

This is deemed to be important because the dearth of Native education professionals is perceived to be an important inhibitor of achievement for Indian children. There is no opposition to the argument that the number of Native professionals serving schools Native children attend is embarrassingly low but worse, there appears to be no improvement in view. It even has been suggested that the number of Native students attending colleges and universities actually is *decreasing* in spite of the data which show there presently are more Native students in higher education than ever before in history. The argument is that the Native enrollment is growing smaller as a proportion of the total population of students in the United States. In any case, it is clear and undisputed that there is a great need for far more Native professional educators than presently exist. Testimony to this was given at an INAR Task Force hearing wherein a well-known tribal leader decried the fact that, on his reservation, only ten of 90 professional educator positions were held by Native people.

Many barriers to the matriculation and persistence of Native students on American college and university campuses have been identified. Those

which seemed to be the most prominent inhibitors were:

- Insufficient financial aid.
- Alienation.
- Few identifiable role models.
- Higher admission requirements.
- Inadequate secondary school preparation.

Conversely, a condensed group of factors which appear to contribute to persistence are:

- Family and community support.
- Accessibility to good advisement, counseling, study facilities, computer terminals, academic tutors, study skills classes, and other university instigated academic enhancement opportunities.
- Structures which provide for the sociocultural adjustment to the college environment.
- More complete financial assistance including transportation, child care, and budgeting.
- A reduction of cultural conflict on the campus, and
- The presence of identifiable, sensitive, and culturally aware role models.

Universities do not seem to have the same zeal for the recruitment and accommodation of Native students as in past years but there are examples of institutional success on both the undergraduate and graduate levels. These institutions use recruitment and retention methods which may be replicated including personal contact, tribal involvement, and participation by influential officials from the university and the host community. Regarding retention, a culturally sensitive institution will provide an array of support services such as those listed above (some of which may duplicate those already provided on a general basis), and aggressively pursue identifiable and culturally aware faculty and staff. Support services include, but are not limited to those listed above.

To improve on the present record, institutions must develop innovative approaches to teacher and administrator education. Cooperative agreements with tribally-controlled community and four-year colleges can help teacher training institutions reach Native students. A combination of on- and off-campus curriculum activities and research will help create a linkage between the university and the Native community bringing increased understanding to both institutions and enable individuals to become teachers who otherwise would have been unable to do so. Universities must be willing to extend their services beyond the confines of the campuses, as they already do in other ways, and create linkages leading to collaborative approaches to addressing the need to increase the number of Native educators. Nested programs are deemed to be most useful for the training of Native school administrators as attested to by the success of this method in various locations. Yet, administrators too should have exposure during their education to the differing political, economic, and social structures existing in Native communities. Colleges of education also must become less parochial and begin to understand that differences exist in each of these structures making their study essential if the institution is to train administrators who will serve in school systems populated by significant numbers of Native children. For example, differing financial structures include the BIA method of distributing funds to schools it operates directly as well as the tribally-controlled schools, the handling of Indian Education Act entitlement funds, JOM entitlements as well as a variety of other funds passed through the BIA that are intended for the benefit of Native children. In short, the need for colleges of education to initiate research in these areas is essential.

Finally, public schools and institutions of higher education should be innovative in their search for Native faculty and should be willing to pay premium salaries where necessary. It is necessary when a school serves a significant number of Native children and has no Native teachers. Schools also can recruit from the ranks of their own aides, other community members, or even their own students by promising employment upon their receipt of a teaching certificate as demonstrated by one large school district.

Conditions in the education of Native people will improve through both the application of practical solutions and innovative thinking. The more appropriate preparation of more Native teachers and administrators is one of the practical solutions which will contribute to the improvement of education for Native children. This alone will not do the job but the participation of Native people in educational policy making, their involvement in educational planning and development, and their roles in the implementation of educational programs will take the case for improvement to a new and much greater level.

Conclusions

Prior to the initiation of a renewed effort to enhance their service to Native communities and their students, an institution will be well served to

engage in an extensive and serious self-assessment of its assets. It should seek to identify its areas of strengths and weaknesses first in terms of the social climate and second in terms of their present capability to serve the needs of the Native communities under terms equal to those under which it serves non-Native communities. With regard to social climate, an institution should seek to review its:

- History of tolerance -- to understand the extent to which minority, especially Native, students have been forced to defend their integrity and to what extent, if any, the reputation of the institution was damaged.
- Host community — to determine the extent to which the community within which the institution is housed has a history of tolerance or intolerance toward Native people.
- Student organizations — to understand the extent to which the Native culture is represented fairly and students have equal opportunities to find comfortable and friendly environs.
- List of campus events — to understand the extent to which Native students have the opportunity to engage in activities representative of their culture.
- Programs designed to diminish cultural conflict and celebrate cultural pluralism.
- Record of searching for and employing Native faculty and staff — to understand the extent to which the institution appears committed to serving Native students in ways equal to the ways non-Native students are served.

Although this list is not presumed to be exhaustive regarding social climate, it certainly provides a starting point for an honest analysis of such.

