



Indigenous
Institutes
Consortium

Funding Framework

**REPORT 1: SUMMARY REPORT OF
MEMBER CONSULTATION/SITE VISITS**

Prepared by Beverley Roy, Indigenous Institutes Consortium and William Summers, Summerlee & Associates

Leaders in lifelong learning



“

*What we are doing is
Mshiigaade – clearing,
opening the path to where
we want to be.*

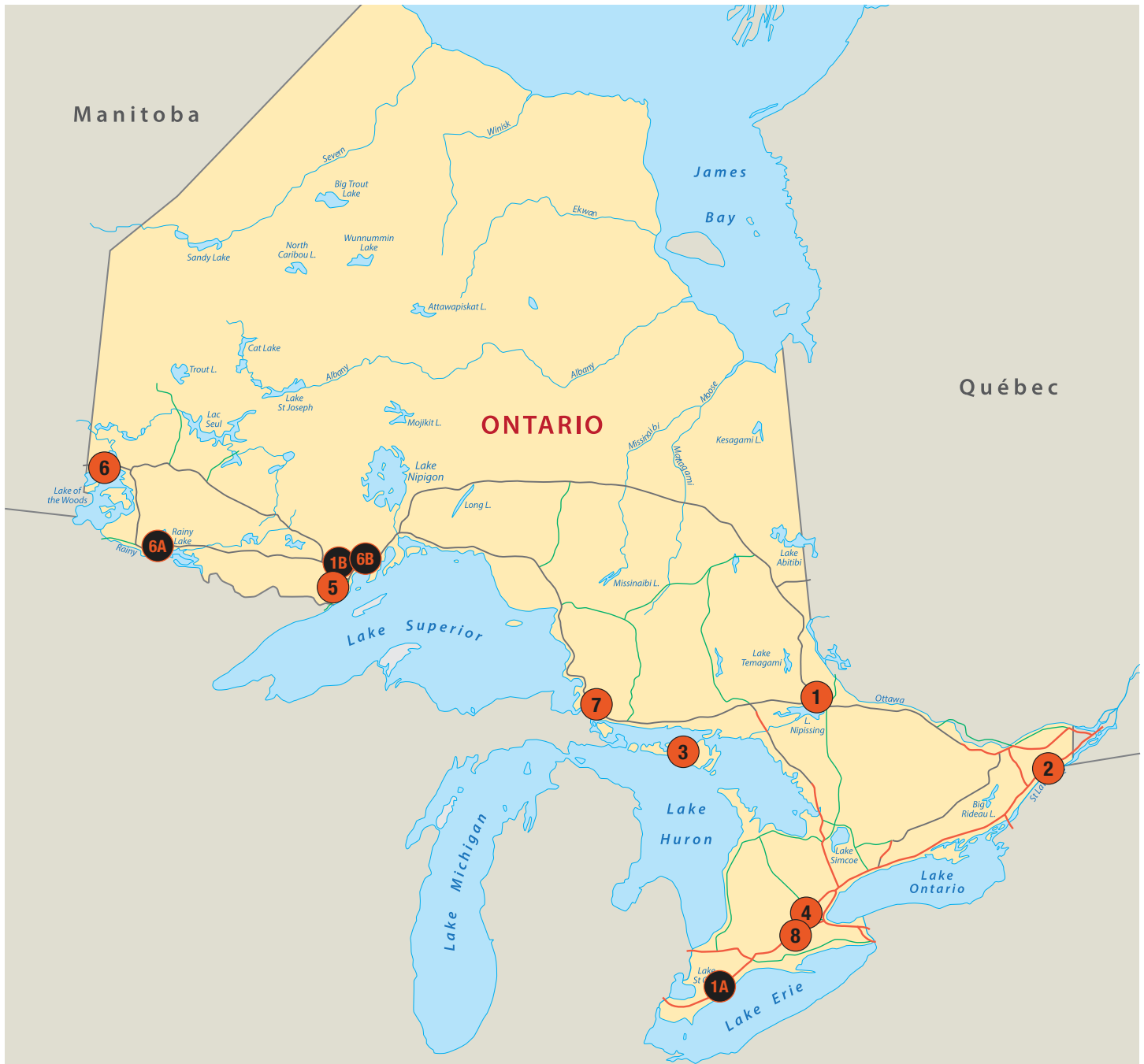
”

IIC Member, Planning session, April 2018



Table of Contents

Introduction	3
Background	3
Purpose of Summary Report	4
Consultation/Site Visit Process	4
Highlighted Observations – Ontario’s Indigenous Institutes Sector	5
General/Overview of Sector	9
Long Term Goals, Aspirations and Unique Roles of Indigenous Institutes	9
Highest Priorities in Short Term	10
Improvements Ensuring Student Access	11
Overall Funding Levels	12
Enrolment Expectations, Growth and Factors Impacting Growth	12
Needs-based Budget Forecast - Period Ending 2022-2023	12
Quantifiable Outcomes & Results for Government Budget Submissions	13
Funding Allocation Considerations	14
Guiding Principles Supporting Provincial Funding Allocation Decisions	14
Factors for Consideration in Funding Allocation Approaches/Models	15
Approaches in Small Enrolment Change Situations	16
Achieving Graduation: Additional Costs	16
Transition and PSE Programs: Emerging Cost Categories	17
Greatest Variable in Delivery Elements Amongst Programs	18
Defining and Differentiating Full-time and Part-time Students	18
Other Issues and Concerns in Addition to Survey Questions	19
Next Steps	20
Appendix A: Member Site Visits Dates & Locations	21
Appendix B: Survey Discussion Questions for Site Visits/Consultation Meetings	22
Appendix C: Funding Principles/Excerpts from 2017 PCCT Funding Working Group Report	24



