HIGHER EDUCATION STRATEGY ASSOCIATES

Government of Manitoba: Manitoba College Review

System-Wide Report

Higher Education Strategy Associates (HESA) provides strategic insight and guidance to governments, post-secondary institutions, and agencies through excellence and expertise in policy analysis, monitoring and evaluation, and strategic consulting services. Through these activities HESA strives to improve the quality, efficacy, and fairness of higher education systems in Canada and worldwide.

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Introduction

This report is the result of a review undertaken by Higher Education Strategy Associates (HESA) by the Government of Manitoba. The mandate of this review was to undertake a review of five post-secondary institutions in Manitoba that offer college-level programs: Assiniboine Community College, the Manitoba Institute of Trades and Technology, Red River College, Université de Saint-Boniface and the University College of the North.

In launching this review, the Government of Manitoba set out five objectives:

- To develop forward looking system-wide strategic directions and a proactive, coordinated, systemic approach to college education.
- To enable the college system to improve outcomes for students, including Indigenous students, with improved completion and employment rates.
- To strengthen labour market alignment and responsiveness to labour market need.
- To improve governance and sustainability of the college system with lean, efficient and effective administration and operations.
- To further promote innovation, collaboration and partnership opportunities within the college system and with industry partners.

In completing its work, the HESA project team was also asked to focus on key element, notably governance, efficiency, outcomes, relevance to labour market needs, programming, financial management, student and client services, and system coordination and partnership.

The scale of this project required multiple qualitative and quantitative data-collection strategies to capture the insights of numerous stakeholders within the institutions and across the province.

- **Government Engagement.** Throughout the review, the HESA project team had significant levels of engagement with employees of various departments and units. These included: post-Secondary Education and Workforce Development, Campus Manitoba, Apprenticeship Manitoba, Adult Learning and Literacy, Manitoba Student Aid, Industry, Skills and Employment Partnerships, Healthy Child Manitoba Office and K-12 Education, Indigenous Inclusion Directorate and Immigration and Economic Development. The engagement took place with senior ministry officials (deputy minister, assistant deputy ministers), executive directors, directors and programs officers.

- **Post-Secondary Institutions.** Understanding the activities, strategies and realities of the five colleges was of paramount importance. The HESA project team completed multiple visits on campuses over a six-month period, engaging in strategic and operational discussions with key institutional representatives – members of governing councils, president, executive team members, directors of finance, registrar, student services, and institutional data. There was also engagement with members of institutional Boards of Governors (though in some cases this engagement was not complete because of large-

scale change-overs in Board composition which occurred at the time of engagement). The HESA project team also completed detailed financial analysis, using both audited financial statements and internal financial reports, and institutional data analysis reports, including changes to suite of programs, enrolment and graduation outcomes. Beyond the college sector, the HESA project team engaged with representatives at the Universities of Brandon, Manitoba and Winnipeg to capture their thoughts about the college sector, the types of partnership agreements between universities and colleges within the province, and the possible impact of recommended policy changes for colleges on the universities themselves.

- **Community and Employer Engagement.** The most extensive element of our data gathering process focused on the perception of Manitoba colleges by private and public sector employers, municipalities, Indigenous governments and associations and business associations. The goal was to capture their thoughts about the strengths and the limitations of individual institutions as well as the sector as a whole. With employers, the discussions tended to focus on experience in partnering with colleges either for training or research or experiential learning purposes, and their perception of colleges' ability to train the future talent needed to ensure the sustainability and growth of their operations. With civic leaders – particularly among smaller communities in Manitoba - the discussion focussed on perceptions of colleges' responsiveness to community training needs.

- **Alumni Engagement.** The project team sought to measure the benefit of a college education for alumni from these five post-secondary institutions. Rather than duplicating past and ongoing surveys that focus on graduate employment rates, the team designed a new instrument with the goal of understanding how alumni have used the skills from their college program in the workplace, with a focus on labour mobility and the use of the skill set each year for the past three years. The results are noted in Part 1 of the System-level report.

- **Statistical Comparisons.** The project team aimed to compare the operational costs of institutions in Manitoba with comparable size institutions with similar programs in similar size cities in other provinces. Comparable institutions were identified for the province's two comprehensive colleges, Red River and Assiniboine. Because of their unique location, mission and/or program mix of the other institutions - Manitoba Institute of Trades and Technology, the Université de Saint-Boniface and the University College of the North – we did not perform similar comparisons for them. We do however make broad comparisons in expenditures between the five institutions.

The final report is divided into two sections: a system-level report, which provides general recommendations to the Province of Manitoba with respect to management of the system as a whole, and a set of five institutional reports which provide detailed descriptions of institutional activity over the past decade and a set of recommendations for future directions at each institution.

System-Level

Part I: Observations

1) System Overview

Manitoba is somewhat unique among Canadian provinces in the way its college system is organized. It is obviously unlike either the single-institution system in Prince Edward Island, or Quebec's system of CEGEPs with its peculiar position inside the provincial post-secondary education system. It is not a "college system" in the way that Newfoundland, Saskatchewan, New Brunswick or Nova Scotia are. But neither is it like the multi-institutional systems of Alberta, British Columbia and Ontario, with many large, comprehensive institutions with considerable independence and flexibility.

The system is comprised of two traditional colleges (Red River College and Assiniboine Community College) serving the two largest population centres; the larger of these two is a major comprehensive institution which makes up around 70% of the provincial system and as such provides the system with major economies of scale in many of their programs. It also has three hybrid institutions which are specialized in terms of region or mission: two university/college hybrids (Université de Saint-Boniface for the province's francophone community and University College of the North for Northern Manitoba and Indigenous communities north of the 53th parallel), and one secondary school/college hybrid with a mission and mandate for trades exploration and trades and technology delivery (Manitoba Institute of Trades and Technology, or MITT). There is a small amount of overlap between Red River College and each of the other institutions; there is virtually no overlap between the other four institutions. As a result, despite the lack of system governance, there are few areas where the individual colleges' mandates and activities overlap with one another in a significant way.

Rather, Manitoba is unique in that its colleges exhibit many of the qualities of a system—that is, a set of institutions with missions which by design are complementary and do not have much overlap—without in actuality being a system. It is in fact something of a non-system. This is not simply because it lacks a formal coordinating board or joint central administration; but also because the provincial government chooses not to manage it as a system, either. While it exercises oversight over five separate institutions, it does not create policy goals or expectations for them collectively, or hold the system as a whole accountable for joint results. There is in a sense a policy void just as there is an institutional one.

