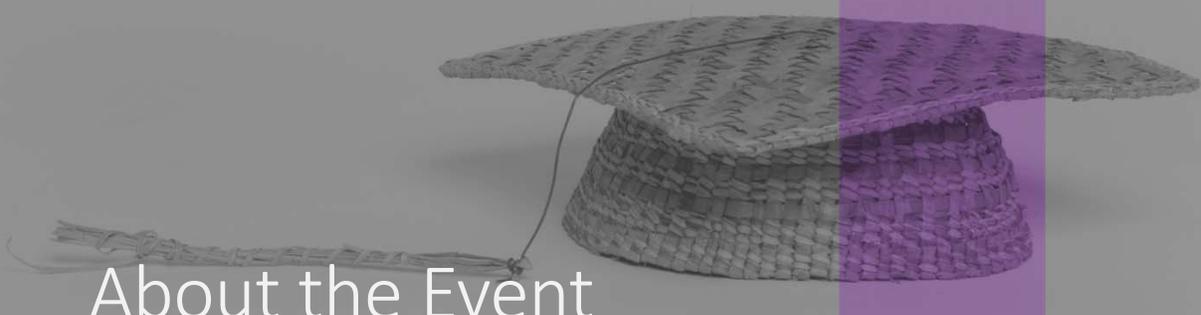# Post-Secondary Education Gathering

OCTOBER 15, 2018

FIRST NATIONS EDUCATION
STEERING COMMITTEE

fnesc

Recognition of the Territory

2

About the Event

INTRODUCTION, MEETING RESOURCES AND ABOUT FNESC

3

Introduction

The purpose of the Post-Secondary Education (PSE) Gathering is to discuss the development of a BC-Specific PSE Model aimed at addressing all aspects of First Nations Post-Secondary needs.

This will include:
- Student funding
- First Nation Institute funding
- Community-based program delivery funding
- Advancing the responsiveness of the public post-secondary system to the needs of First Nations students and communities.

4

Introduction (cont'd)

This process follows the recent federal review of PSE programming and the Assembly of First Nations (AFN) resolutions which create the space for BC to develop its own regional PSE model.

Your input informs all of our work and our collective efforts to develop and implement a BC-specific model for post-secondary education.

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Meeting Resources

Binder: Agenda, Event Evaluation Form, Expense Form

E-Kit: www.fnesc.ca/psegathering (also on memory cards)

Feedback workbook: $50 prize draw!

Expense forms:
- must be returned by mail within 30 days
- 2 per community (Band) can claim travel

6

About FNESC

The First Nations Education Steering Committee (est. 1992) is comprised of 122 member First Nations. It is an independent non-profit society.

FNESC has been working on behalf of First Nations to achieve quality First Nations education for all First Nations learners in BC, both on- and off-reserve, since 1992.

7

FNESC PSE Advocacy and Research

FNESC is committed to supporting lifelong learning and has always worked to advance First Nations post-secondary education.

This work is guided by the longstanding Post-Secondary Subcommittee and is carried our in collaboration with the Indigenous Adult and Higher Learning Association and in partnership with a range of other organizations.

8

IAHLA

The Indigenous Adult and Higher learning Association (IAHLA) is an independent non-profit society and is integral to First Nations post-secondary education in BC. This body supports and represents its 42 Aboriginal-controlled post-secondary education and training institutes.

IAHLA members offer a broad spectrum of courses and programs, including adult education, post-secondary and trades.

For many years IAHLA has advocated for funding for Aboriginal-controlled adult and post-secondary institutes, which continue to lack access to core and capital funding.

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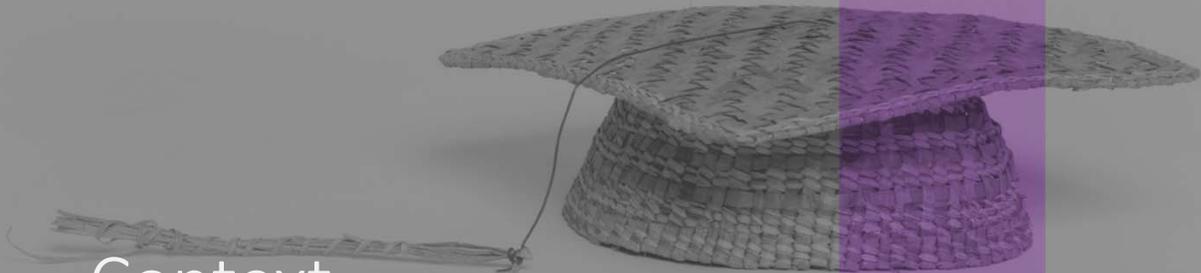
Context

BC CONTEXT, BC GOVERNMENT COMMITMENTS, NATIONAL CONTEXT

10

Context

Given the alignment between federal and provincial policy with respect to the Truth and Reconciliation Commission Calls to Action (TRC) and the United Nations Declaration on the Rights of Indigenous Peoples (UN Declaration), there is an unprecedented opportunity to explore responsibilities and contributions of the provincial and federal governments to significantly advance First Nations Post-Secondary Education (PSE) in BC.

11

United Nations Declaration on the Rights of Indigenous Peoples

First Nations have unique, constitutionally recognized rights that include post-secondary education. Both Canada and BC have made a commitment to fully adopt and implement the *United Nations Declaration on the Rights of Indigenous Peoples* (UN Declaration).

Article 14 states:

1. Indigenous peoples have the right to establish and control their educational systems and institutions, providing education in their own languages, in a manner appropriate to their cultural methods of teaching and learning.

2. Indigenous individuals, particularly children, have the right to all levels and forms of education of the State without discrimination.

3. States shall, in conjunction with indigenous peoples, take effective measures, in order for indigenous individuals, particularly children, including those living outside their communities, to have access, when possible, to an education in their own culture and provided in their own language.

12

UN Declaration (cont'd)

The BC First Nations Education System is built on a recognition of First Nations' inherent rights. This is consistent with the full spirit and intent of Article 23, which states:

Indigenous peoples have the right to determine and develop priorities and strategies for exercising their right to development. In particular, Indigenous peoples have the right to be actively involved in developing and determining health, housing and other economic and social programmes affecting them and, as far as possible, to administer such programmes through their own institutions.

13

Truth and Reconciliation Commission Calls to Action

Included in the Truth and Reconciliation Commission Calls to Action are the following:

7. We call upon the federal government to develop with Aboriginal groups a joint strategy to eliminate education and employment gaps between Aboriginal and non-Aboriginal Canadians.

11. We call upon the federal government to provide adequate funding to end the backlog of First Nations students seeking a post-secondary education.

14

BC Context

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BC Government Commitments

Key commitments related to First Nations post-secondary include:

- Implementing the TRC Calls to Action, UN Declaration and BC's 10 Principles Guiding the Relationship with Indigenous Peoples;
- Refreshing the Aboriginal Post-Secondary Education and Training Policy Framework and Action Plan 2020;
- Providing greater access to Adult Basic Education
- Improving the education success of former youth in care by expanding the tuition waiver program;
- Updating the Workforce Development Agreement and the Labour Market Development Agreement.