Indigenous Institutes

1

Anishinabek Educational Institute (Nipissing)

1A

Muncey-Delaware Campus

1B

Fort Williams Campus

2

Iohahi:io Education and Training Centre (Akwasasne)

3

Kenjgewin Teg Educational Institute (Manitoulin Island)

4

Ogwehweh Skills and Trades Training Centre (Six Nations of the Grand River)

5

Oshki-Pimache-O-Win: The Wenjack Education Institute (Thunder Bay)

6

Seven Generations Education Institute (Kenora)

6A

Fort Francis Nanicoost Campus

6B

Thunder Bay Office

7

Shingwauk Education Trust (Garden River First Nation)

8

Six Nations Polytechnic (Six Nations of the Grand River)



Introduction

The overall goal of the Ontario based Indigenous Institute Consortium (IIC) funding framework project is to continue working with governments within a continued spirit of co-creation and establishing a funding framework for long-term adequate, stable, predictable funding. The immediate critical priority is fair operating and capital funding for Indigenous Institutes. The development of funding submissions to governments represents a significant opportunity for IIC members and partners to clearly outline fiscal needs, establish common fiscal priorities and prepare advice about the principles /methodologies that should be used to allocate operating and capital funds amongst Ontario's Indigenous Institutes.

With an approach that aimed to gather combined qualitative and quantitative information, the primary goal of the project was to develop a potential framework/ methodology for allocating funds amongst the institutes and to recommend the components of a funding submission that could be submitted to the Ontario Government in 2018. With data successfully collected and analyzed, a funding submission from the IIC will address both operating and capital funding issues and recommend needed funding levels for the Indigenous Institutes sector.

Background

Over several decades, Indigenous Institutes in Ontario have grown and developed without sustained financial commitments in operating funding from federal or provincial governments. In 2017, the Ontario Government announced a multi-year funding commitment and the passing of the Indigenous Institutes Act (2017) which recognized Indigenous institutions as a unique and complementary pillar of Ontario's post-secondary education system. The Indigenous Institutes Act, 2017 has created new space for opportunities in innovation that support the future development and growth of recognized Indigenous Institutes in Ontario.

As a result of historical practice of independently reaching their growth and position in Ontario's PSE landscape because of ad-hoc project funding, there is considerable diversity in the financial resource bases of Indigenous Institutes. For this reason, developing a comprehensive and responsive funding strategy that recognizes this diversity, while also providing equitable funding amongst Indigenous Institutes, is needed.

Supported by the Ministry of Training, Colleges and Universities, the IIC determined that there was a need for its members to proactively lead, develop and articulate funding needs, and an allocation methodology for its members. This approach is intended to support both the short and long-term funding needs of members within the newly recognized sector.



Purpose of Summary Report

This report summarizes, at a sector-wide level, initial insights into IIC members' perspectives in developing a sector-driven solution to funding and allocation alternatives for Ontario's newly recognized 'third pillar' in post-secondary education (PSE). This summary report does not identify input from individual institutes. The goal is to provide a broad understanding of consensus and divergent views within the sector.

Overall, the consultations/site visits sessions provided valuable insights into the history, values, aspirations, priorities and needs of each of the participating institutes.

The information and understanding gained through these discussions provides foundational steps in the development of a funding model/approach and recommendations for the IIC's board to consider.

Consultation/Site Visit Process

The IIC engaged sector consultants familiar with Ontario's existing college sector funding advocacy roles as well as provincial post-secondary funding formula frameworks. The consultants supported IIC staff in creating a discussion process intended to gather data from Indigenous Institutes, develop options and prepare recommendations.

As first steps, Indigenous Institutes in Ontario were invited to participate, as well as review in advance, a qualitative and quantitative survey for engagement and discussion during scheduled site visits at the various institute locations. The consultation/site visit process was intended to ensure that the consultants understood the strategic directions, priorities and needs of each of the institutes and to gather valuable qualitative and quantitative input for the process.

Most consultations/site visit sessions were scheduled in June 2018 with one site visit completed in August 2018. Seven consultation sessions were attended by Beverley Roy, Director of Policy, IIC and William (Bill) Summers of Summerlee and Associates. The average length of each consultation/site visit was four to five hours. The dates and locations of the consultation sessions are listed as Appendix A. Prior to the individual consultation meetings, all institutes were provided a list of the planned discussion questions to be used during

their scheduled site visit; a copy of the discussion questions used for the consultations/site visits is included as Appendix B.

This summary report is based upon consultation/site visit meetings with the following participating Indigenous Institutes (the following are also members of the IIC):

- Iohahi:io Akwesasne
- Kenjgewin Teg
- Ogwehoweh Skills and Trades Training Centre
- Oshki-Pimache-O-Win: Wenjack Education Institute
- Seven Generations Education Institute
- Shingwauk Kinoomaage Gamig
- Six Nations Polytechnic

Institutes were invited to provide confirmed written responses as a result of the site visit, as well as provide any additional supplementary material they felt would add further insight to their Institute's vision, mission and short and long-term funding needs.

Except for the next section, the original consultation questions have been used to organize and summarize the sector-wide feedback provided by the Institutes.

Highlighted Observations – Ontario's Indigenous Institutes Sector

This section highlights some of the commonalities and differences amongst the participating Indigenous Institutes. In considering the visions, missions, governance structures, programs, research activities, community role and aspirations of the Institutes, there is both a great commonality of purpose as well as some important differences. The extent of common goals and interests as opposed to the degree of divergent interests is a key consideration in the approach and development of a funding allocation policy and advocacy strategies.

