



INTERNATIONAL AND DEVELOPMENT EDUCATION

Ethnic Minority-Serving Institutions

Higher Education Case Studies
from the United States and China

Weiyan Xiong

palgrave
macmillan

International and Development Education

Series Editors

W. James Jacob
Collaborative Brain Trust
American Fork, UT, USA

Deane E. Neubauer
East-West Center
Asia Pacific Higher Education Research
Honolulu, HI, USA

The *International and Development Education* Series focuses on the complementary areas of comparative, international, and development education. Books emphasize a number of topics ranging from key higher education issues, trends, and reforms to examinations of national education systems, social theories, and development education initiatives. Local, national, regional, and global volumes (single authored and edited collections) constitute the breadth of the series and offer potential contributors a great deal of latitude based on interests and cutting-edge research. The series is supported by a strong network of international scholars and development professionals who serve on the International and Development Education Advisory Board and participate in the selection and review process for manuscript development.

SERIES EDITORS

W. James Jacob

*Vice President of Innovation and International, Collaborative Brain Trust
Fulbright Specialist, World Learning and U.S. Department of State*

Deane E. Neubauer

*Professor Emeritus, University of Hawai'i at Mānoa
Adjunct Senior Fellow, East-West Center*

INTERNATIONAL EDITORIAL ADVISORY BOARD

Clementina Acedo, *Webster University, Switzerland*

Philip G. Altbach, *Boston University, USA*

N'Dri Thérèse Assié-Lumumba, *Cornell University, USA*

Dennis Banda, *University of Zambia*

Carlos E. Blanco, *Universidad Central de Venezuela*

Sheng Yao Cheng, *National Chung Cheng University, Taiwan*

Evelyn Coxon, *University of Auckland, New Zealand*

Edith Gnanadass, *University of Memphis, USA*

Wendy Griswold, *University of Memphis, USA*

Ruth Hayhoe, *University of Toronto, Canada*

Yuto Kitamura, *University of Tokyo, Japan*

Jing Liu, *Tohoku University, Japan*

Wanhua Ma, *Peking University, China*

Ka Ho Mok, *Lingnan University, China*

Christine Musselin, *Sciences Po, France*

Yusuf K. Nsubuga, *Ministry of Education and Sports, Uganda*

Namgi Park, *Gwangju National University of Education, Republic of Korea*

Val D. Rust, *University of California, Los Angeles, USA*

Suparno, *State University of Malang, Indonesia*

Xi Wang, *University of Pittsburgh, USA*

John C. Weidman, *University of Pittsburgh, USA*

Weiyang Xiong, *Lingnan University, China*

Sung-Sang Yoo, *Seoul National University, Republic of Korea*

Husam Zaman, *UNESCO/Regional Center for Quality and Excellence in Education,
Saudi Arabia*

Collaborative Brain Trust

45 W South Temple, #307, Salt Lake City, UT 84010, USA

Asian Pacific Higher Education Research Partnership

East-West Center

1601 East-West Road, Honolulu, HI 96848, USA

More information about this series at

<http://www.palgrave.com/gp/series/14849>

Weiyan Xiong

Ethnic Minority- Serving Institutions

Higher Education Case Studies from the United
States and China

palgrave
macmillan

Weiyan Xiong
School of Graduate Studies
Lingnan University
Tuen Mun, New Territories, Hong Kong

International and Development Education

ISBN 978-3-030-55791-1

ISBN 978-3-030-55792-8 (eBook)

<https://doi.org/10.1007/978-3-030-55792-8>

© The Editor(s) (if applicable) and The Author(s), under exclusive licence to Springer Nature Switzerland AG 2020

This work is subject to copyright. All rights are solely and exclusively licensed by the Publisher, whether the whole or part of the material is concerned, specifically the rights of translation, reprinting, reuse of illustrations, recitation, broadcasting, reproduction on microfilms or in any other physical way, and transmission or information storage and retrieval, electronic adaptation, computer software, or by similar or dissimilar methodology now known or hereafter developed.

The use of general descriptive names, registered names, trademarks, service marks, etc. in this publication does not imply, even in the absence of a specific statement, that such names are exempt from the relevant protective laws and regulations and therefore free for general use. The publisher, the authors and the editors are safe to assume that the advice and information in this book are believed to be true and accurate at the date of publication. Neither the publisher nor the authors or the editors give a warranty, expressed or implied, with respect to the material contained herein or for any errors or omissions that may have been made. The publisher remains neutral with regard to jurisdictional claims in published maps and institutional affiliations.