16

Draft Principles that Guide BC's Relationship with Indigenous Peoples

In May 2018, the BC Government released 10 Draft Principles, which are modeled on principles introduced by the Federal government in 2017.

The Draft Principles are supposed to guide every ministry within the provincial government and all 27,000 public service employees on how they engage with Indigenous Peoples.

The Draft Principles are…

"…a starting point to move away from the status quo and to empower the Province to fundamentally change its relationship with Indigenous peoples…"

17

BC-First Nations Commitment Document

In a July 2018 letter to First Nations Leadership Council Members regarding the BC-First Nations Commitment Document Minister of Indigenous Relations and Reconciliation Scott Fraser wrote:

"In the spirit of solidifying the foundation for the work ahead of us, I suggest the immediate priority is to collaboratively develop legislation to implement the United Nations Declaration on the Rights of Indigenous Peoples"

18

Aboriginal PSE Student Data Report

Number of Full-Time Equivalents (2015-16)

13,098 (6.5%)

187,797

■ Aboriginal ■ Non-Aboriginal

19
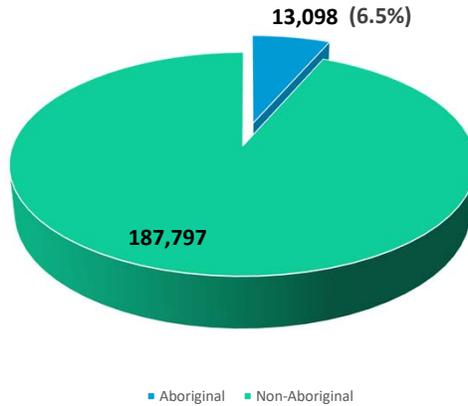
Aboriginal PSE Student Data Report

Credentials Awarded to Aboriginal Learners
by Fiscal Year

2,634   2,727   3,010   3,070   3,241   3,340   3,244

■ Credentials awarded to Aboriginal students   ---- Target
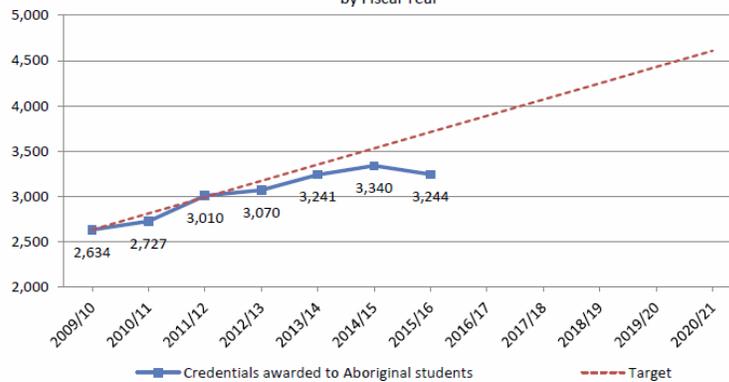
*Credentials includes credentials awarded includes Adult upgrading at a public post-secondary institution to achieve an Adult Dogwood.

20

Aboriginal PSE Student Data Report

Distribution of Domestic FTEs
by Aboriginal Identity and Institution Type
2015/16 Fiscal Year

21
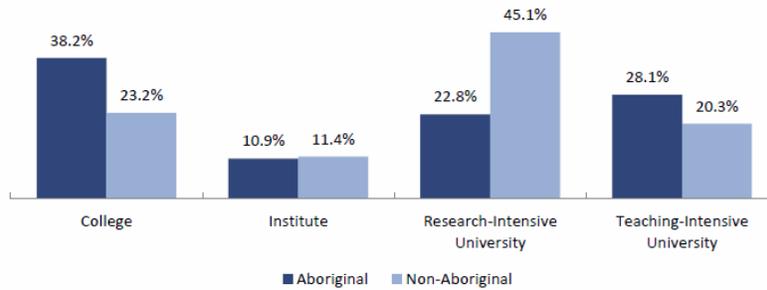
Aboriginal PSE Student Data Report

Domestic Headcount
by Aboriginal Identity and Program Area
2015/16 Academic Year

22

Aboriginal PSE and Training Policy ramework Refresh

See Tab 3, page 15 for the Aboriginal PSE and Training Policy Framework

Released in 2012, the *Aboriginal Post-Secondary Education and Training Policy Framework and Action Plan: 2020 Vision for the Future* (Aborigin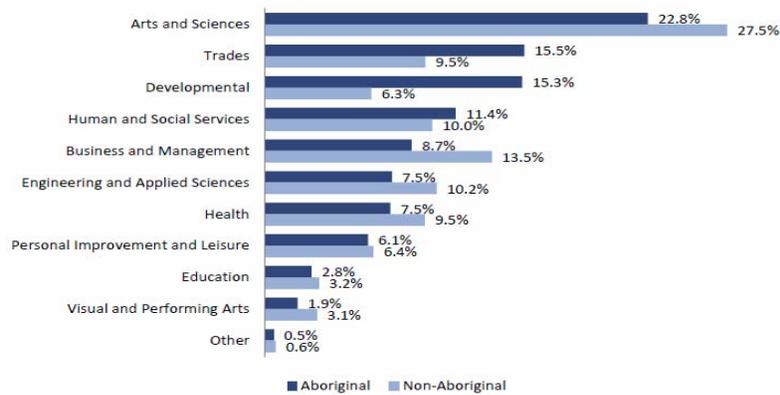al Policy Framework) outlines a plan for improving post-secondary education opportunities and outcomes for Aboriginal learners in BC. It is intended to guide the implementation of Provincial policies and programs for all Aboriginal PSE learners in BC.

FNESC recognizes the transformative potential of the Framework, as well as its limitations and have been working with the Ministry of Advanced Education, Skills and Training (AEST) and other partners on the implementation and refresh of the Goals and objectives of the Aboriginal Policy Framework.

23

Aboriginal PSE and Training Policy Framework Refresh cont.

Of particular significance, the principles of the Policy Framework include the following:

- Recognition that First Nations, Métis and Inuit peoples are in the best position to inform the development of and decision-making around post-secondary education programs, policies and services for First Nations, Métis and Inuit peoples, working collaboratively within existing governance structures.

- Recognition that the work needed to achieve systemic change is significant and will take time, thus long term investments are required to ensure programs, policies and services that meet the needs of Aboriginal learners are systemic, strategic and sustainable.

24

Aboriginal PSE and Training Policy Framework Refresh (cont'd)

The Aboriginal Policy Framework is being updated in order to align with the provincial government's commitment to fully implement UN Declaration and the TRC Calls to Action, to reflect the current climate of the PSE system in BC, and to advance the BC-Specific First Nations PSE Model that is currently under development.