All participating Institutes make important localized contributions to increasing post-secondary access, participation and attainment among Indigenous learners by providing student centred, responsive and high-quality programs.

All institutes are mandated by their communities and reflect a rich **diversity of educational purposes**; their contributions to cultural sustainability are the fundamental distinguishing characteristic between the Institutes and mainstream colleges and universities.

- All the Institutes are deeply and passionately committed to preserving and strengthening Indigenous languages, traditions and culture, and play an essential role in the promotion of cultural learning and language acquisition.
- The promotion of lifelong learning is important across the sector and some institutes have devoted considerable resources and energy to supporting the lifelong learning needs in their communities.
- While all institutes offer post-secondary programs/ courses, some also deliver secondary education, and several have a particularly strong focus on trades training.

- A key common dimension of essential institutional programming is academic and skills upgrading intended to ensure access and success for learners.
- The relative importance of trades, diploma and degree programs varies amongst the Institutes. Each Institute delivers a unique program mix because of direct community responsiveness.
- Each Institute's decisions about credentials and programming are driven by the needs of the local community and are delivered to meet local and regional labour market demand.
- Some institutes have expressed a strong interest and commitment to Indigenous research and knowledge creation as part of their vision and mission.

There is also considerable and significant variability in the level of **operating and capital resources** available to each of the Institutes. This is likely the result of many factors, including but not limited to: enrolment levels; successes in attracting additional federal and provincial project funding outside of MAESD's post-secondary funding for Indigenous Institutes (in support of lifelong learning mandates); the nature and variability in college/university partnership agreements; relative program delivery costs; success in securing Strategic Investment Funds (SIF); external, private sector partnerships and contributions, and lastly, a tendency of governments to base funding allocation decisions upon historical budgets.



This variability in resources points to a **common systemic fiscal issue** facing all the institutes. The newly recognized sector lacks a secure, predictable and adequate funding base to enable the Institutes to support core functions, build capacity and provide quality, culturally relevant educational experiences to students and communities. There was widespread agreement that the absence of adequate operating and capital fiscal resources poses a great risk to the Institutes and severely limits the capacity to grow and develop as the “third” pillar in Ontario’s post-secondary sector.

In many of the consultation meetings, the sensitivity of the ministry’s allocation decisions of the provincial operating funds (as a result of Ontario’s enhanced investment) was expressed. Several Institutes expressed the view that while financial enhancements to date have provided some immediate relief, their Institute’s budget allocations continue to greatly challenge institutional plans for growth and stability. It was expressed by several members that a clear understanding of the basis of the ministry’s last allocation decisions is needed.

While most Institutes are non-profit corporations, there are considerable differences in the **governance structures**. While several of the Institutes are governed by an independent board, some institutes operate as departments/divisions within broader organizations and/or as part of local community administrations. At least one institute is fully independent but at the same has a unique, extremely close partnership with the local mainstream institution. While there are significant governance structural differences, it is important to recognize that the commonality of Institutes remains such that the ultimate governing authority is the communities being served. Board members and/or representatives come from the communities directly served by the respective Institute.

An important discussion with the Institutes included perspectives on **funding principles**. Based upon comments and suggestions about the draft principles (Appendix C), the following is proposed as an updated statement of funding principles, including policy and other considerations which may be used by the IIC as a starting point in assisting governments to determine funding levels, policies and allocation methods.

- The *autonomy* of Indigenous Institutes needs to be respected while also meeting Ontario’s PSE responsibilities with respect to public reporting and accountability.
- Funding approaches and outcomes need to provide *stable, predictable, adequate* and *equitable* funding within Ontario’s sector.
- The funding model will provide institutes with the *flexibility* to allocate funds as dictated by community needs and priorities.
- The funding and allocation model must be *responsive to the diversity* and unique needs of the Indigenous Institutes as a sector (examples: culture and language programming, enhanced student support, PSET preparatory and academic upgrading programs).



Policy and other considerations:

- Given the differentiation within the sector, the funding model must be responsive to the diversity of the Institutes, such as size, geography, programming and capacity.
- Funding levels and resulting policy need to support Indigenous Institutes to develop as a sector with the capacities of publicly funded PSE institutions. Funding needs to support capacity building and development costs.
- Institutes must have access to all funding sources, such as capital and research funding, that is available to the mainstream institutions.
- The funding model must recognize the distinct role and needs of Indigenous Institutes and their learners, including unique factors in the delivery of programs to Indigenous communities in rural, northern and remote areas, and support Indigenous cultures and languages.
- Institutes need the financial decision-making authority to determine the optimum mix between the joint delivery of programs with partner institutions and the sole delivery of programs by the Indigenous Institutes.
- External fundraising and resource development should not negatively impact the government's allocations to individual Institutes.
- Institutes must have enough resources to support their students and contribute to higher employment levels for Indigenous people.

In conclusion, despite the very significant differentiation within the sector and variation in the financial resources available to each institute, there remains much in common: a deep commitment to strengthening Indigenous, localized customs, culture, and languages; a focus on student support; and development of programs that are responsive to community labour market needs. The overarching common fiscal issues facing the sector are both urgent and complex.

Both the commonalities and differences found amongst institutes, as described in this report, suggest that the IIC can be a critically important vehicle to address common issues as determined by its members. The IIC can also become a critical voice in advocacy to various levels of governments in collectively articulating fiscal needs, which includes its operating, capital, and student assistance needs, as well as urgent policy improvements needed to support the work of Indigenous Institutes as the “third pillar” in Ontario’s PSE landscape.