Cover illustration: © MirageC / Moment / getty images

This Palgrave Macmillan imprint is published by the registered company Springer Nature Switzerland AG.

The registered company address is: Gewerbestrasse 11, 6330 Cham, Switzerland

*To my lovely wife, Junyi, who keeps inspiring me to explore the beauty of
this world.*

PREFACE

I grew up in the Yunnan Province of China, where 26 ethnic groups are living together. This experience has provided me with a strong sense of the value of diverse ethnic cultures and customs. I enjoyed the harmonious co-existence of different cultures, and treasuring diversity has been an important principle in my mind without even noticing it. After starting my graduate study in the area of higher education, my previous multicultural experiences impacted my study, research, and long-term plans in academia. Finally, I chose the ethnic minority-serving higher education institutions in the United States and China as the topic of my doctoral dissertation.

This book is based on the dissertation, a qualitative comparative study of ethnic minority-serving higher education institutions—Tribal Colleges and Universities (TCUs) in the United States and Ethnic Minority-Serving Institutions (EMSI) in China. To examine how TCUs and EMSIs address challenges in serving American Indians and Alaska Natives (AIANs) and Chinese Ethnic Minorities (CEMs), I conducted a series of in-depth, semi-structured oral interviews with 29 TCU and EMSI administrators and content area experts of AIAN and CEM higher education in the United States and China.

Findings from this study confirm that TCUs and EMSIs play significant roles in providing higher education opportunities to AIAN and CEM students, as well as in preserving indigenous and ethnic cultures and languages. Both TCUs and EMSIs enjoy some similar facilitating factors, including favorable external environments and internal characteristics and efforts. They also face similar challenges, some of which are opposites to the listed facilitating factors. In response to the challenges, TCUs and

EMSIs present some exemplary strategies and good practices, which demonstrate the enormous potential of the education and services they provide to their students and communities. From a comparative perspective, the efforts of TCUs and EMSIs in addressing these challenges sometimes differ because of their respective political and higher education contexts. TCUs tend to have more of a pragmatic and institutional-level focus to solve current problems and continue their successful strategies and practices. In comparison, the efforts of EMSIs are primarily influenced by Chinese national policies, which are not only on higher education but also in other areas like the economy, development, and foreign affairs. Therefore, EMSIs focus on efforts to better take advantage of resources brought by national policies.

This book combines the external and internal voices regarding the development of indigenous and ethnic higher education in the United States and China. The external voices come from the scholars and content area experts in the area of indigenous and ethnic education, while this book also covers the internal voices from the TCU and EMSI senior administrators and faculty members, as well as AIAN tribal leaders and activists. Various voices have enriched the realistic images of these two types of higher education institutions. Meanwhile, this comparative study focuses on the long-lasting ethnic issues within the United States and Chinese higher education to explore the possible ways of changing the disadvantageous situations of AIAN and CEM students, as well as of better preserving their cultures and languages through higher education. Through the comparative study of TCUs and EMSIs on their contexts, roles, challenges, and efforts, this book helps verify and update what we have already known and, more importantly, to explore what we do not yet know, from both internal and external perspectives. In summary, this book provides exemplary strategies and good practices of TCUs and EMSIs in addressing challenges, which can be applied to each other to serve AIAN and CEM students and communities better, as well as to preserve their cultures and languages better.

In the research journey, besides the stories of each selected TCU and EMSI and those told by content area experts, the attitudes and determination for a bright future of each interviewee much impressed me. Given the challenges derived from the underrepresented status of AIAN and CEM students and institutions in higher education and the mainstream societies, TCU and EMSI administrators and faculty members, as well as scholars, are fully committed to fighting for high-quality education for their

students and preserving their cultures, languages, and identities. They are the heroes fighting for the beauty of diversity in this world.

In the interview, one TCU president shared that challenges are not terrifying because they mean the institution and tribal group are still alive and fighting against challenges. “Because we have those challenges, it means we are still around, and we are still here. If we are not faced with them, it means we are done, and we are not around anymore. Because we have them, and they are difficult, we can take confidence in addressing them.” Keeping faith and a positive attitude to all challenges is the best lesson I learned in conducting this research and writing this book. I hope every human being and every group of people can enjoy the braveness of pursuing beautiful things and truth.