The effective implementation of the Policy Framework has been hindered by the lack of significant investments by the Province. Under our new model we are looking for this investment to be made.

25

Aboriginal PSE and Training Policy Framework Refresh (cont'd)

The Aboriginal Policy Framework outlines a plan for improving PSE opportunities and sets out Goals which are informed by evidence-based practices.

GOAL 1 System Change means that the public public post-secondary education system is relevant, responsive respectful and receptive to Aboriginal learners and communities

GOAL 2 Community-based delivery of programs is supported through partnerships between public post-secondary institutions and Aboriginal institutes and communities

GOAL 3 Financial barriers to accessing and completing post-secondary education and training are reduced for Aboriginal learners

GOAL 4 Aboriginal learners transition seamlessly from K–12 to post-secondary education

GOAL 5 Continuous improvement based on research, data-tracking and sharing of leading practices

26

Aboriginal Policy Framework Refresh (cont'd)

A refresh of the Aboriginal Policy Framework presents opportunities to:

- Support and create the space for a BC-specific post-secondary education model, which includes support for students, Aboriginal-controlled institutes, a responsive public post-secondary system and community-based program delivery.
- Strengthen commitments to First Nations institutes in order to support their growth and success, and the creation of a third sector in the PSE system.
- Create more robust strategies and targets to increase the number of Aboriginal teachers in BC, including First Nations Language teachers.
- Reinvigorate the goals, objectives and actions to align with current initiatives, including the Indigenous Languages Act and the Indigenous Language Fluency/Proficiency Degree Framework.
- Further advance First Nations control of First Nations education in BC.

27

National Context

28

Federal Government Commitments

Key Federal government commitments include:

- Implementing the TRC Calls to Action, UN Declaration and the Principles Respecting the Government of Canada's Relationships with Indigenous Peoples;
- The mandate letters for Minister Carolyn Bennett and Minister Jane Philpott set out the way forward for building a nation-to-nation relationship with Indigenous peoples;
- Conducting a comprehensive review of federal PSE programming for Indigenous students;
- Supporting First Nations-led initiatives with respect to jurisdiction over education and respecting regional diversity including the renewal of the BC Tripartite Education Agreement (BC TEA);
- Dissolution of the Department of Indigenous and Northern Affairs Canada (INAC) and creation of the Ministry of Crown-Indigenous Relations of Canada (CIRNA) and the Department of Indigenous Services Canada (DISC).

29

Principles Respecting the Government of Canada's Relationship with Indigenous Peoples

The Federal Government's 10 principles inform the way forward:

- "a starting point for the Crown to engage in partnership, and a significant move away from the status quo to a fundamental change in the relationship with Indigenous peoples."

- "all relations with Indigenous peoples need to be based on the recognition and implementation of their right to self-determination, including the inherent right to self-government."

30

Principles Respecting the Government of Canada's Relationship with Indigenous Peoples (cont'd)

- "the honour of the Crown guides the conduct of the Crown in all of its dealing with Indigenous Peoples."
- "that treaties, agreements and other constructive arrangements between Indigenous peoples and the Crown have been and are intended to be acts of reconciliation based on mutual recognition and respect."
- "that reconciliation is an ongoing process that occurs in the context of evolving Indigenous-Crown relationships."

31

Review of Federal PSE Funding

Federal budget 2017 announced a funding increase of $90 million over two years, beginning 2017/2018 for the Post-Secondary Student Support Program (PSSSP), as well as $5M/year for five years for Indspire.

It also referenced the federal government's intention to "undertake a comprehensive and collaborative review with Indigenous partners of all current federal programs that support Indigenous students who wish to pursue post-secondary education."

32

2017 Assembly of First Nations resolution calling for a PSE review …

Further, in July 2017, the AFN Chiefs-in-Assembly passed resolution 14-2017, *Post-Secondary Education Federal Review,* calling for a First Nations-led post-secondary review.

In response, DISC provided funding for the AFN to lead the First Nations portion of the Review. The Inuit and Metis are also engaged in similar processes. After a series of Working Group meetings, consultants produced a report based on the discussions.

33

See Tab 6, pages 160 and 164

2018 AFN Interim Report and Resolution

Given the diversity of First Nations across the country, conducting a review at the national level presents significant challenges.

Although BC did not agree with all of the findings, the resulting interim report and the subsequent resolution from the AFN Chiefs in Assembly, "First Nations Post-Secondary Education Review Report and Recommendations," allows for First Nations to implement the recommendations "as appropriate" and creates the space for the development of region-specific approaches to First Nations PSE.

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Draft PSE Policy Proposal

Following the AFN Resolution, FNESC is participating in the development of a policy proposal to be appended to a Memorandum to Cabinet that will provide space for the creation of regional PSE models across the country.

The proposal is intended to include the following:

1. Immediate investment of $417.6M in 2019-2020, in programs to meet current demand and respond to the unique needs of First Nations people choosing to pursue post-secondary education, through funding to First Nations students, communities and First Nations mandated institutes:
   - $45M PSSSP renewal
   - $200.6M PSSSP top-up to address real costs for current students
   - $102.3M PSSSP top-up to address the real costs of current unfunded students
   - $62.1M immediate investment of governance funding for First Nations mandated Institutes, to ensure improved and on-going capacity.

35

Draft PSE Policy Proposal (cont'd)

2. To modernize the Post-Secondary Student Support Program (PSSSP) and Post-Secondary Partnership Program (PSPP), with updated terms and conditions exclusively focused on the needs of First Nations in a manner consistent with First Nations Control of First Nations Education.
   - Streamline PSSSP requirements based on: eligibility, residency, increased flexibility to communities to select students consistent with self-determination.
   - Modify PSPP to be a First Nations only program that also includes governance funding to First Nations mandated institutes, as determined by First Nations.

36

Draft PSE Policy Proposal (cont'd)

3. Authority to support First Nations and the department to co-develop regional funding models to best support / provide sufficient, predictable and sustainable funding to First Nation students, communities and First Nations mandated institutes. Related funding of $15.5M over three years will advance regional-level engagement' with a return to cabinet to present the approach and associated funding requirements.

37

PSE Policy Timeline

The intended timeline is as follows:

a) 2018-19: Regional engagement on policy options; Develop, validate and approve joint policy change;

b) 2019-20: Immediate investment for PSE; Joint development of implementation plan (Treaty-based submission and terms and conditions) and development of regional and Treaty-based models/approaches;

c) 2020-21: Implementation of regional and Treaty-based models/approaches to PSE; New investments to accompany new regional policy.

38

A Regional Model for First Nations PSE Funding in BC

BACKGROUND PAPER TO OUTLINE KEY ISSUES

39

Importance of First Nations PSE

Relevant and responsive post-secondary education will help create linguistically and culturally competent citizens within healthy, sustainable communities.