The good news, though, is that even in the absence of a system or much of a history of a systemic approach to college education in Manitoba, the fact that the system itself is well diversified and non-overlapping contains the basis for a more system-wide approach to college education and a more consistent approach to improving system quality and outcomes.

2) National and International Trends in College-Level Training

While trends in higher education are sometimes easy to spot, with respect to college education this is somewhat more difficult. This is primarily because the nature of community college—or more broadly, professional and vocational education—varies so much from one part of the world to another. That said, one can note a few very broad trends:

1) *Dealing with Tightened Finances.* Around the developed world, but especially in the United States, higher education systems have been dealing for the last decade or so with tightened finances. Generally speaking, colleges have fewer alternative sources of revenue than universities and hence tend to be more dependent on government. Part of the response has been to focus much more on costs and their reduction, while another part of the response has been to diversify revenue sources. One particular challenge for colleges is that since they also usually have an open access mission, the pursuit of increased private revenues is often in tension with the need to keep programs affordable for most students, thus making the pursuit of greater fee revenue more difficult.

2) *Increased Importance of Technology*. Technological change is affecting occupational structures the world over, and because colleges are concerned above all with preparing students for careers, the tendency around the world is for college programs to tend to focus somewhat more on technical skills. This need not (though it often does) mean a greater focus on technical programs; rather, it may simply be greater integration of computers in other fields (e.g. use of windows software to train nurses in day-to-day hospital management tasks).

3) *A Broader Collaboration with Industry*. One major focus across the globe has been to try to drive greater partnerships with industry. Changes from this focus has perhaps been less marked in Canada because the college sector was already substantially aligned with and connected to industry. On the whole, this is an area where the rest of the world is catching up to Canada.

4) *Awarding Baccalaureates*. In tandem with technological change and occupation change, there have been changes in professional structures as well. One of the consequences of this has been an increasing tendency of particular occupation fields to require bachelor's degrees in areas that previously did not require them. This is not necessarily a new phenomenon: nursing and journalism, for instance, were not for the most part degree programs in the 1950s but have since become so. What is new is that new non-university providers such as colleges, polytechnics, or "universities of applied sciences" (the name varies from one part of the world to another) have started offering these credentials as well. The expansion of college degrees tends not to happen in ways which creates competition with universities in areas where the latter are already operating, but rather tends to be restricted to areas where professional norms around credentialization are still evolving and there is no "set" path to a terminal credential.

5) *Shorter, Stackable Credentials.* Of increasing interest over the course of the economic recovery of the last few years has been the idea of very short credentials (which go under a variety of names, including "nanodegrees") for people who are in the workforce who wish to continually upgrade. The problem with this is that obtaining widespread labour market recognition for new, short credentials is difficult. As a result, there are pushes in

some quarters to find ways to take these shorter credentials and "stack" them into longer ones (e.g. certificates, diplomas) whose value is already understood by employers.

3) Manitoba Employer/Stakeholder Satisfaction

For the most part, our consultations with Manitoba employers have revealed general satisfaction with the college system. The phrase "it isn't broken so why fix it" came up more than once. Main stakeholders recognize that the system—and in particular its lynchpin, Red River College—has had problems in the past, but our consultations have heard nothing but general commendation for the recent management and direction at all but one of the province's colleges. Stakeholders indicated that they see the colleges as for the most part flexible and cooperative and that they feel their needs and concerns are solicited and appreciated. In fact, some employers indicated that one of the issues in the past with respect to training was that they themselves did not take the partnership with colleges seriously enough (but have moved to do more in recent years).

If there is one key desire among employers with respect to colleges, it is that they are "responsive" and nimble" in their programming. Most feel that they do a good job of this—certainly in comparison to the university system—but there is a desire to see even more of this if possible. The term "nimbleness" is usually used as a synonym for "faster establishment/approval of new programs." This needs to be understood in the context of how Manitoba employers understand the changing needs of the labour market. Though the province has many sustainable industries, there are very few employers who could be described as being at the forefront of technology in their respective fields. In this sense, Manitoba employers are "technology takers," meaning that they follow industry trends in terms of materials, hardware, software, etc., and these can change on relatively short notice. Because of this "taker" role, they often feel at a loss to be able to advise colleges on what their future hiring and skill needs are; markets can change quickly and business needs to adjust. The demand for "nimbleness" is in some respects an admission on the part of employers that they lack the ability to anticipate technological change and hence experience difficulty planning their training needs very far in advance.   There is therefore a need for college system which can not only adapt quickly as technologies shift but which possesses enough technological foresight capacity so as to help local businesses plan more efficiently.

It should be noted that there is one institution which employers in Winnipeg consistently praise for its nimbleness, and that is Manitoba Institute of Trades and Technology. The source of this admiration is not simply a function of Manitoba Institute of Trades and Technology's corporate culture, which is to be very attentive to industry concerns and speedy in program implementation. It also has to do with the fact that Manitoba Institute of Trades and Technology has hitherto, due to its funding model and the tendency for its programs to not involve new government funding, not been required to go through a sometimes-time-consuming process of government approval. In effect, what employers like about Manitoba Institute of Trades and Technology is that the establishment of new programs there tends not to involve government. This finding was greatly informed our thinking about system-level changes to program approvals and funding.

One particular point of interest which came up over the course of the consultations was the role played by special training facilities, such as Red River College's aerospace training centre and Manitoba Institute of Trades and Technology's Graphic and Print Technician facilities. What impressed us about these facilities was not simply that they stand out as being particularly up-to-date training facilities which can produce a steady stream of well-prepared graduates; rather, it was that these facilities had changed the way industry itself approached training, offering them new possibilities to upgrade the skills of their own staff. This is a very positive development, and it underlines the fact that for employers, having the right physical platform and environment for training is important—both for new and existing employees. This should be considered when thinking long-term about the capital needs of the college system.

4) Accountability

One of the key tasks in this review was to look at the question of accountability. In brief, what we found was a major consequence of Manitoba's colleges being a non-system system was that there was little in the way of systemic accountability for institutions. There are a great number of rules and controls in the system, and these can prevent malfeasance and ensure microscopic analysis of new initiatives, but accountability in the sense of institutions being responsible for achieving specific goals is nearly entirely lacking. And the main reason why this is so lies in the fact that the province itself does not set goals.

The reason for this lies in the system of program approval and funding that has been in place for over forty years. Manitoba does not have a funding formula based on enrolments or outcomes: rather, in the main it has a version of what is known as "historical funding" (see box), combined with a system of negotiated funding for new programs.