Tuen Mun, New Territories, Hong Kong

Weiyan Xiong

ACKNOWLEDGMENTS

It was a fantastic journey in my life to complete this study. However, I clearly understand it would not be possible and achieved without the tremendous support I received along the way. The gratitude first goes to my doctoral advisor, Dr. James Jacob, for his guidance, encouragement, and friendship. He will always be my role model in academia. The other members of my dissertation committee, Prof. Richard Donato, Prof. Stewart Sutin, Prof. Jean Ferketish, and Prof. Bateer Chen, have inspired me by their fruitful academic achievements and rigorous reviews on my dissertation. Meanwhile, I want to thank Prof. Martín Sánchez-Jankowski and Dr. Christine Trost for hosting me as a Visiting Student Researcher at the Joseph A. Myers Center for Research on Native American Issues of UC Berkeley, where I successfully completed the data collection of this study with their generous support.

In particular, I cannot express my appreciation ever enough to all participants in this study. As scholars and practitioners, they are the heroes in the frontline fighting for educational equality and defending the beauty of diversity. Every conversation with them inspired me and helped me grow, not only academically but also personally.

Finally, the love from my family supports me in conquering all obstacles of life, and they encourage me to be a better person. A special thanks to my wife for her accompanying and inspiring. It is she who reminds me to notice and enjoy the beauty of this world.

Praise for *Ethnic Minority-Serving Institutions*

“Ethnic issues are long-lasting problems confronting China and the USA not only socially and economically but also politically. The book offers comparative and international perspectives in examining the role of higher education in changing the disadvantageous situations of AIAN and CEM students. Based upon strong empirical studies in China and the USA, this book provides fresh insights and critical analysis for understanding the cases of TCUs and EMSIs on their contexts, roles, challenges, and efforts, especially highlighting the strategic importance of better preserving their cultures and languages through higher education. This book should be read by researchers, academics, policymakers, and postgraduate students in the field of development studies and comparative education.”

—Ka Ho Mok, *Vice-President and Lam Man Tsan
Chair Professor of Comparative Policy, Lingnan University, Hong Kong*

“Xiong’s work presents the realistic situations of ethnic minority-serving institutions in the US and China. It helps make TCU and EMSI stakeholders’ voices heard, not only by academia, but also by policymakers for the development of indigenous and ethnic higher education and the preservation of native cultures, languages, and traditions.”

—Wanhua Ma, Professor, *Graduate School of Education,
Peking University, China*

“The succinct comparative analysis by Weiyan Xiong of higher education in select American Indian, Alaskan Native, and Chinese Ethnic Minority regions will position the reader to better understand how institutions serving them evolved, the challenges they encountered and suggestions for the future. Xiong’s meticulous research and thoughtful analysis renders a valuable contribution to our scholarship in this important field of study. It is a must read!”

—Stewart E. Sutin, *Clinical Professor of Administrative and
Policy Studies (retired), University of Pittsburgh, USA*

“There are two biggest higher education countries in the world, the US and China. The former has a well-developed higher education system while the latter has the largest number of college students. How to treat minority students in the respective higher education system is an exciting and valuable topic for comparative study. In Xiong’s work, the historical development, challenges, and strategies

of minority higher education in these two countries are deeply explored. This is a vitally important book not only for academic research but also for the dialogue among civilizations.”

—Bateer Chen, Professor, *Zhou Enlai School of Governance,
Nankai University, China*

“I highly recommend this book at a time when attention has turned toward preserving and drawing upon culture, language, and local knowledge as a core mission of tribal colleges and universities and ethnic minority-serving institutions. Xiong’s comparative study of institutions serving American Indians, Alaska Natives, and ethnic minorities in China serves as a lens through which to view the successes and challenges of these institutions and provides a pathway to their sustainability and improvement. By representing the voices of scholars in the field, administrators and faculty, and students participating in these institutions, Xiong has provided external and internal perspectives on the cross-cultural experiences of institutions. Through his study, he creates a realistic picture of what it means to valorize indigenous knowledge as a powerful source of learning and development. Xiong concludes his comparative analysis by highlighting best practices for the improvement of tribal colleges and universities and of ethnic-minority institutions and provides a blueprint for a promising future.”