Improved education outcomes are part of a solution to some socio-economic challenges faced by First Nations and there is a well-documented correlation between better education and …

- better jobs
- lower unemployment
- reduced poverty
- Improved well-being

40

Adequate supports is needed to overcome barriers

Post-Secondary challenges include:

- Low K-12 graduation rates and limited preparedness
- Geographic isolation / distance from public institutions
- Financial barriers – including family incomes and rising costs
- Family and work responsibilities of students

41

Aboriginal Post-Secondary Education and Training Policy Framework and Action Plan: 2020 Vision for the Future (2012)

"Although improvements have been made, Aboriginal learners continue to face barriers in accessing and completing post-secondary education, [and] there is a huge need across the whole spectrum of post-secondary education and training, including literacy and Adult Basic Education, vocational, career, business, trades, certificate, diploma, as well as undergraduate and graduate degree programs."

42

Responding to the Needs and Challenges

Proposing a regional model for student, institute and community PSE supports that reflects and respects the unique realities and needs of BC First Nations.

A regional approach is consistent with the BC First Nations Education System that aligns with First Nations control of First Nations education, recognizes First Nations' inherent jurisdiction, and respects the authority of First Nations.

43

BC PSE Model Overview

First Nations in BC have long demonstrated an ability to design regionally-appropriate, innovative and equitable approaches to First Nations education supports, with flexible regional requirements to address education needs. These include:

- the BC Tripartite Education Agreement (BC TEA, formerly TEFA);
- Education Jurisdiction Agreements and Enabling Legislation;
- the Post-Secondary Student Support Program (PSSSP) regional funding allocation model; and
- the Indian Studies Support Program (ISSP) regional adjudication process.

44

The model must be based on First Nations control of First Nations education

First Nations have consistently asserted that they have the right and capacity to make PSE decisions related to First Nations education, including PSE.

The Government of Canada is committed to the long-term obsolescence of the Department of Indigenous Services Canada (DISC) and will transfer management and responsibility for current DISC education programs to First Nations.

The Federal PSE Review found that program guidelines should be developed by First Nations, consistent with the longstanding position of BC First Nations.

45

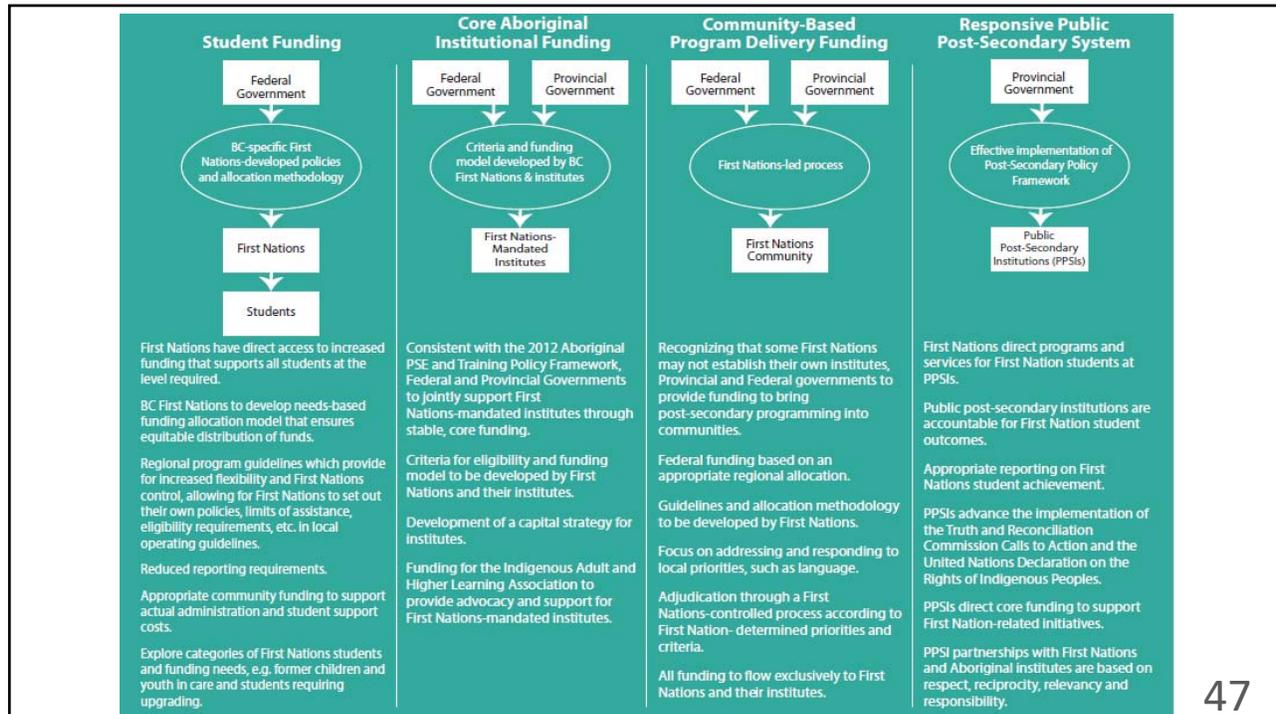## BC PSE Model

FNESC and IAHLA have recommended that BC develop and implement a BC-Specific Model for post-secondary education. A BC PSE Model could encompass:

- Student Funding
- Core First Nations Institute Funding
- Community-Based Program Delivery Funding.
- A Responsive Public Post-Secondary System

46

Student Funding

Federal Government → BC-specific First Nations-developed policies and allocation methodology → First Nations → Students

First Nations have direct access to increased funding that supports all students at the level required.

BC First Nations to develop needs-based funding allocation model that ensures equitable distribution of funds.

Regional program guidelines which provide for increased flexibility and First Nations control, allowing for First Nations to set out their own policies, limits of assistance, eligibility requirements, etc. in local operating guidelines.

Reduced reporting requirements.

Appropriate community funding to support actual administration and student support costs.

Explore categories of First Nations students and funding needs, e.g. former children and youth in care and students requiring upgrading.

Core Aboriginal Institutional Funding

Federal Government / Provincial Government → Criteria and funding model developed by BC First Nations & institutes → First Nations-Mandated Institutes

Consistent with the 2012 Aboriginal PSE and Training Policy Framework, Federal and Provincial Governments to jointly support First Nations-mandated institutes through stable, core funding.

Criteria for eligibility and funding model to be developed by First Nations and their institutes.

Development of a capital strategy for institutes.

Funding for the Indigenous Adult and Higher Learning Association to provide advocacy and support for First Nations-mandated institutes.

Community-Based Program Delivery Funding

Federal Government / Provincial Government → First Nations-led process → First Nations Community

Recognizing that some First Nations may not establish their own institutes, Provincial and Federal governments to provide funding to bring post-secondary programming into communities.

Federal funding based on an appropriate regional allocation.

Guidelines and allocation methodology to be developed by First Nations.