The following sections highlight in sequence, based on actual survey discussion questions, summarized, more detailed responses and comments expressed by participating members during their site visits.



“

*I want our institute to
be a first or second
choice for students,
not a final choice.*

”

IIC Member, Planning session, April 2018



General/Overview of Sector

Long Term Goals, Aspirations and Unique Roles of Indigenous Institutes

Survey Question 1: What are your long-term goals for the Institute? What are your hopes for your institute in five years' time? Do you see your Institute playing a particularly unique role in your sector?

There is considerable differentiation within the sector and that differentiation results in a range of long-term goals related to the plans for institutional and program growth, and the types of new credentials to be granted in the sector. All Institutes, however, expressed similar goals with respect to improving the student learning experience, strengthening governance processes, deepening community engagement, growing enrolment, expanding program offerings that lead to a credential from the Institutes and building internal capacity. Most importantly, the goal of strengthening the Institute's strategies, programs and activities to support and revitalize Indigenous language and culture was considered as an essential priority.

The following points with resource and funding implications were raised,

- The reliance on project-based funding arrangements must change immediately, with movement toward a more stable and predictable system.
- Supporting Indigenous identity development for students and community throughout the learning process (via language, history, arts, etc.), which includes supports for wellbeing (emotional, physical, spiritual and intellectual) into the student experience has significant financial implications.
- As culturally relevant places of teaching and learning, the development and expansion of land-based learning opportunities also requires additional fiscal resources not found in the mainstream sector.
- Stable, predictable and adequate funding is an essential need and will enable the institutes to undertake multi-year program planning, and to be more responsive to community needs.
- Recruitment and retention of staff and faculty resources are a significant challenge because of constrained funding; there is a need to ensure core administrative staff and permanent faculty positions exist across the sector.
- Stable and appropriate funding levels will enable the Institutes to support adequate staffing and competitive sector compensation.
- Access to minor and major capital funding is another critical priority; some institutes are operating at capacity and it is impossible to pursue growth plans because of the limitations of physical space. Physical plant constraints are resulting in lost opportunities for some Institutes which includes insufficient student support space. Capital funding is critically needed for both new buildings and renovations.
- In addition to the needs for new construction and renovations, funding for minor capital such as computer and lab facilities, smart classrooms and other technology upgrades is needed.
- Insufficient funding is severely restricting the ability of Institutes to achieve their strategic goals, adequately support the student learning experience, serve their communities and develop the capacity to evolve as full post-secondary organizations.

Highest Priorities in Short Term

Survey Question 2: What are your highest priorities for the next few years (e.g. programs, credentials, student support, facilities, community engagement)?

This question is related to the first question above and was intended to further distinguish and highlight the Indigenous Institutes' short-term priorities. Priorities that were cited by more than one institute include (not listed or presented in any order of priority):

- Focus on language and culture as a foundation for all programs; ensure that Indigenous content is incorporated into all programs.
- Develop new programs that are grounded in Indigenous culture.
- Improve outreach to and enhanced accessibility for local communities.
- Expand land-based learning opportunities,
- Establish new delivery methods, such as hybrid learning, and expansion of online learning opportunities for students.
- Improve supports for students, such as expanded academic upgrading and transition programs and better support for students in all programs, including career-based programs.
- Focus on capacity building: establish new staffing positions to meet core administrative requirements. Examples of such positions include: registrar, finance manager, research/development officer, recruitment office, executive assistant, information technology staff and full-time faculty.
- Strengthen the internal quality assurance processes.
- Implement new recruitment strategies.
- Enhance the profile and perception of the Institute within the community and establish it as a more viable option for continued learning in the community, and establish it as the learning “destination of choice” for students.
- Ensure that Institutes have the appropriate facilities to support growth and development.
- Improve facilities/capital assets.
- Assess the viability/feasibility of establishing student residences.

Improvements Ensuring Student Access

Survey Question 3: What are the top 3 or 4 changes or improvements that are needed to ensure student access to the Institute?

While a range of potential improvements were suggested, the responses are complementary and provide a valuable inventory of the changes needed across the sector to support student access. The specific changes/improvements suggested include (not listed or presented in any order of priority):

- Improve the assessment of incoming students, including, but not limited to, academic assessments, enhanced/relevant assessment tools and use of technology in admissions.
- Expand opportunities for students to complete academic upgrading for access to programs.
- Better counselling (personal) for students, beyond the academic supports and traditional student services provided in the mainstream sector.
- Strengthen the quality of labour market information and guidance to assist students in making informed educational and career decisions.
- Improve financial aid counselling for students and increase the level of financial aid opportunities available; consider establishing an OSAP office at every Institute.
- Improve the application process to programs, streamline and clarify the application, admissions and offers process between the institutes and their respective partners.
- Expand online/e-learning training and support for staff to use technology.
- Improve student access to technological resources to support student success strategies.
- Improve transportation services for students as the absence of public/community transportation directly limits student access.
- Expand child care options/opportunities to support post-secondary student enrolment decisions.
- Offer housing spaces by building student residences.
- Improve funding to strengthen program planning and create a more stable base of faculty, thereby improving student retention.

Overall Funding Levels

Enrolment Expectations, Growth and Factors Impacting Growth

Survey Question 4: What are your expectations about enrolment in the next four years, using 2018-19 as the base (Years to include: 2019-20 to 2022-2023)? What is the expected average annual rate of increase? What is needed to have enrolment increases? (It is assumed that enrolment growth should not be achieved at the expense of quality or student support and that it needs to be funded as an additional cost to government).