Each Manitoba college receives a lump sum each year in respect of its existing programs, which is the same amount as the previous year plus or minus an amount determined by cabinet through the budget process. If the institution wishes to create a new program, it must go through a two-phase process. The first is with Manitoba Education and Training (ministry). Institutions must convince the ministry that a new program is labour-market relevant, will be able to attract students, and is of sufficient quality to merit approval. However, the ministry cannot assure funding for the new program. For that to happen, a proposed program must pass a second review stage, at the level of Treasury Board, which is by no means guaranteed. Manitoba's process is thus, to use the typology on page 6, a mix of historical funding for base budgets plus a form of negotiated funding for new programs. In subsequent years, the funding for the new program is folded into the base.

Because funding is tied to individual programs, colleges are not free simply to discontinue programs because of lack of demand. Rather, they are also required to show what will happen to the money from that particular program—that is, the institution must show some sort of reinvestment plan which meets with the approval of the Government. This is usually not an entirely honest exercise: money is fungible and in practice if an institution like Red River College finds $100,000 in its budget process as a result of eliminating a class, it will be spread in a number

of small ways across a variety of programs rather than be a single large specific investment available for easy analysis. But it is inherent in the funding process that Manitoba has chosen.

There are two obvious drawbacks to this accountability system. The first is that it is slow. The time from when a college submits a proposal for a new program to the time it gets approved funding can be on the order of 6–9 months. If it is not done within a particular time window, it may not be approved in time for it to be included in the college's official calendar, which means implementation will be delayed for another year. Thus, a proposal which is submitted in fall 2017 and approved in spring 2018 may not in fact be put into place until fall 2019. This is decidedly the opposite of the "nimbleness" desired by the province's employers.

Methods of Providing Government Funding to Institutions

There are effectively six ways that governments can provide money to institutions. They are, in roughly ascending order of policy sophistication:

Negotiated Budgets. Under a negotiated budget system, institutions develop a wish list for the coming year and provide it to the Minister, who approves or denies the various requests. Effectively this system gives government a line-by-line veto over institutions' budgets. The government is under no obligation to treat different institutions in a similar manner and so "favoured" institutions often do very well under such system. In most developed countries, this was the dominant funding method until the late 1960s; today it tends to exist mainly in countries where trust in institutions is low.

Historically-based lump sums. In this system, Governments allocate to each institution the previous year's allocation (a sum which may have had some relationship to costs, at least at some point in the past) plus or minus a percentage based on its financial situation and priorities for the year. This is a somewhat fairer system than negotiated budgets in the sense that everyone is treated more equally. This method exists in a majority of Canadian provinces.

Enrolment-based funding. In most of North America, including Canada's two biggest provinces, the majority of cash transferred by governments to institutions is simply based on the numbers of students enrolled, with more expensive programs given an extra "weight," allegedly based on real costs (e.g. a medical student is worth 5x an arts student). These weights vary somewhat from jurisdiction to jurisdiction and they tend to reflect "actual costs" approximately rather than accurately. This promotes equity across institutions while at the same time allowing the division of funds across institutions in line with the way enrolments change.

Output-based Funding. In the United States, most states now provide some small amounts of funding (usually less than 10% of government funds) based on various measures of student progress/completion. In Europe, we see something similar though the funds involved are usually much larger (15% or more) and tend to involve some combination of student outputs and research outcomes. Where it is based on student funding, the money is often weighted by the discipline from which the student graduates, just as enrolment-based funding is. Note that this is not the same thing as out*come* based funding; only very few places distribute funding based on outcomes such as employment rates or loan default rates (e.g. at the margin employment outcomes play a role in funding in Ontario).

Competitive Funding. In Canada, competitive funding has traditionally occurred at the level of the individual researcher. But increasingly, the Government of Canada has been using competitive funding at the institutional level for research (e.g. CFREF) and for capital funding (e.g. SIF). In other countries— particularly those which provide money for teaching and research in two separate envelopes—this kind of funding approach been the norm for many years.

Mission-based funding. In a few countries—Austria is perhaps the most prominent example—funding is at least partially conditional on fulfilling a particular mandate or reaching a set of goals. In some ways, this is a throwback to a negotiated budget system, but with an actual check for "return on investment."

But the larger issue is that the accountability involved in this system is both narrow and resource-based. It is narrow in the sense that the government's scrutiny is focused entirely on the process of program approval, not on evaluating program outcomes. And it is resource-based in the sense that the main questions asked during the process are all related to how money will be spent, not on what is actually to be achieved. Attention is focused only on 1% of the budget that is composed of new programs, not on the 99% of the budget that deals with ongoing, existing ones. In this sense, institutions are unaccountable for their results from existing programs.

This does not mean that institutions are irresponsible with public money. All of our discussions with college leaders lead us to believe that being responsible stewards of public money is very much a concern to all of them, even if there have been lapses in this regard under previous leadership. Neither does it mean that they are opposed to accountability for results: it simply means the Government of Manitoba has never spelled out what aims it has for the system and what accountable goals it has from each institution.

5) Quality Assurance

All colleges have some form of internal quality assurance. Usually, these take the form of program advisory committees which meet periodically and solicit advice from major employers who are "consumers" of the program's graduates. This system works tolerably well, though there are various instances where programs are fairly widely seen to have "fallen behind the times." Red River College, Assiniboine Community College and the Manitoba Institute of Trades and Technology have made moves in the last two years to substantially tighten their quality assurance process to make them faster and nimbler.

However, for most programs this level of internal quality assurance is not accompanied by any type of external quality assurance (the exception is for programs which seek external accreditation, such as Human Resource Management at Red River). The purpose of external quality assurance is not to act as an independent overseer of individual college programs. That is properly a job for college management, program advisory boards, and ultimately college Boards of Governors. Rather, the purpose of external quality assurance is to provide assurance to funding agencies (mainly government) and ultimately the public, that the processes used by colleges to maintain and improve program quality are both rigorous and consistently implemented.

Until recently, the lack of external quality assurance was common in Canada. However, this has begun to change in recent years. Ontario created the Ontario College Quality Assurance Service to oversee institution-level quality in that province. Similarly, the Degree College Assessment Board of British Columbia has started to provide the same kind of oversight. Manitoba has not yet taken steps in this direction.

6) Value for Money

One of the key questions posed at the outset of this review was whether or not Manitoba colleges were delivering value for money. This was a tricky question because the review is not an audit and there is insufficient data to do extensive explorations of Returns on Investment (ROI).

What has been done, allowing for constrains on data comparability, has been to try to compare the two main colleges—Red River College and Assiniboine Community College—to similar institutions outside the province of Manitoba, to see if they are delivering programs at similar cost. We have not done this at the other three colleges because their hybrid nature gives them few comparators.