Focus on addressing and responding to local priorities, such as language.

Adjudication through a First Nations-controlled process according to First Nation-determined priorities and criteria.

All funding to flow exclusively to First Nations and their institutes.

Responsive Public Post-Secondary System

Provincial Government → Effective implementation of Post-Secondary Policy Framework → Public Post-Secondary Institutions (PPSIs)

First Nations direct programs and services for First Nation students at PPSIs.

Public post-secondary institutions are accountable for First Nation student outcomes.

Appropriate reporting on First Nations student achievement.

PPSIs advance the implementation of the Truth and Reconciliation Commission Calls to Action and the United Nations Declaration on the Rights of Indigenous Peoples.

PPSIs direct core funding to support First Nation-related initiatives.

PPSI partnerships with First Nations and Aboriginal institutes are based on respect, reciprocity, relevancy and responsibility.

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Reflecting needs and barriers:

The proposed approach could include :

- Direct funding to communities to allow them to support their students through local management of PSSSP and UCEPP resources or equivalent;
- Core funding for First Nations-mandated post-secondary institutes;
- Funding to support community-based delivery of post-secondary programming for communities that do not have an institute;
- Ensuring the public post-secondary system is responsive to the needs of First Nations students and communities.

48
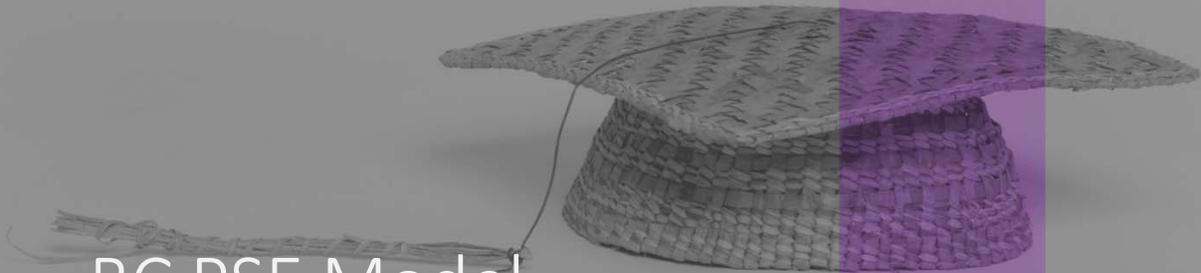
BC PSE Model

STUDENTS, FIRST NATIONS INSTITUTES, COMMUNITY-BASED PROGRAM DELIVERY, AND A RESPONSIVEPUBLIC PSE SYSTEM

49

Student Funding

50

Current Student Funding Model – PSSSP

Financial support is available for status First Nations students through the federal government's Post-Secondary Student Support Program (PSSSP) and the University and College Entrance Preparation Program (UCEPP), both of which are limited to status First Nations and Inuit students.

51

DISC PSSSP and UCEPP Objectives

PSSSP: improve the employability of students by providing them with funding to access education and skills development opportunities at the post-secondary level. PSSSP funding supports all types of PSE, including college certificate and diploma programs, as well as university undergraduate and professional programs. The Program covers tuition support for full- and part-time studies, travel support for students and their dependents, and support for living expenses.

UCEPP: provide financial assistance to students who are enrolled in programs that will allow them to attain the academic level required for entry into a degree or diploma program.

52

PSSSP and UCEPP

PSSSP and UCEPP are operated under authority provided by DISC. Therefore, the federal government can increase or decrease funds available and change the eligibility criteria for students.

- PSSSP and UCEPP funding is delivered directly by First Nations or their administering organizations
- Financial support is subject to selection criteria defined in community-developed policies, but these must adhere to the National Program Guidelines
- All Local Operating Guidelines must outline the application process for students, priorities for funding and an appeals process.

53

PSSSP and UCEPP (cont'd)

Objectives for the unique BC Region PSE allocation methodology, as jointly determined by FNESC and INAC (now DISC) BC Region representatives, were set out as follows.

- To ensure First Nations PSE allocations fund First Nations students / communities equitably
- To demonstrate the need for BC to access additional funding in future years based on unmet needs of First Nations students / communities for lifelong learning
- To demonstrate that BC First Nation communities and the BC Region are leaders in accountability
- To build capacity around PSE in communities and within the BC Region

54

PSSSP and UCEPP Have Limits

- Resources are not adequate for all students
- Some requirements are not reflective of real needs, costs, and unique circumstances
- Reporting requirements are burdensome and do not allow or foster accountability back to the community, but to DISC

However, it remains a critical source of support for most First Nations students

55

Existing BC Allocation Methodology

Given the situation, it is important to maintain an innovative funding allocation methodology, like the model that was developed collaboratively by DISC BC Region and First Nations in BC.

1. Each year, a portion of BC Region resources goes to each First Nation through initial allocation based on the *lesser* of: **1. reported audited annual expenditures**; or **2. per capita amount calculated using regional budget and total population**. No application required.

2. If the audited annual expenditure is lower than the calculated per capita amount, the difference is placed in a protected pool for each individual First Nation. First Nations that demonstrate need for additional funding through an application process are provided additional resources through any funds in their protected pool.

56

Existing Model in BC (cont'd)

3. If recipients do not apply for some or all of their protected pool, the residual funds are placed in a general pool. First Nations that demonstrate need for additional funds above initial and protected pool may be funded through general pool, depending on total resources available.

This model was developed to address the needs at the time and to ensure that any surplus in a specific community stayed in BC to meet the needs of other First Nations.

57

PSE Coordinator Support

Under the current model, Canada funds FNESC to support First Nations in administering the PSSSP and UCEPP.

In 2018/19 this funding was $182,750 to support the following activities:

- Five Regional PSE Coordinator Workshops;
- The PSE Policy Analyst;
- The PSE Coordinator helpline; and
- Development of resources.

58

Gaps

First Nations need direct access to increased funding to support students at the level required.

There is a longstanding back-log of students who qualify for post-secondary education funding, but are currently unfunded.

An appropriate funding model is required that accounts for annual cost increases to post-secondary education, northern travel, and supplies.

Appropriate community funding to support actual administration and student support costs is required.

59

Proposed Elements of Student Funding

60

Elements of Student Funding

- Funding is provided directly to First Nations.
- Communities have the support required to administer student funding.
- Regional Program Guidelines replace National Program Guidelines and First Nations determine the content, scope and applicability
- Reporting mechanisms meet the needs of communities and support them in their community planning.

61

Considerations for Student Funding

62

Funding

Funding is provided directly to First Nations.

- Should the current protected/general pool application process remain in place?
- Should funding continue to flow directly to communities?

63

Community Support

Communities have the support required to administer student funding.

Considerations

- What support do First Nations require and who should provide it?
- Recognizing that the current administrative fee of 10% is inadequate, what resources do communities require to effectively administer PSE for their community and provide support to students?