—Richard Donato, Professor and Chair, *Department of Instruction
and Learning, University of Pittsburgh, USA*

CONTENTS

1	Introduction	1
1.1	<i>Research Purpose and Questions</i>	2
1.2	<i>Significance of This Book</i>	3
1.3	<i>Book Structure</i>	3
	<i>References</i>	4
2	American Indians and Alaska Natives and Chinese Ethnic Minorities: Demographics and Higher Education	5
2.1	<i>A Demographic Review of American Indians and Alaska Natives, and Chinese Ethnic Minorities</i>	5
2.2	<i>An Overview of Higher Education for American Indians and Alaska Natives, and Chinese Ethnic Minorities</i>	10
	<i>References</i>	26
3	American Indian and Alaska Native and Chinese Ethnic Minority Higher Education: Evolution, Characteristics, and Challenges	31
3.1	<i>Evolution of American Indian and Alaska Native and Chinese Ethnic Minority Higher Education</i>	31
3.2	<i>Characteristics of American Indian and Alaska Native and Chinese Ethnic Minority Higher Education</i>	46
3.3	<i>Common Challenges for Tribal Colleges and Universities, and Chinese Ethnic Minority-Serving Institutions</i>	55
	<i>References</i>	58

4	Research Design	67
4.1	<i>Analysis Framework</i>	68
4.2	<i>Study Participants</i>	70
4.3	<i>Data Collection and Analysis</i>	72
	<i>References</i>	75
5	Roles in Support of Indigenous/Ethnic Minority Peoples	77
5.1	<i>Roles of Tribal Colleges and Universities</i>	77
5.2	<i>Roles of Ethnic Minority-Serving Institutions</i>	83
	<i>References</i>	88
6	Facilitating Factors in Serving Indigenous/Ethnic Minority Peoples	89
6.1	<i>Facilitating Factors for Tribal Colleges and Universities</i>	89
6.2	<i>Facilitating Factors for Ethnic Minority-Serving Institutions</i>	96
7	Challenges in Serving Indigenous/Ethnic Minority Peoples	103
7.1	<i>Challenges Faced by Tribal Colleges and Universities</i>	103
7.2	<i>Challenges Faced by Ethnic Minority-Serving Institutions</i>	111
8	Meeting Challenges: Highlights of Strategies and Practices in Serving Indigenous/Ethnic Minority Peoples	119
8.1	<i>Highlights of Tribal Colleges and Universities</i>	119
8.2	<i>Highlights of Ethnic Minority-Serving Institutions</i>	127
	<i>References</i>	134
9	Into the Future: Better Development	135
9.1	<i>Suggestions for Tribal Colleges and Universities</i>	135
9.2	<i>Suggestions for Ethnic Minority-Serving Institutions</i>	142

10	Discussion: A Comparative Analysis	149
10.1	<i>Roles</i>	149
10.2	<i>Facilitating Factors</i>	152
10.3	<i>Challenges</i>	156
10.4	<i>Strategies and Good Practices</i>	159
10.5	<i>Future Development</i>	161
10.6	<i>Reflective Remarks</i>	163
	<i>References</i>	163
11	Conclusion and Recommendations	167
11.1	<i>Conclusion</i>	167
11.2	<i>Recommendations</i>	168
	Appendix	171
	Index	179

ABBREVIATIONS

AAIA	Association on American Indian Affairs
AANAPISIs	Asian American and Native American Pacific Islander Serving Institutions
AIAN	American Indian and Alaska Native
AICF	American Indian College Fund
AIHEC	American Indian Higher Education Consortium
ANNHSIs	Alaska Native and Native Hawaiian Serving Institutions
BIA	Bureau of Indian Affairs
BIE	Bureau of Indian Education
CAE	Content Area Expert
CEM	Chinese Ethnic Minority
CMOE	China's Ministry of Education
CPC	Communist Party of China
DOI	Department of the Interior
EM	Ethnic Minority
EMCUs	Ethnic Minority Colleges and Universities
EMSIs	Ethnic Minority-Serving Institutions
FPCC	Fort Peck Community College
GACCPGC	Governmental Administration Council of the Central People's Government of China
HBCUs	Historically Black Colleges and Universities
HE	Higher Education
HEI	Higher Education Institution
ICT	Information and Communications Technology
IEAA	Institution in Ethnic Autonomous Area
LBHC	Little Big Horn College
NASIs	Native American-Serving Non-Tribal Institutions