Regarding the institutions ability to serve the needs of Native students and the communities whence they come, the following areas should be investigated:

- Relevance of curricula, especially in the college of education — to determine the extent to which the intellectual capacity of the institution is equal to the demands being placed on it by representatives of diverse cultures.
- Recruitment policies and strategies — to determine the extent to which extraordinary efforts are being made to identify and enroll Native students.
- Admissions policies — to determine the extent to which Native students are being encouraged to enroll or are being excluded due to misguided policies.
- Record of minority, especially Native, graduates — to determine the extent to which Native students who do matriculate persist and the reasons they do or do not.
- Goals for Native student recruitment — to determine the extent to which the expectations for Native student enrollment are realistic, yet aggressive, challenging, and sufficient to contribute to a noticeable improvement in the status of higher education achievement for Native people.
- Relationships with pertinent tribal groups and tribally-controlled community colleges — to determine the extent to which the institution is reaching out to extend its services to a previously underserved portion of the population as a whole.

It is clear that universities must review their assets in the above manner as a means of understanding where they stand and where they must go to do a better job of serving the educational needs of Native people.

Native students choose the universities they attend on the basis of personal knowledge, as do all students, so it stands to reason that the institution that reaches them best will be the one chosen. Some of the best students will seek admission to the *best* schools and they choose these *best* schools on the basis of what they know about them. There is no general agreement regarding a procedure to designate the best, even though rankings occasionally are made, so universities must rely on their reputations and, as a result, they work hard to maximize them. What Native students come to know about the best universities, in addition to the others, may be a result of personal investigations or by virtue of the promotion of these institutions by school counselors, teachers, friends, parents, and others whom they trust. However, the research shows that students respond most to personal contacts from the university (Case, *et.al.*). Personal contacts provide opportunities for questions and answers, exploration of concerns which may emerge from the literature, and for making a personal decision about whether the institution is interested in the person, a warm body, a minority, or a Native student. A university may cooperate with tribes or secondary schools to sponsor trips so potential students might visit their campus and be courted by faculty, current students, university officials and others. Colleges of education ought to

be more aggressive and seek to identify secondary school students interested in teaching as a career earlier than their senior year and maintain contact with them through clubs or other instruments of communication.

Tribal organizations should also become involved in the college recruitment process with aggressive programs of information on higher education and frequent personal contact with students even on the elementary school level. For high school juniors and graduating seniors, tribes should provide information about schools, scholarships, careers, and financial aid using the method demonstrated by the Cherokee Nation as described earlier in this paper. Other contacts might be made in a variety of ways but it is critical that they be maintained over a period of years.

Social conditions which contribute to students' feelings of belongingness may appropriately be referred to as a social comfort zone. The creation of a social comfort zone appears to be important in the battle to retain a higher percentage of Native college students. As has been described earlier in this paper, this comfort zone includes such creations as cultural centers, academic support services exclusively for Native students, and social groups that are representative of the cultures brought to campuses by Native students. Institutions of higher education that pay attention to the needs of their Native students on the same basis they do for their other students will stand a better chance of graduating those students. Even though services such as advising, tutoring, counseling and social outlets may seem to be duplicative, the literature appears to support the idea that in certain cases this is necessary and not discriminatory, especially when it contributes to the relative comfort students have the right to expect. Careful attention to the creation of the conditions outlined by several writers on this subject will help universities develop an improved strategy for the retention of Native students. A condensed list of the actions they recommend are as follows:

- Establish measures designed to improve the social climate on campus for Native students.
- Establish the presence of culturally sensitive counseling and advising.
- Provide assurances for adequate financial aid.
- Comprehensive support services.
- Creation of structures for the enhancement of peer support.
- Provide for the presence of role models within staff, faculty, and administrative ranks.
- Create means for the participation of family and the Native community in the support system of the Native student.

Finally, regarding the type of training necessary to increase the number of Native educators in the schools Native children attend, a description of the programs required already has been detailed. They include a combination of nested and field-based training experiences that attempt to accommodate the individual needs of Native collegians while at the same time accounting for the differential training content needs of teachers and administrators who must do a better job of serving Native children. The value of nested programs already has been established and exemplified by various institutions including The Pennsylvania State University and Harvard University for graduate programs, and Cornell University and the University of North Dakota for undergraduate programs. The value of field-based programs also has been demonstrated by various tribal organizations in cooperation with a nearby university. The field-based programs proposed will be similar to, but presently are conceived as being more intensive than, those previously demonstrated.

The cost of these programs could be significant if they are adopted extensively in the states with the greatest number of Native students or by those institutions with the greatest interest. On the other hand, one must ponder the cost we will continue to endure, in both human and capital terms, if we fail to find the resources to perform the tasks implied by all the above.

It is suggested that the cost of all these programs should be shared by all of those entities which will benefit. This includes federal, tribal, and state governments and the institutions themselves. A creative use of existing financial structures may be capable of meeting the requirements although a restructuring of priorities probably would be necessary. However it is obvious that in addition to the restructuring of priorities, an infusion of new funds also will be required. But, it is clear that the benefits of this investment will far outweigh the outlay in the years to come. If change in this regard is not forthcoming, we can expect that existing conditions will become worse as years pass. We can only hope that those with the power to make changes will have an equal amount of courage.

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About the Author

Grayson Noley is an associate professor at Arizona State University. He is a member of the Choctaw Tribe of Oklahoma. At The Pennsylvania State University, Dr. Noley served as the director of the American Indian Education Policy Center and director of the American Indian Leadership Program. He also served as Director of Education for the Cherokee Nation of Oklahoma.

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