In the first exercise, we did a straight cost comparison between Red River College and three peer institutions (Fanshawe College in London, Algonquin College in Ottawa and Saskatchewan Polytechnic). All three are polytechnics—that is, like Red River they grant degrees as well as diplomas and certificates. None are exactly the same size or shape as Red River College: the two Ontario colleges are larger and hence likely benefit from some economies of scale, while Saskatchewan Polytechnic is slightly smaller in terms of FTEs (at least as measured by Statistics Canada) and is divided into four campuses, both of which mean diseconomies of scale compared to Red River.

Figure 1: Cost per FTE comparisons: Red River College vs. Peer Institutions, (in inflation-adjusted $2016)
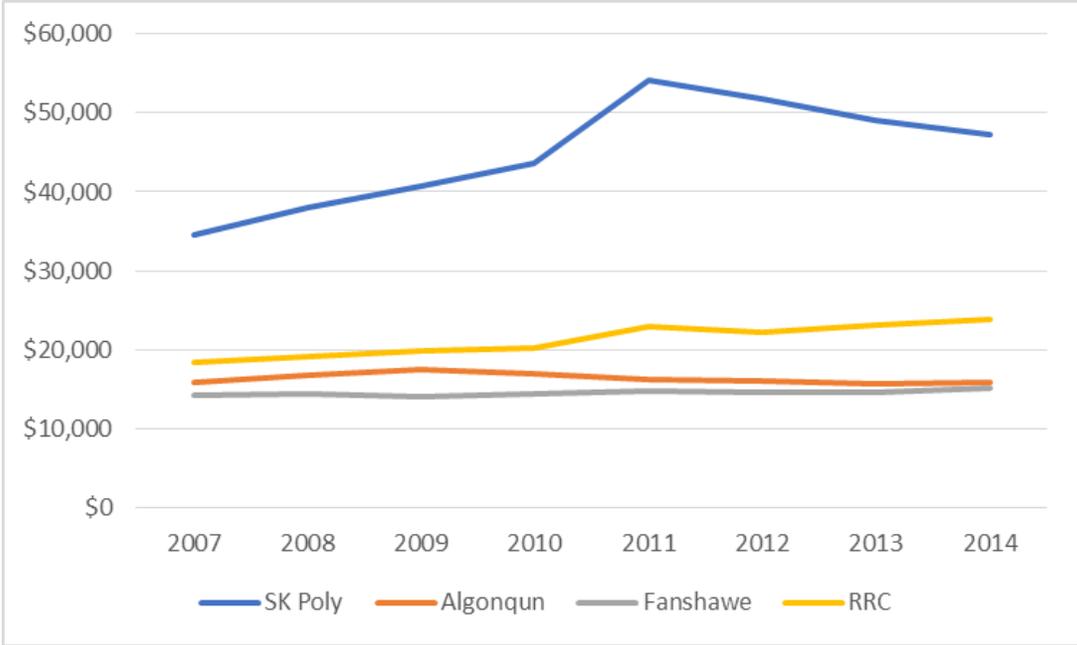
There are two points to draw from figure 1. The first is that as expected, Red River College's per student costs lies somewhere between those in the larger Ontario polytechnics and those in the smaller and more spread out Saskatchewan Polytechnic. The second is that Red River College did see one significant bump in average student costs over the past decade, which appears to coincide with the introduction in degree-level programming in construction and nursing.

Figure 2 repeats the process for Assiniboine Community College and its peer institutions Medicine Hat College, Grande Prairie College, and Selkirk College (Castlegar). Assiniboine

Community College's per-student costs seem to be higher than Red River's and are also rising faster: however, there are two caveats with the data. The first is that there is that a significant and currently unexplained gap in the way Assiniboine Community College reports its numbers and the way Statistics Canada does (which is, unfortunately, not uncommon for colleges in Canada). The second is that we have yet to be able to pull out expenditures on contract training out from the underlying figures.

Figure 2: Cost per FTE comparisons: Assiniboine Community College vs. Peer Institutions (in inflation-adjusted $2016)
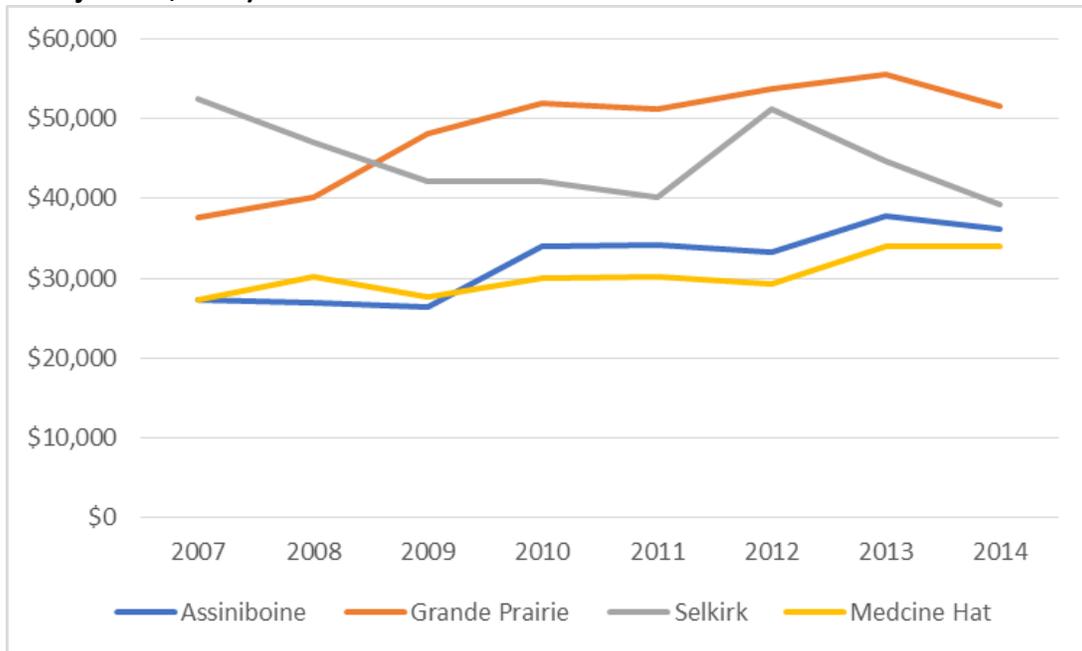
Figure 2 shows that Assiniboine Community College's costs have been rising (though see caveat above), but that it remains at or near the bottom of per-student costs among peer institutions.