64

Program Guidelines

Regional Program Guidelines replace National Program Guidelines and First Nations determine the content, scope and applicability.

Considerations

- What should be covered by local operating guidelines and what should be covered by regional program guidelines?
- What would be appropriate regional priorities and what would be appropriate local priorities for the guidelines.
- Should a local appeal process be required?

65

Accountability

Reporting mechanisms meet the needs of communities and support them in their planning.

Considerations

- What kind of reporting system would support accountability back to communities?
- What variables should be reported on?

66

Student Funding Roundtable Discussion

PLEASE DISCUSS AT TABLE AND COMPLETE RELEVANT QUESTIONS IN FEEDBACK WORKBOOK

67

First Nations Institute Funding

68

Financial Support for First Nations Institutes

First Nations institutes play a critical role in First Nations education and provide important supports and services:

- Integrate cultural and language education, as relevant for the communities and student populations, and contribute to Language revitalization
- Are often located in proximity to students in community or rural locations
- Are especially flexible and supportive, understanding their students' and community's needs
- Offer appropriate programming under the direction of First Nations communities.

69

Institutes Funding Context

Most BC Aboriginal-controlled institutes operate with no core funding and on very small budgets which are typically comprised of multiple grants obtained through annual proposal-based processes.

In addition, IAHLA had not been funded by DISC for three consecutive years from 2014-2017, impeding IAHLA's ability to provide much needed support to its member institutes.

Partial funding was restored in 2018 to support some of IAHLA's core activities and two projects.

70

Institutes Funding Context

According to the 2018 IAHLA Data Collection Survey, the main funding sources for Aboriginal-controlled institutes in BC are listed below.

- Adult Nominal Roll
- Aboriginal Community-Based Training Partnerships Program
- Aboriginal Skills and Employment Training Strategy
- Post-Secondary Partnerships Program
- New Paths Grant
- Transfer from a Public Post-Secondary Institute
- Special Project Funding

71

Post-Secondary Partnerships Program (PSPP)

ISSP was unilaterally dissolved by INAC and replaced by the Post-Secondary Partnerships Program. This has had a significant negative effect on BC First Nations and their institutes.

These changes removed BC First Nations from the adjudication process and refocused the program on Federal Government priorities as opposed to First Nations priorities.

Fewer First Nations institutes in BC have been successful in obtaining PSPP funding since the adjudication process was centralized in Ottawa and public post-secondary institutes became eligible for the Program, with only one third of the 2018/19-2019/20 PSPP allocations going to First Nations institutes or communities.

72

PSPP (cont'd)

In 2018/19 to 2019/20, BC's allocations for the Post-Secondary Partnerships Program (PSPP) was a total of **$2,813,476** for 11 projects.

- BC's allocation makes up only 11.05% of the total PSPP budget for 2018/19 ($25.4 million).
- Only 1/3 of PSPP funding in BC went to First Nations institutes.
- The program budget for 2016-17 totaled $31.4 million. Of this, $23.4 million was allocated through the CFP process, while $7 million was provided to First Nations University of Canada and $1 million for the Purdy Crawford Chair in Aboriginal Business Studies.

73

Gaps

Currently, First Nations-mandated institutes lack access to core and capital funding. This combined with a reliance on proposal-based funding, continues to severely impact the ability of First Nations institutes to offer ongoing, predictable programming which meets the needs of communities and First Nations learners.

Resources are also needed for IAHLA to implement capacity building services, facilitate information sharing, networking, and communications, and provide a common voice for advocacy and to promote greater recognition of First Nations institutes.

74

Context: Funding for First Nations Institutes in other Provinces

ALBERTA, SASKATCHEWAN, QUEBEC, AND ONTARIO

75

Alberta

The Alberta government recognizes First Nations colleges and has been providing funding to them since 2007.

Currently this funding is provided through the *First Nations College Grant,* and totals $3.2 million per year split evenly between the five colleges ($640,000 each).

Project-based funding is occasionally provided for initiatives such as curriculum development and a student management database.

First Nations Colleges have historically accessed federal funding through a variety of channels, such as the PSPP and other proposal-based funding programs.

76

Saskatchewan

Three Aboriginal and northern educational institutes are recognized in Saskatchewan.

- Gabriel Dumont Institute Training and Employment Inc. ($2.3M operating grant)
- Saskatchewan Indian Institute of Technologies ($1.4M operating grant)
- First Nations University of Canada ($3.8M operating grant and $7M from DISC)

All Aboriginal institutes in Saskatchewan are "mainstream" institutes meaning they are funded under the same model as public post-secondary institutes.

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Quebec

The Kiuna Institution is the only Aboriginal Institute currently operating in Quebec and offers two types of programming, career-oriented or trades and pre-university.

Kiuna's annual budget is approximately $1M per year. About 80% of this funding ($800,000) is provided by the Quebec Ministère de l'Éducation et de l'Enseignement Supérieur in a five year funding agreement that specifies what the funding can be used for, including: "pre-university" programs, career-oriented or trades programs, instructor salaries, building rental, maintenance, administrative support and student counselors.

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Ontario Financial Investments in First Nations Institutes

Ontario has nine provincially recognized Aboriginal Institutes which are represented by the Aboriginal Institutes Consortium which was formed in 1994.

- 2015 Ontario Budget provided $5 million
- 2016 Ontario Budget provided $5 million
- 2017 Ontario Budget provided $56 million (over three years)

The 2017-2019 funding is intended to be transitory with plans to develop a long-term funding formula that will include ongoing operational and capital funds.

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Ontario Indigenous Institutes Act

In November 2017, the *Indigenous Institutes Act* was tabled and this legislation came into force on December 14, 2017.

- Creates a third pillar in the Ontario PSE system
- Indigenous Institutes can grant stand-alone certificates, diplomas and degrees
- Commits to establishing an Indigenous controlled and governed council that would have the power to recommend to the Minister which institutes should be funded

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Proposed Elements of First Nations Institute Funding

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Elements of First Nations Institutes Funding

- Federal / Provincial governments provide core and operational funding to support institutes based on regionally-developed criteria and guidelines established by First Nations.

- Institutes are mandated by a First Nation or group of First Nations.

- The federal and provincial governments provide developmental funding to communities in order to develop or expand their institute.

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Elements of First Nations Institutes Funding (cont'd)

- Reporting requirements / mechanisms meet the needs of First Nations and their institutes.
- Funding for IAHLA to advocate for and support First Nations institutes.
- First Nations-controlled quality assurance process for First Nations institutes.

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Considerations for First Nations Institute Funding

84

Funding

Federal / Provincial governments provide core and operational funding to support institutes based on regionally-developed criteria and guidelines established by First Nations.

Considerations

- How should funding for institutes be allocated?
- What is included in core and operational funding?

85

Eligibility

Institutes are mandated by a First Nation or group of First Nations

Considerations

- What constitutes a First Nations institute for the purposes of funding eligibility?