NIEA	National Indian Education Association
NBSC	National Bureau of Statistics of China
NCES	National Center for Education Statistics
NHEEE	National Higher Education Entrance Examination
OIE	Office of Indian Education
PBIs	Predominantly Black Institutions
PRC	People's Republic of China
SCC	State Council of China
SEACC	State Ethnic Affairs Commission of China
TCUs	Tribal Colleges and Universities
UNESCO	United Nations Educational, Scientific and Cultural Organization
US	United States
USC	United States Code

LIST OF FIGURES

Fig. 2.1	Percent of degrees conferred to AIANs, compared to the US total, 1976–2016. <i>Source:</i> NCES (2017, Table 321.20, Table 322.20, Table 323.20, and Table 324.20)	13
Fig. 2.2	The percent of EM undergraduate students at 2- and 4-year HEIs, 1950–2015. <i>Source:</i> Author’s calculation based on data from CMOE (2017a)	17
Fig. 2.3	Percent of AIANs enrolled in TCUs of the total degree-granting HEIs enrollment, 1997–2016. <i>Sources:</i> Author’s calculation based on the data from NCES (2000, Tables 211 and 222; 2001, Table 221; 2002, Table 220; 2003, Tables 207 and 219; 2004, Table 222; 2005, Table 219; 2006, Tables 205 and 218; 2008, Table 229; 2009, Table 239; 2010, Table 239; 2011, Tables 236 and 249; 2012, Table 253; 2013, Table 280; 2014, Table 312.50; 2015, Table 312.50; 2016, Table 312.50; 2017, Tables 306.10 and 312.50). <i>Note:</i> Data for 2004 and 2008 is not available on the NCES website	22
Fig. 2.4	Percent of associate’s and bachelor’s degrees awarded to AIANs by TCUs, 1999–2016. <i>Sources:</i> Author’s calculations based on data from NCES (2003, Table 219; 2004, Table 222; 2005, Table 219; 2006, Table 218; 2007, Table 223; 2008, Table 229; 2009, Table 239; 2010, Table 239; 2011, Table 249; 2012, Table 253; 2013, Table 280; 2014, Table 312.50; 2015, Table 312.50; 2016, Table 312.50; 2017, Table 312.50)	23
Fig. 4.1	Analysis framework. <i>Note:</i> This framework is adopted from Xiong and Jacob (2020)	70

LIST OF TABLES

Table 2.1	The US total and AIAN populations, and selected tribal groupings, 2000–2016	7
Table 2.2	China’s EM group population, 1953–2010	9
Table 2.3	Total fall enrollment of AIANs in degree-granting HEIs, 1976–2016 (in thousands)	11
Table 2.4	Graduation rates for AIAN and total students, 1996–2010	12
Table 2.5	Current federal-level policies of AIAN HE	14
Table 2.6	CEM students enrolled in HEIs, 2004–2016 (in thousands)	16
Table 2.7	HE population of China, Han people, and selected EM groups, 1990–2010	17
Table 4.1	Selected TCUs	72
Table 4.2	Selected EMSIs	73
Table 4.3	CAEs and their areas of expertise	74



Introduction

American Indians and Alaska Natives (AIANs) in the United States and Ethnic Minorities (EMs)¹ in China are both underrepresented groups in their higher education (HE) systems regarding access and attainment. Also, their cultures and languages confront challenges in contemporary societies dominated by mainstream cultures and languages, as well as the trend of globalization. Tribal Colleges and Universities (TCUs) in the United States and Ethnic Minority-Serving Institutions (EMSI) in China increasingly play a significant role in changing the disadvantageous situations of AIAN and Chinese Ethnic Minority (CEM) students in both HE systems. Also, they are critical in AIAN tribal nation building and CEM policy implementation, as well as in the preservation of indigenous and ethnic minority languages, cultures, and identities. TCUs and EMSIs face some common challenges such as financial constraints and student readiness for HE and preparation for the job market, as well as unique challenges caused by the specific political and HE contexts in the United States and China.

This book is based on a qualitative comparative study of ethnic minority-serving higher education institutions—TCUs and EMSIs. To answer the central research question—how TCUs and EMSIs address challenges in serving AIANs and CEMs—the author conducted a series of in-depth semi-structured oral interviews with 29 TCU and EMSI administrators and content area experts (CAEs) of AIAN and EM HE in the United States and China.