There is consensus regarding the outlook for enrolment growth, with all Institutes being oriented to annual enrolment growth. Over the next four fiscal years ending 2022-2023, many Institutes reported that an annual growth rate of 20 percent was desirable and achievable provided that necessary, complementing operating funding and capital resources are provided. The following concerns and cautions were raised regarding the ability of Institutes to achieve their planned institutional growth rates (not listed or presented in any order of priority):

- Without an increase in provincial funding, it will not be possible to achieve a 20% annual growth rate,
- Currently, enrolment growth opportunities are limited by physical capacity,
- While growth is the goal of many, there is a need to ensure that programs are of a high quality and that there are jobs for graduates,
- As the Institutes are responsive to community labour market needs, the development of new programs must be done considering emerging community needs,
- The capacity to grow at these levels is dependent on several factors, such as the appropriate level of funding, the establishment of an effective approval process for new programs, and the continuation of positive partnerships with the mainstream institutions. These assumptions will be communicated to governments when the sector is communicating its growth plans.

Needs-based Budget Forecast - Period Ending 2022-2023

Survey Question 5: Can you provide a four-year needs-based budget forecast that would serve the needs of students and fulfill the post-secondary/transitions mandate of your AI*? (AIs will be asked to submit this forecast with the response to the survey) (Note: The financial needs forecast should cover the years between 2018-19 and 2022-23).

All Institutes in the consultation/site visits agreed to return the excel/quantitative data survey.

* Since running the consultations/site visits the IIC has revised its terminology from Aboriginal Institute (AI) to Indigenous Institute. Wherever AI is written it can be replaced Indigenous Institute.

Quantifiable Outcomes and Results for Government Budget Submissions

Survey Question 6: What quantifiable outcomes or results do you think the Institutes should commit to achieve and report for inclusion in the next budget submissions to governments?

In general, there was widespread endorsement of the need for the sector to commit to and report on quantifiable outcomes and many of the potential outcome measures were cited by many Institutes. There was also a commonly held view that the system of outcome measures should be based upon both quantitative and qualitative data. It was suggested that it would be helpful to have a better understanding of the accountability requirements for Ontario's mainstream institutions.

The Institutes state that they are currently highly accountable as they have existing evaluation and reporting processes in place. In discussing potential outcome measures for the sector, several institutes suggested that there could be a mix of sector-wide and institution specific indicators to allow individual Institutes the ability to reflect individual missions in outcome measures.

Several Institutes also highlighted their accountability to the Indigenous communities and their students. There were several examples provided of the work undertaken by Institutes to engage students and employers for securing feedback. There was also discussion of the complexity associated with measuring the impact of the experience on students and communities. It was argued that some of the outcome measures can only be measured through longitudinal research.

The following is a list of the potential indicators that were suggested (not listed or presented in any order of priority):

- Enrolment growth
- Participation rates
- Student satisfaction and engagement
- Retention and graduate rates
- Engagement with Indigenous communities
- Preservation of Indigenous culture
- Employment outcomes

Overall, the sector is prepared to engage in a process to articulate and report on some sector-wide outcome measures. While it may take time to develop a process and agreement regarding the precise indicators to be used and the associated methodologies, commitment to the development of an outcome measures framework will be required.

Funding Allocation Considerations

Guiding Principles Supporting Provincial Funding Allocation Decisions

Survey Question 7: What principles should guide the approach to allocating the provincial funds? (The draft principles developed by the Working Group are attached as a reference). Are there any principles you don't agree with? Are there any principles you think are important that are missing?

There were widespread and diverse discussions regarding the principles that should guide the allocation of provincial funds. Several Institutes highlighted some of the key statements in the draft statement developed by the Funding Working Group which was one of several technical groups created as part of the Policy Co-Creation Table process (the original draft statement is included as Appendix C).

Views were also expressed that the funding model requires a needs-based approach to ensure that the Institutes secure an appropriate level of base funding to provide basic infrastructure. It was argued that historically based budget allocation models have the effect of keeping smaller institutions in a continuous disadvantaged position. There was also a concern expressed by one Institute about whether a single funding model could meet the needs of a sector with such diversity.

It was also argued by several Institutes that governments must recognize the 'starting point' of the Institutes and be prepared to invest in both capital and operating to allow the sector to grow into its role as the "third pillar". One institute pointed out that previous governments have allocated very significant capital and operating funds to establish new institutions on the right footing, highlighting College Boreal and the University of Ontario Institute of Technology (UOIT) as recent examples of new Ontario institutions introduced into the mainstream post-secondary sector.

Key points regarding funding principles made by Institutes included (not listed or presented in any order of priority):

- Stable and predictable funding is essential.
- Flexibility in the use of funds is essential.
- The sector's funding model needs to be unique to the Indigenous Institutes and support innovation throughout the sector.
- Government funding mechanisms should move away from proposal-based funding approaches as it does not allow for predictability or stability, and severely restricts planning enjoyed by the mainstream sector.
- Government implementation of equitable dedicated funding currently available to colleges and universities (e.g. deferred maintenance funding, mental health services, etc.).
- Northern institutes need additional financial support because of proximity to services in the north. This reality imposes additional fiscal pressures on institutes in these areas and it was expressed by the northern Institutes expressed that they inherently face higher operating costs simply by virtue of their location, which is often overlooked.
- Some Institutes have program delivery structures that are more expensive than other Institutes.
- Capacity building must be a top priority.
- Federal responsibility for funding the Institutes remains a critical need and issue.

Factors for Consideration in Funding Allocation Approaches/Models

Survey Question 8: What factors should be considered in developing approaches or models for allocating the funds amongst the Institutes (such as enrolment, space and geography)? What are the major additional costs of operating in the north?