As an additional set of tests for value-for-money, we examined the percentage of total expenditures at each institution which were devoted to salaries. Since high salary expenditure can crowd out other valuable items (including technical equipment and materials), it is desirable to keep salary costs as a percentage of total costs to a relatively low level—though of course too low might create problems in a different way, in that it might endanger the quality of teaching. Figures 3 and 4 compare Red River College and Assiniboine Community College with their peer groups in terms of the percentage of total expenditures spent on compensation.

Figure 3: Salaries as a Percentage of Total Expenditure, Red River College and Peer Institutions
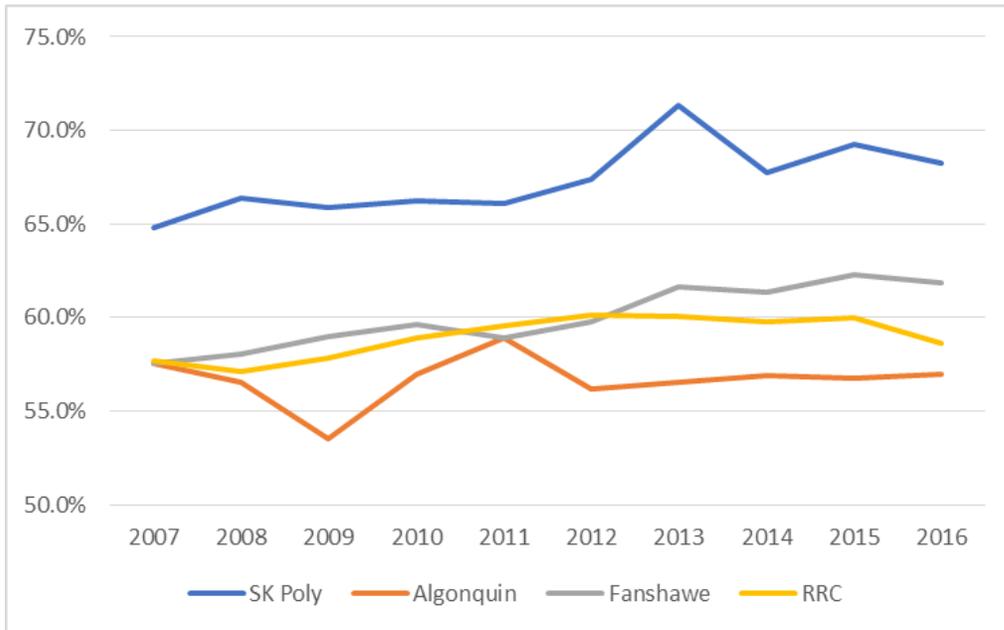
Figure 4: Salaries as a Percentage of Total Expenditure, Assiniboine Community College and Peer Institutions
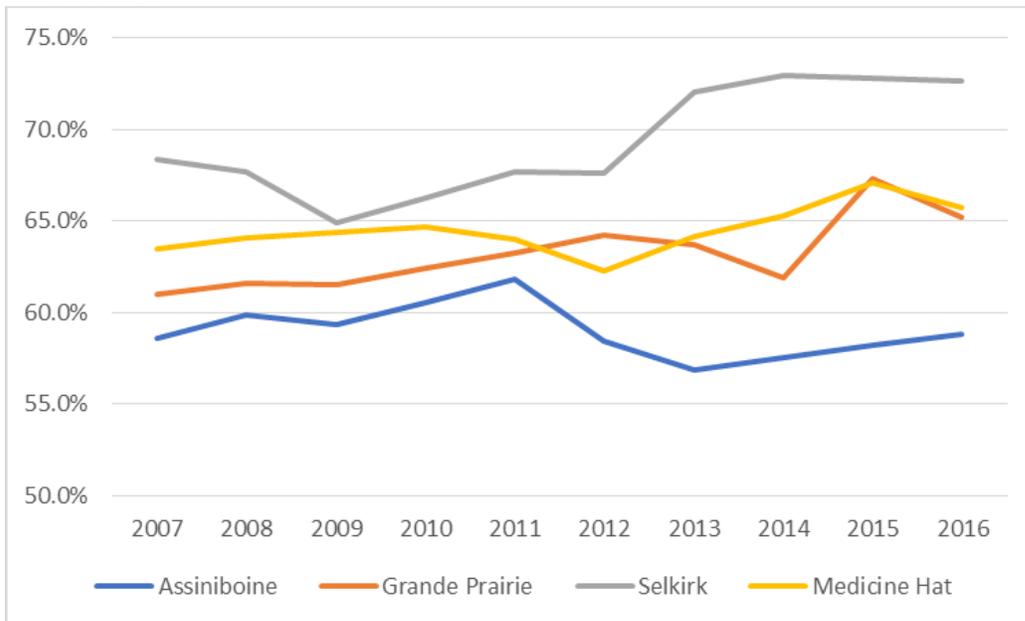
The key takeaway from these graphs is that both Red River College and Assiniboine Community College are toward the bottom of their respective peer groups in terms of spending on salaries. On the whole, we take this as an indication of good management. Combined with the results of figures 1 and 2, we tend to believe that there is no cause for concern in terms of how the province's main colleges are spending public dollars.

We cannot easily use Statistics Canada data to examine expenditures in the other three colleges because of the difficulty in getting usable figures for the three hybrid institutions. However, it is possible to use internal institutional data on program expenditures per full-load equivalent, which we show below in figure 5. This data is not strictly speaking comparable to the Statistics Canada, so readers should not be surprised that the specific Assiniboine Community College and Red River College figures are somewhat different in figure 5 than they are in figures 1 and 2.

Figure 5: Average Expenditures per Full-Load Equivalent, 2015-16
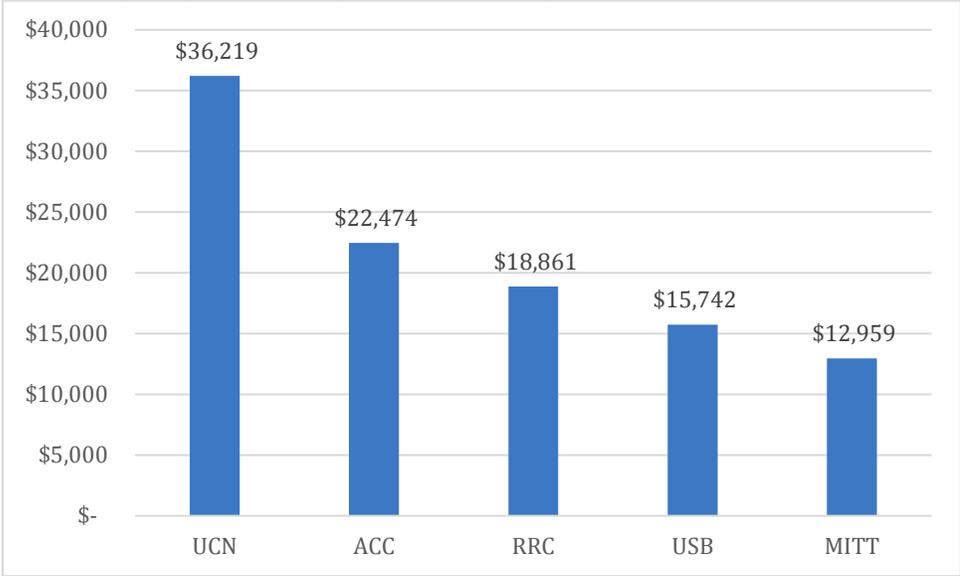
Figure 5 shows that there is a substantial variation in per-institution costs between institutions. They are for the most part what one would expect: the lowest costs are at Manitoba Institute of Trades and Technology and Université de Saint-Boniface, which tends to provide shorter and/or less capital-intensive programs. Red River College is next: it teaches longer and more capital-intensive programs but offsets this through economies of scale. Then comes Assiniboine Community College, which has a significant number of relatively expensive trades and culinary/hotel management programs. And finally, there is University College of the North, which is substantially above the provincial average and which has a number of very expensive programs with relatively low enrolment.