86

Developmental Funding

The federal and provincial governments provide developmental funding to communities in order to develop or expand their institute.

Consideration

- What criteria should be in place for accessing developmental funding?
- What kind of projects would developmental funding support? (For example, community-needs assessments, institute viability studies, infrastructure projects?)

87

Accountability

Reporting requirements / mechanisms meet the needs of First Nations and their institutes.

Considerations:

- What reporting variables would be appropriate?
- What data collection instruments need to be in place in order to support institutes in collecting data and reporting?
- What supports are required for the collection of data?

88

Regional Body

Funding for IAHLA to advocate for and support First Nations institutes.

Consideration

- What role could IAHLA play in advocating on behalf of First Nations institutes and what services could they provide?

89

Quality Assurance

First Nations-controlled quality assurance process for First Nations institutes.

Consideration

- What quality assurance mechanisms would be appropriate for First Nations institutes?

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First Nations Institute Funding Roundtable Discussion

PLEASE DISCUSS AT TABLE AND COMPLETE
RELEVANT QUESTIONS IN FEEDBACK WORKBOOK

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Community-based Program Delivery

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Community-based Program Delivery

Many First Nations do not have an institute and may have no plans to establish one, but still require access to relevant, quality post-secondary programming in their communities.

It is well documented that First Nations achieve greater success when programming is offered locally where they can access relevant services and support from their family and community.

Funding is required to meet these needs and must be based on region-specific guidelines and a First Nations-led process.

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Community-based Program Delivery – Current Funding Model

In recent years, various Ministries in BC have offered programs intended to support community-based post-secondary education and Training:

- **Aboriginal Community-Based Training Partnerships (ACBTP)** Program by the Ministry of Advanced Education Skills and Training
- **Indigenous Skills Development Fund** from the Ministry of Indigenous Relations and Reconciliation

94

Gaps

To date, funding for community based delivery has been inadequate and based on BC Ministry of Advanced Education and Skills Training priorities, rather than the priorities and needs of First Nations. Moreover, application processes are often complex and onerous.

The elimination of ISSP has further reduced funding opportunities for institutes.

It is critical that sufficient funding is provided and that programming is based on community needs and includes a breadth of programming, including certificates and degrees.

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Proposed Elements of Community-Based Delivery Funding

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Elements of Community-based Delivery Funding

- First Nations communities have access to flexible federal and provincial funding to support community-based delivery of post-secondary programming.
- A First Nations-controlled adjudication body determines which projects are selected for accessing funding to support community-based program delivery.
- First Nations determine the content, scope and applicability of regional program guidelines.
- First Nations-controlled quality assurance process for community-based program delivery.
- Reporting mechanisms meet the needs of communities and support them in their planning.

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Considerations for Community-Based Delivery

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Eligibility

First Nations communities have access to flexible federal and provincial funding to support community-based delivery of post-secondary programming.

Considerations

- What allocation methodology would be appropriate?
- What would be appropriate criteria for funding community based program delivery?

99

Regional Body

A First Nations-controlled adjudication body determines which projects are selected for accessing funding to support community-based program delivery.

Consideration

- Who should sit on an adjudication committee and how should they be appointed?

100

Guidelines

First Nations determine the content, scope and applicability of regional program guidelines.

Considerations

- What should be included in the regional program guidelines for community based delivery?

101

Quality Assurance

First Nations-controlled quality assurance process for community-based program delivery.

Considerations

- What quality assurance mechanisms would be appropriate for programs delivered in community?

102

Accountability

Reporting mechanisms meet the needs of communities and support them in their planning.

Considerations

- What reporting variables would meet the needs of your community?
- What supports would you require to assist you in reporting on programs delivery in your community?

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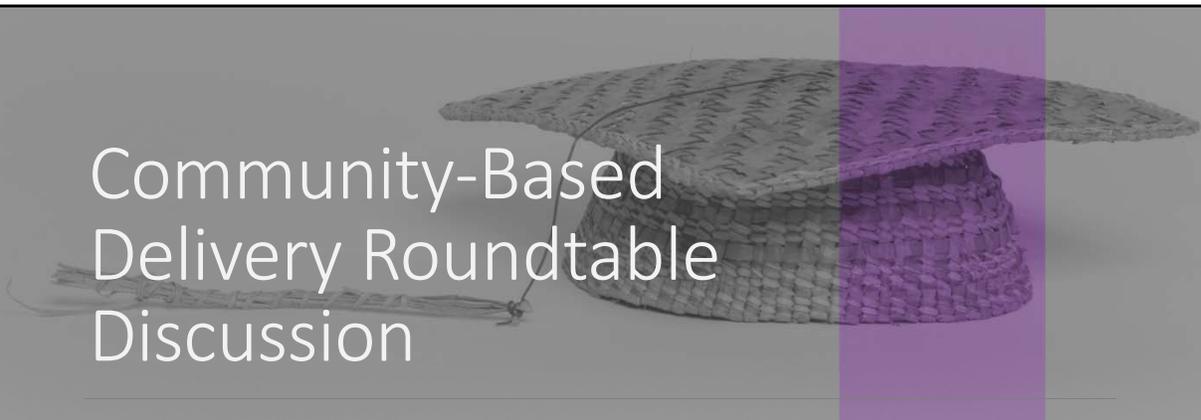
Community-Based Delivery Roundtable Discussion

PLEASE DISCUSS AT TABLE AND COMPLETE RELEVANT QUESTIONS IN FEEDBACK WORKBOOK

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Responsive Public Post-Secondary System

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Public Post-Secondary Institutions in BC

There are currently 25 public post-secondary institutions in BC, with 11 universities, 11 colleges, and three institutes.

In 2017/18, public post-secondary institutions received **$1,885,878,701** in base operating grants from the Ministry of Advanced Education, Skills and Training.

This does not include funding they received for research, capital and other funding from other provincial ministry, the Industry Training Authority and private donors.

This also does not include targeted funding for Aboriginal learners through the Aboriginal Service Plan Initiative.
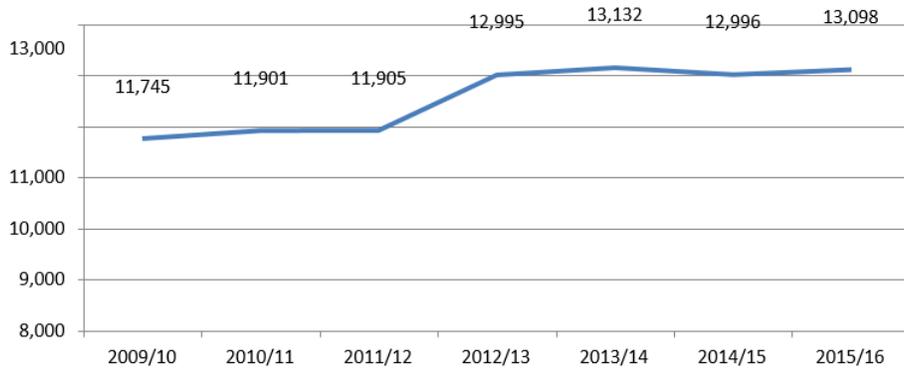
106

Aboriginal Students at Public PSIs

There are approximately 13,000 Aboriginal full-time equivalents (FTEs), which equates to 6.5% of all domestic FTEs in the BC public post-secondary system.