This discussion question asked what were possible factors that should be considered in developing an approach or model(s) for allocating funds amongst Indigenous Institutes. Examples to start off the discussion were provided, such as enrolment, space and geography as possible factors. There was a consensus with respect to the factors that should be considered (not listed or presented in any order of priority):

- There is a need to consider the higher delivery cost for some programs based on program mix; examples of program types that were frequently cited as “more expensive” include: trades, health sciences and engineering technician programs.
- Enrolment growth should be one factor (but not the only or primary factor) in determining funding levels.
- Costs associated with the preservation and strengthening of Indigenous language and culture need to be a factor.
- There is general recognition that a funding model needs to recognize higher costs faced by northern location institutes.
- Costs related to improving student services and supports should be considered as some institutes may serve students who have greater pathways supports. It may be necessary to consider funding based upon the respective student characteristics and student profiles served at different institutes because of program mix.
- Community-based delivery, and the delivery of programs to northern fly-in communities, is particularly costly and these costs (e.g. faculty travel and other costs) need to be recognized in an allocation approach.
- While enrolment is one factor for allocation, lower rates of enrolment and their rationale needs to be further explored and considered as part of the allocation process. For example, if smaller Institutes need the greatest financial support to build capacity this inherently impacts their ability to grow in the same way as, presumably, larger institutes.
- A base/core funding model should be considered that provides the same base funding to all Institutes.

Additional comments (not consensus) provided by several individual Institutes as important to consider include (not listed or presented in any order of priority):

- New programs must meet local and regional labour market demand, and there must be a need for the program that translates into jobs for graduates.

Relating to this last point of a base/core funding model or approach, there was considerable discussion and some support for recognition of core services/functions at all Institutes regardless of enrolment levels. There was, however, no consensus regarding what type or specific core services/functions would be in such a model/approach, or what the fiscal size of this approach might require. Additional time and conversation are needed to further conceptualize and define ‘core functions’, the associated costs and the fiscal implications for the sector.

Approaches in Small Enrolment Change Situations

Survey Question 9: Would you like to see funding change with small changes in enrolment or is it more important that funding be stable within small enrolment changes?

There was very limited feedback provided to this question. The few comments received from individual Institutes are as follows (not listed or presented in any order of priority):

- Enrolment is an important consideration as the costs faced by an Institute serving 500 students is dramatically different than an Institute serving 100 students.
- While enrolment growth funding needs to be provided, there is also a need to provide resources for capacity development.
- Funding stability is more important than enrolment growth funding.

Achieving Graduation: Additional Costs

Survey Question 10: What are some of the costs that you face in getting students to graduation that may be different from colleges/universities? Other AIs? Please provide specific examples.

While there was some variability in the responses because of differing local circumstances, there was overall consistency in the feedback. The following examples of strategies ensuring students achieve graduation were cited by multiple institutes (not listed or presented in any order of priority):

- Student schedules need to be flexible to enable them to meet their family, work and community responsibilities, or other obligations.
- Academic and student supports for students who may be returning to their education path/a post-secondary environment after a long period of disengagement; incurring transition and pathways to PSE access costs are necessary in achieving student success/graduation. Examples of specific activities include additional instructional costs to support students, and additional supports such as individual counselling or peer tutoring.
- Inclusion of culturally relevant content and delivery methods (such as land-based learning) related to Indigenous languages, cultures and traditions will be a significant cost. The cost of engaging elders, and traditional knowledge holders is one example of what may be a 'core' cost not incurred by mainstream institutions.
- Many students face barriers to effective learning. Examples include the need for consistent nutritional support and/or food banks as part of ongoing support student success strategies.
- Support for student transportation costs, such as shuttle or taxi services, where public transportation and infrastructure does not exist. One Institute cited the high cost of serving fly-in communities as a distinct cost pressure that it faces in supporting students during their program of study.
- Technology costs.
- Delivery of small enrolment programs. Compared to mainstream PSE institutions, class sizes in Indigenous Institutes are often smaller, and lower ratios of students to instructor allow for enhanced personalized support the students' program of study. Furthermore, small class size often becomes a source of major financial consideration and discussion.

Transition and PSE Programs: Emerging Cost Categories

Survey Question 11: Drawing upon your local knowledge and experience with your transition and post-secondary programs, can you divide them into three or four cost categories without doing a formal costing? How would you group them? Can you rank these program groupings by their importance to the community?

Several Institutes highlighted the fact that they have always made best attempts with given resources to integrate cultural learning into all programs as part of their institutional missions, student engagement and student success; while inclusion of such costs is viewed as integral and not new to institutes themselves, cultural content inclusion (i.e. linkages to quality assurance processes) will be an emerging cost category for inclusion in the funding model/approach.

While all institutes agree that there are differences in cost by program type and generally agree on which types of programs are more expensive, there is no available data currently across the sector to determine with any precision the relative costs of program delivery. There was only one institute that indicated that it could prepare an estimate of costs by program.

Emerging cost categories/comments included (not listed or presented in any order of priority):

- Some of the elements which lead to higher costs are: lab or clinical placement components, smaller class sizes, supplies, consumables and equipment in trades, technical and health science programs.
- Some Institutes suggested that academic preparation and transition programs have an above-average PSE program cost as a relative comparator.
- Similarly, language-based programs will result in above average-costs for delivery.

Determining the precise delivery cost differential amongst programs is currently not possible as financial records are not maintained in a way to easily undertake a program costing analysis. It was suggested by one Institute that a program costing analysis could potentially be done if there was lead time for Institutes to track costs by program.