If based on the first four figures we can conclude that expenditures at Red River College and Assiniboine Community College represent no cause for concern, then based on figure 5 it would seem that Manitoba Institute of Trades and Technology and Université de Saint-Boniface are operating in relatively cost-effective manner as well. There same data, however, creates some concerns for the University College of the North. The expenditures shown here are not unprecedentedly high—Aurora College in the Northwest Territories, for instance, spends over $30 million/year for an FLE student of between 450 and 600 students. But the data does suggest that some review of internal policies with respect to funding programs with very high per-student costs may be in order.

7) Capital Expenditures

The province of Manitoba has spent many millions of dollars on capital projects in recent years, most notably at University College of the North's Thompson campus. However, this process does not appear to be in any way systematic. Expenditure seems to be largely a function of fluctuating day-to-day politics, with favoured projects or institutions having a first claim on resources.

The lack of a systematic plan for capital expenditures is not a problem in the short-term. Institutions can and will "make do." There is, moreover, no reason that the government should necessarily consider it necessary to make annual allocations for capital, least of all when the government in general is on a restraint footing. However, it seems fairly obvious that a lack of planning is making the system less effective than it otherwise could be. Both Manitoba Institute of Trades and Technology and Assiniboine Community College operate below peak efficiency because their operations are spread across many campuses. Red River College appears dependent upon occasional random (and unpredictable) grants from government to deal with its space needs. This is a sub-optimal state of affairs.

8) Participation and Attainment Rates

As figure 6, below, shows as of 2016 Manitoba has the lowest post-secondary education attainment rate among 25-44-year-olds of any Canadian province: 62% versus a national average of 72%. Back in 1999, Manitoba had an attainment rate equal to or higher than Saskatchewan and New Brunswick, but both have since pulled ahead substantially.

Figure 6: Attainment rates, 25–44 Year Olds, by Province, 1999 and 2016
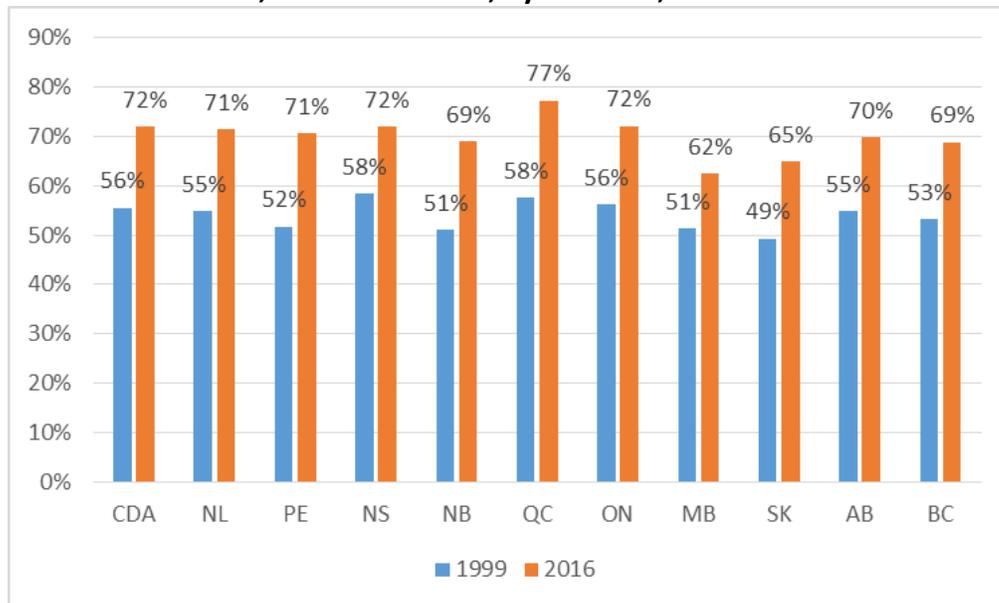
Source: Statistics Canada, Cansim 282-0004

Part of the reason for the gap in participation rates stems from the fact that Indigenous peoples in Manitoba have historically had much lower attainment rates. Figure 7 shows rate of educational attainment by province for Indigenous and non-Indigenous Canadians aged 25–64 (the figure for Indigenous Canadians is for the off-reserve population only; if the on-reserve

population were included, these averages would likely be even lower). In all provinces, attainment rates for Indigenous peoples are lower than for non-Aboriginals, but the gap is highest in British Columbia (16 percentage points), Ontario and Manitoba (15 percentage points). Manitoba's Indigenous post-secondary attainment rate is just 43%, the lowest in the country.