In addition to being underrepresented in the public post-secondary system, the number of credentials awarded to Aboriginal learners is 3,244, which falls significantly short of the target of 4,609 envisioned in the Policy Framework.

While some progress has been made in achieving the targets and goals set out in the Policy Framework, adequate resources have not been allocated and overall the public post-secondary system is still not meeting the needs of Aboriginal students.

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Aboriginal Domestic FTEs
2009/10 to 2015/16 Fiscal Year

	2009/10	2010/11	2011/12	2012/13	2013/14	2014/15	2015/16
FTEs	11,745	11,901	11,905	12,995	13,132	12,996	13,098

Source: Central Data Warehouse, May 2016 Submission; Student Transitions Project, Fall 2016 Submission; Ministry of Advanced Education, Skills and Training Post-Secondary Finance Branch.

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Aboriginal Service Plans

In 2007, the Ministry introduced the Aboriginal Service Plan (ASP) Initiative which provided funding to select post-secondary institutes for the purpose of enhancing the post-secondary educational experiences and outcomes of Aboriginal learners.

ASPs are intended to be developed and implemented collaboratively by public post-secondary institutions and Aboriginal communities and organizations.

$34.86 million has been distributed to 11 institutions since the program was established. In 2016/17, the Ministry provided the 14 institutions who do not receive ASP funding with $75,000 each. In 2017/18, each of these institutions received $125,000.

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Aboriginal Service Plan Goals

The stated goals of the ASP Initiative are:

To increase access, retention, completion, and transitions opportunities for Aboriginal learners;

To increase the receptivity and relevance of post-secondary institutions and programs for Aboriginal learners, including providing support for initiatives that address systemic barriers;

To strengthen partnerships and collaboration in Aboriginal post-secondary education.

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Concerns with the with the ASP Initiative

FNESC and IAHLA consistently raised concerns with the ASP in the areas of:
- Partnerships
- Community-Based Delivery and Involvement of Aboriginal-controlled Institutes
- Sustainability of the Initiative
- Resource leveraging
- Measuring Outcomes

Due to these concerns, FNESC and IAHLA called a comprehensive evaluation of the ASP initiative to prior to expanding it to all 25 public post-secondary institutions.

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Aboriginal Service Plan Review

Directions: Evidence + Policy Group (*Directions*) was selected to complete the comprehensive review of the ASP Initiative to determine whether:
- the ASP Initiative was achieving the necessary systemic change to achieve the vision of the Aboriginal Post-Secondary Education and Training Policy Framework; and
- whether the ASP Initiative was still relevant to the post-secondary climate and consistent with the United Nations Declaration on the Rights of Indigenous Peoples and the Calls to Action of the Truth and Reconciliation Commission.

The final report for the Review was completed in August 2018 and FNESC will be working with the Ministry of Advanced Education and Skills Training to determine a path forward.

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Creating a Responsive Public PSI System

While some progress has been made at some institutions, it is clear that the current approach is not leading to the substantive systemic change required to make the public post-secondary system more responsive to First Nations communities and learners.

This will require mechanisms to ensure that First Nations have a greater role in directing programs and services and greater accountability to communities.

Institutional activities must be better aligned with broader provincial commitments such as to the Truth and Reconciliation Commission Calls to Action and the United Nations Declaration on the Rights of Indigenous Peoples.

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Proposed Elements of a Responsive Public Post-Secondary System

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Elements of a Responsive Public Post-Secondary System

- First Nations direct programs and services for First Nations students and public post-secondary institutions are accountable for improved First Nations student outcomes.
- Public post-secondary institutions direct their core funding to support First Nations-related initiatives.
- Public post-secondary institution's partnerships with First Nations and First Nations institutes are based on respect, reciprocity, relevancy and responsibility.

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Elements of a Responsive Public Post-Secondary System, cont'd

- Public post-secondary institutions provide communities with the resources to engage with public post-secondary institutions.
- Traditional knowledge and intellectual property used, shared, developed and/or transmitted in the development of curriculum and resources, the delivery of programming, and research is owned by the First Nation in accordance with their local policies and agreements with external organizations and bodies.
- Public post-secondary institutions, in partnership with First Nations, advance the implementation of the Truth and Reconciliation Commission Calls to Action and the United Nations Declaration on the Rights of Indigenous Peoples.

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Considerations for a Responsive Public Post-Secondary System

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Programs and Services for Students

First Nations direct programs and services for First Nations students and public post-secondary institutions are accountable for First Nations student outcomes.

Considerations:

- What mechanisms and processes need to be put in place to ensure that First Nations have adequate control over the programs and services for their students?
- What mechanisms could be put into place to ensure that public post-secondary institutions are accountable for First Nations students outcomes?

118

Directing Core Funding

Public post-secondary institutes direct their core funding to support First Nations-related initiatives.

Considerations:

- How do we advocate and support institutions to direct core resources to First Nations-related initiatives rather than targeted funding?

119

Partnerships

Public post-secondary institution's partnerships with First Nations and First Nations-mandated institutes are based on respect, reciprocity, relevancy and responsibility.

Considerations:

- What mechanisms could be put in place in order to ensure that partnerships with public post-secondary institutions are based on these principles?

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Partnerships, cont'd

Public post-secondary institutions provide communities with the resources to engage with public post-secondary institutions.

Considerations:

- How could public post-secondary institutes better support you to engage in dialogue to develop appropriate, relevant programs and services that support students and communities?

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Traditional Knowledge

Traditional knowledge and intellectual property used, shared, developed and/or transmitted in the development of curriculum and resources, the delivery of programming, and research is owned by the First Nation in accordance with their local policies and agreements with external organizations and bodies.

Considerations:

- What supports would communities require to enter into partnerships with public post-secondary institutes to adequately protect their communities' traditional knowledge and intellectual property?

122

UN Declaration and the TRC

Public post-secondary institutions, in partnership with First Nations, advance the implementation of the Truth and Reconciliation Commission Calls to Action and the United Nations Declaration on the Rights of Indigenous Peoples.

Considerations:

- What concrete steps can public post-secondary institutions take in partnership with First Nations implement the TRC Calls to Action and the UN Declaration?

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Responsive Public Post-secondary System Roundtable Discussion

PLEASE DISCUSS AT TABLE AND COMPLETE RELEVANT QUESTIONS IN FEEDBACK WORKBOOK

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Feedback and Event
Evaluation $50 prize
draw

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Thank you for your
commitment to First
Nations education.

fnesc

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