While all Institutes agree that there are significant variations in the cost to deliver different programs, it is not currently possible for many Institutes to prepare an accurate estimate of the differential program costs. As a result, without the ability to develop a sector-wide estimate of differential program costs, it would be very challenging to develop a funding model that the sector would support at this time.

Greatest Variable in Delivery Elements Amongst Programs

Survey Question 12: What program delivery elements represent the greatest variable amongst your different programs?

While this question may already seem intuitive within the mainstream sector, it was asked to verify if there are any differences in perspectives from the Indigenous Institute sector. Key program delivery cost elements cited include (not listed or presented in any order of priority):

- Consumable supplies and equipment.
- Faculty delivery costs can vary by program as some programs require smaller class sizes.
- Faculty delivery costs can also vary because some programs have higher instructional hours.
- Space costs can vary as result of whether the facility is owned or rented.

Defining and Differentiating Full-time and Part-time Students

Survey Question 13: How does your institute differentiate between full-time and part time students? What is your definition of a full time and part time student? What would be your preferred way of differentiating them? (It is understood that for many programs, the Institutes, definitions of f.t. and p.t. enrolment will mirror those of their partner institution).

There appears to be significant consistency in the differentiation of full-time and part-time students, with many of the institutes following their partners' definitions. (The definitions used by the colleges are determined by the Ontario's provincial ministry.)

It is also clear that most students in the full-time post-secondary and trades programs are attending on a full-time basis. There are few part-time students enrolled in the full-time programs in the sector.

There are a few exceptions to the observation that the institutes follow the partners definitions. These few exceptions are limited to a small number of programs where operational delivery considerations dictated that the program needed to be delivered completely on a part-time basis.

There are of course, many part-time students enrolled in individual credit and/or non-credit courses as many Institutes have significant lifelong learning activities as part of their missions and mandates in community engagement.

Other Issues and Concerns in Addition to Survey Questions

Survey Question 14: Are there areas of importance to you that we have not asked but you feel are important to discuss as part of the consultation process?

In several of the consultations/site visits with participating Institutes, there was reference to other needs within the sector. It was suggested, for example, that there needs to be a province-wide dialogue with mainstream institutions about consistent partnership arrangements. Further, it was suggested that there is a need to review and improve the application/admission processes between college/university partners and Indigenous Institutes.

Another emerging area expected to impact funding policy decisions for Indigenous Institutes will be sustainable developmental and implementation costs related to both institutional and new program quality assurance accreditation costs as required by the Indigenous Advanced Education and Skills Council.

It was also suggested that the sector would be stronger if there were common academic policies, such as a policy on grading or plagiarism as part of emerging sector quality assurance practices.

It was also a commonly held view that the IIC must strategically engage the federal government in its funding framework development. It was consistently expressed that federal participation is essential as part of Canada's fiduciary responsibilities in First Nations education.

In discussing these other issues and concerns not specifically asked in the survey questions, it was expressed overall that the sector further needs to explore, define and articulate additional opportunities for collaboration as led by the IIC. Collaboration opportunities could assist members in tackling sector wide needs beyond those related to government relations, public policy and government funding issues.



Next Steps

The results of member consultations/site visits contained in this report provide a solid narrative foundation to support and orient future discussions, projects and policy positions in the creation of a predictable, stable funding framework for Indigenous Institutes in Ontario.

The themes and issues identified in this report can be used to strengthen a framework of engagement opportunities with post-secondary sector stakeholders for new or enhanced legislative and/or policy positions. The results of member consultations/site visits directly complement the IIC's concurrent work on its federal government position paper for Indigenous Institute funding in Ontario. This report also complements the national direction undertaken by the Assembly

of First Nations in their First Nations Post-Secondary Education Review Report and Recommendations (AFN Resolution 29/2018; interim report issued July 2018). Specific to funding framework and costing, this report complements the work of the AFN "First Nations Post-Secondary Institutions Costing" project, of which selected members and the IIC was one of several invited contributors.

In the more immediate term, for the year ending 2018, the results and findings in this report will support important next steps in developing a recommended framework for the preparation of a pre-budget submission to the Ontario government by the IIC.

October 26, 2018



Appendix A:

Member Site Visits Dates, Locations

Institute Name	Site Visit Date	Location
Ogwehoweh Skills and Trades Training Centre	June 7, 2018	Ohsweken First Nation, ON
Kenjgewin Teg	June 13, 2018	M'Chigeeng First Nation, ON
Iohahi:io Akwesasne	June 14, 2018	Akwesasne First Nation, ON
Shingwauk Kinoomaage Gamig	June 18, 2018	Sault Ste. Marie, ON
Seven Generations Educational Institute	June 19, 2018	Fort Frances, ON
Oshki-Pimache-O-Win: The Wenjack Education Institute	June 20, 2018	Thunder Bay, ON
Six Nations Polytechnic	August 8, 2018	Brantford, ON

Appendix B:

Survey Discussion Questions for Site Visits/Consultation Meetings

Introduction

The following questions are intended to guide the discussions at the consultation visits between the Indigenous Institutes and the consultants engaged by the Aboriginal Institutes Consortium* to develop a strategy to support the long-term fiscal sustainability and well-being of the institutes. The information and understandings gained at these meetings will assist the consultants in developing a strategy to positively influence the government's financial support of the institutes and to prepare options for the allocation of funds amongst the institutes.

The following questions are intended to guide the discussions at the consultation meetings. Institutes are welcome to provide a written response to these questions in addition to participating in the consultation meetings.