Figure 7: Post-Secondary Attainment Rates, by Province and Aboriginal Identity, 2013
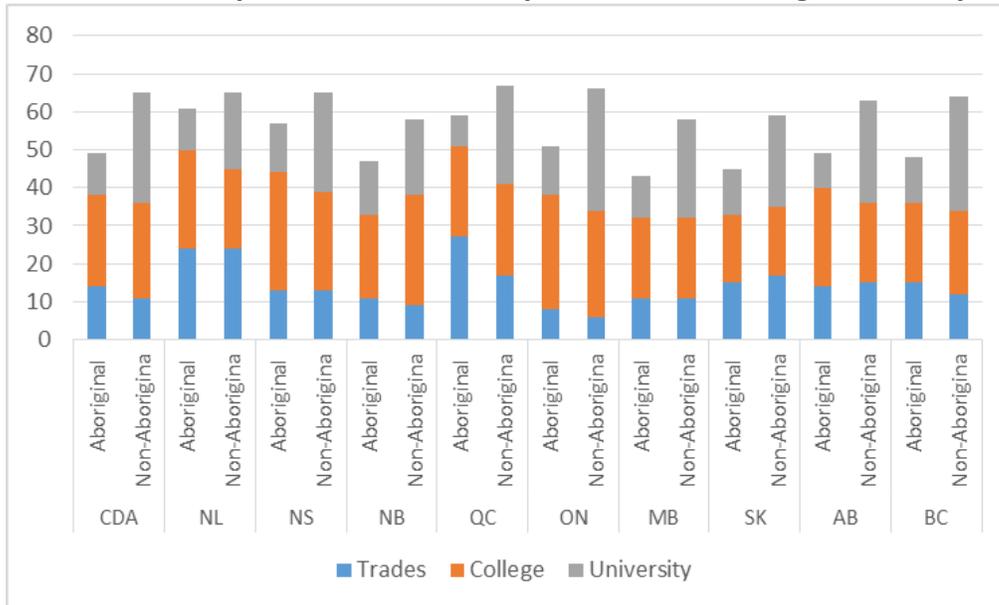
Source: Statistics Canada, CANSIM 477-0116. Prince Edward Island is omitted because sample size is too small to provide data for Aboriginal Canadians at all levels of education.

College/trade attainment rates among Indigenous Manitobans are quite similar to that of non-Indigenous ones. However, overall, the Manitoba College system is somewhat smaller than that of most other provinces. Excluding Quebec's somewhat idiosyncratic system, most Canadian provinces have around a third of their full-time equivalent students in colleges. In Manitoba, the figure is 28%: not far off, but still somewhat low compared to most provinces against which the province normally compares itself, such as Saskatchewan and New Brunswick.

All of the foregoing suggests that the province of Manitoba must adopt some broad policy goals and/or targets in terms of participation and attainment both in post-secondary education as a whole and the in college sector, and needs to focus policy attention toward meeting these goals. Note that this is not simply a matter of ever-increasing intakes: at Red River College in particular, there is significant room to improve completion rates. But the adoption of explicit policy goals, and assigning goals to each institution with respect to graduate numbers is desirable.

Figure 8: College Enrolments as a Percentage of all Post-Secondary Enrolments, by province, 2014-15
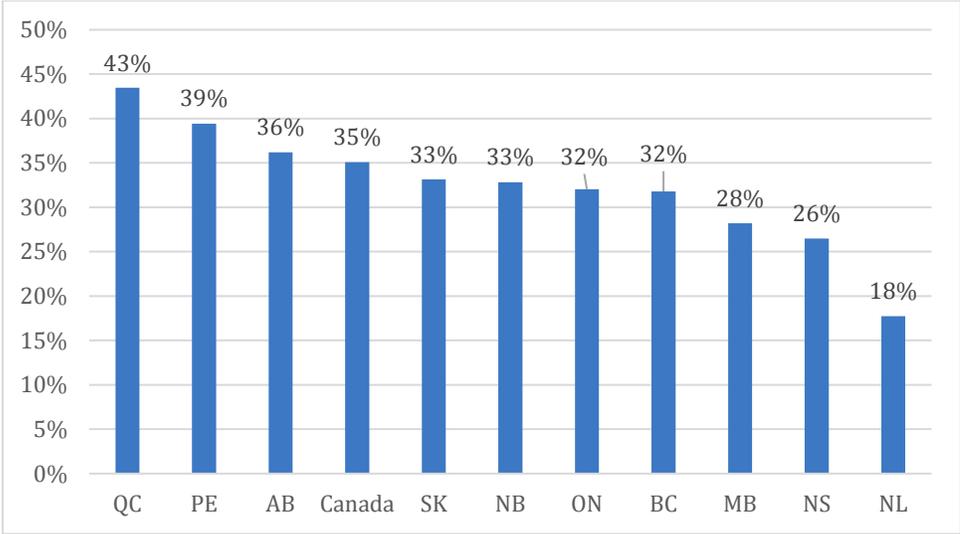
Source: Statistics Canada, CANSIM 477-033

9) Serving Non-Metro Winnipeg

Manitoba's low participation rates are undoubtedly due to a range of factors. In addition to being partly a function of Indigenous participation rates, it is also undoubtedly related to the difficulty in properly serving much of the province's thinly-populated rural areas. Some parts of the province—particularly a strip running north from the Pembina Valley through Portage La Prairie and up into the Interlake—do appear to be somewhat underserved by the current system.

The problem is only partly due to the college system's structure; to a large degree it is an inevitable by-product of the province's population distribution. The province is for the most part thinly populated and its third-tier population centres are too small to host colleges of their own. This is not the case in other provinces: in both Alberta and BC, third-tier urban centres are large enough to hold colleges of their own. In Saskatchewan, the existence of regional colleges in most of the province's third-tier cities means there is not just an ongoing platform for educational delivery, but permanent machinery (both in the form of the regional college management and regional college boards, which are made up of local employers from both the private and public sectors).

Manitoba does not quite have anything similar. In northern Manitoba, University College of the North has a series of regional centres which mostly fulfill this purpose, though the colleges' own activities in these places are mainly restricted to secondary school completion. But even in Northern Manitoba there is no "catchment area"; other PSE institutions can and do deliver programming in the North (e.g. University of Manitoba offering social work at OCN, or Assiniboine Community College offering Police Foundations in Thompson). This has in fact been advantageous for the north, as it means that communities there have had the option of using an

alternative supplier of post-secondary education in times when University College of the North was not seen to be filling a need.

But in other parts of the province, the lack of strict institutional catchment areas can be a problem. Near the city of Winnipeg, Selkirk and Steinbach both have sites associated with the nearest large institution (Red River College) though both of them are within an hour's drive of the city, and Assiniboine Community College has a site in Dauphin. Apart from that, access sites are patchy, and there are post-secondary deserts (that is, locations with more than 1,000 residents but not within an hour of a post-secondary delivery site) in parts of Eastman, South-western Manitoba and—especially—the central strip of Manitoba running North from the Pembina Valley through Portage La Prairie and up into the Interlake.

In theory, it should be possible for these communities to simply contract to get training as needed. Infrastructure is not necessarily the barrier it is sometimes made out to be: for many post-secondary programs, local high schools are perfectly adequate as a teaching location. But there are two key issues. First of all, many communities lack dedicated funds to purchase the training, and second of all, in many communities there is no dedicated pathway for asking employers and residents what kinds of training they might want or need.