Consideration is being given to presenting government with a high-level forecast of the sector's financial needs for the next four years. The information gathered in the consultation visits and a separate survey will be invaluable in preparing a possible approach.

General Questions

1. What are your long-term goals for the Institute? What are your hopes for your Institute in five years' time? Do you see your Institute playing a particularly unique role in your sector?

2. What are your highest priorities for the next few years (e.g. programs, credentials, student support, facilities, community engagement)?
3. What are the top 3 or 4 changes or improvements that are needed to ensure student access to the Institute?

Questions regarding the needs for overall funding levels

4. What are your expectations about enrolment in the next four years, using 2018-19 as the base (Years to include: 2019-20 to 2022-2023)? What is the expected average annual rate of increase? What is needed to have enrolment increases? (It is assumed that enrolment growth should not be achieved at the expense of quality or student support and that it needs to be funded as an additional cost to government).
5. Can you provide a four-year needs-based budget forecast that would serve the needs of students and fulfill the post-secondary/transitions mandate of your AI? (AIs will be asked to submit this forecast with the response to the survey) (Note: The financial needs forecast should cover the years between 2018-19 and 2022-23).
6. What quantifiable outcomes or results do you think the Institutes should commit to achieve and report for inclusion in the next budget submissions to governments?

Questions regarding allocation funding amongst the institutes

7. What principles should guide the approach to allocating the provincial funds? (The draft principles developed by the Working Group are attached as a reference). Are there any principles you don't agree with? Are there any principles you think are important that are missing?
8. What factors should be considered in developing approaches or models for allocating the funds amongst the Institutes (such as enrolment, space and geography)? What are the major additional costs of operating in the north?
9. Would you like to see funding change with small changes in enrolment or is it more important that funding be stable within small enrolment changes?
10. What are some of the costs that you face in getting students to graduation that may be different from colleges/universities? Other AIs? Please provide specific examples.
11. Drawing upon your local knowledge and experience with your transition and post-secondary programs, can you divide them into three or four cost categories without doing a formal costing? How would you group them? Can you rank these program groupings by their importance to the community?
12. What program delivery elements represent the greatest variable amongst your different programs?
13. How does your Institute differentiate between full-time and part time students? What is your definition of a full time and part time student? What would be your preferred way of differentiating them? (It is understood that for many programs, the Institutes definitions of f.t. and p.t. enrolment will mirror those of their partner institution).
14. Are there areas of importance to you that we have not asked but you feel are important to discuss as part of the consultation process?

Note:

Institutes will also be asked to complete a survey regarding programs, enrolment, staffing, fiscal needs and role in supporting Indigenous languages and culture. The survey will be released in early June, 2018 and Institutes are requested to return the completed survey to Beverley Roy, Director of Policy by July 6th.

Institutes that wish to provide a written response to the discussion questions in this consultation guide should also provide their response to Beverley Roy by July 6th.

May 24, 2018

Appendix C

Funding Principles/Excerpts from 2017 PCCT Funding Working Group Report

Principles and Excerpts from August 16-17, 2017 Policy Co-Creation Table Funding Working Group Presentation:

Principles for Medium Term

Medium term funding principles to guide the work of the Funding Working Group, including:

- Stable and predictable funding for AIs
- Greater flexibility in use of funds
- Responsive to AI diversity (e.g. geographic, programmatic, capacity)
- Responsive to the unique needs of AIs as a sector (e.g. culture and language programming, enhanced student support, PSET preparatory and academic upgrading programs)
- Support AIs to develop as a sector with capacities of publicly funded PSET institutions
- Promote partnerships between AIs, colleges and universities (e.g. targeted investments)
- Ensure that medium term funding facilitates a successful transition to a longer-term funding model
- Respect autonomy of AIs while also meeting Ontario's PSET responsibilities with respect to public reporting and accountability

Longer Term AI Funding Model

- The goal is to have a funding model that recognizes the distinct role and needs of AIs and their learners, including unique factors in the delivery of programs to Indigenous communities in rural, northern and remote areas and support for Indigenous cultures and languages
- A longer-term AI funding model will also need to consider how it aligns with the new universities and colleges funding model and the role of the federal government in funding AIs
- We have reviewed the new funding model for PSE in Ontario and other funding sources (tuition, other) and it is indeterminable at this time what effect these will have on AIs
- The Working Group proposes to come forward to PCCT on principles and possible approaches to longer term funding of AIs by late fall
- It has had a preliminary discussion to identify issues that will need to be considered in developing a longer - term funding approach for the AIs sector (see below)



Preliminary Discussion Identifies Range of Longer-term Funding Issues

- Components of funding in the long-term funding model
- Support for greater learner access through program and enrollment growth, including cultural and language programming
- Support for ongoing capacity building and strategic mandates of AIs
- 10% of funding to colleges and universities is to be allocated towards strategic mandates and performance under the new funding model
- Funding for new AIs and their development costs
- Ensuring stability, predictability and equity in the funding model
- Development of options will depend on implementation of data project and having access to complete and consistent financial and student data from AIs
- Future role and model for partnership funding
- Assessment of implications of new corridor funding model for colleges and universities on partnership agreements
- Implications of independent credential granting on AI funding
- AI credentialed program would not have access to partnership funding but would have all Tuition
- Opportunities for new sources of revenue for AIs

Tuition and ancillary fees

- Access to research and capital funding for AIs and role of federal government
- Timing and implementation of a longer-term funding model

FUNDING FRAMEWORK
REPORT 1: SUMMARY REPORT OF MEMBER CONSULTATION/SITE VISITS



Indigenous
Institutes
Consortium

169 International Road
Akwesasne, Ontario K6H 5R7

IICOntario.ca