Interestingly, some First Nations communities do have this pathway, as some have both dedicated staff (education directors) and dedicated funds (through the federal government). Thus, for instance, the Ebb and Flow First Nation is able to purchase some health staff training from Assiniboine Community College every couple of years, a measure which has been very successful in helping to staff local health authorities. In effect, they function in a manner not entirely dissimilar to Saskatchewan's regional colleges. In contrast, towns like Teulon and Gimli do not have this same capacity, except when the local school board occasionally decide to take up this function of offering as-needed training.

10) Views of Graduates: Satisfaction

As part of this review, we conducted a survey of 2013 college graduates in conjunction with the province's five colleges. Roughly 75% of alumni said they were either satisfied or very satisfied with the way their college prepared them for the job market, which by and large suggests that the system is working well for students. This is not a unanimous view; over 4% were very unsatisfied with the preparation they received. In terms of overall satisfaction, 85% of students indicated they were satisfied or very satisfied.

We found two issues in particular drove satisfaction. The first had to do with creating reasonable expectations about job prospects. A number of students felt their programs did not adequately prepare them for tightness in the labour market. Though this was mentioned in just a dozen cases (which on the whole is a good result) those students who felt they did not receive adequate labour market information were very negative about their overall experiences.

Figure 9: Graduate Satisfaction with College Education 4 years After Graduation
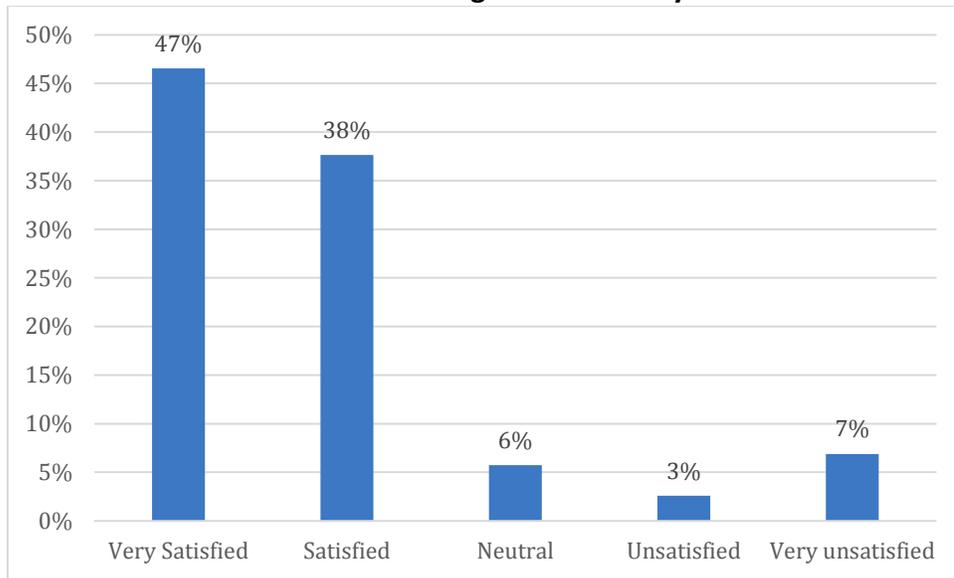
Another key issue was the extent to which students felt they had been given assistance in finding meaningful, career-related work. The most common way that students said their colleges helped them find work was through job placements and internships undertaken over the course of the program. The second most common was through individual introductions or referrals to employers by college instructors (a key strength of colleges since many instructors have strong connections to the fields that they teach). Though college instructors were not the most important source of job connections, they were a major driver of satisfaction. Roughly 90% of students who received assistance from this source indicated they were "very satisfied" with their experience.

11) Views of Graduates: Use of Skills

To get a better sense of how graduates' careers evolved over the course of their early careers, we tried to look at the jobs alumni held over the past three years and how their use of skills obtained in college evolved during this short period. In line with the finding that colleges are succeeding in preparing students for employment, approximately 80% of alumni said that their first job was to some degree related to some degree to their college program. This furthers the impression that for a solid majority of students, colleges are succeeding preparing people for employment. That said, roughly 20% of graduates did not make the connection between their diploma and their work in their first year.

Over time, however, we found that students were using their college-related skills less and less. This is not unexpected, though the subject of occupation/skill drift is an understudied phenomenon in Canada. We asked alumni to rate the relationship between the skills gained in their studies and their jobs for each year since graduation. What we found was that most students training remained relevant for their job, but that the rate of related-skill use dropped over time.

Figure 10: Relation Between Skills Used at Work and Skills Obtained in College
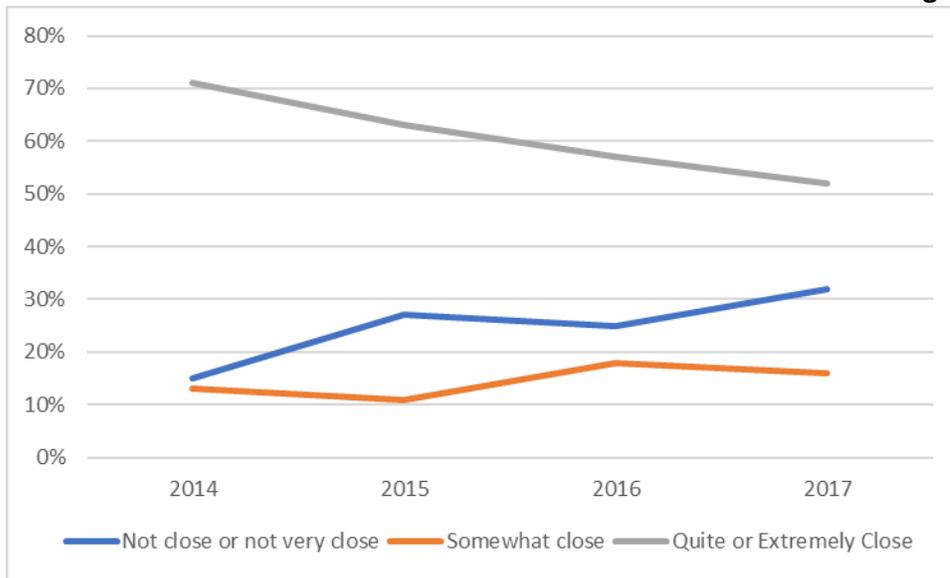
One major reason for the decline in skill usefulness is that nearly 50% of students change jobs at some point in their first full year of work. In some cases, that job switch is to a different industry, which has an obvious effect on the relation between skills and occupation. In other cases, graduates get promoted into management, which often brings new challenges and requires new skill sets which they might not have received in their program.

Figure 11: Number of Jobs held Since Graduation, Class of 2013 4 years out
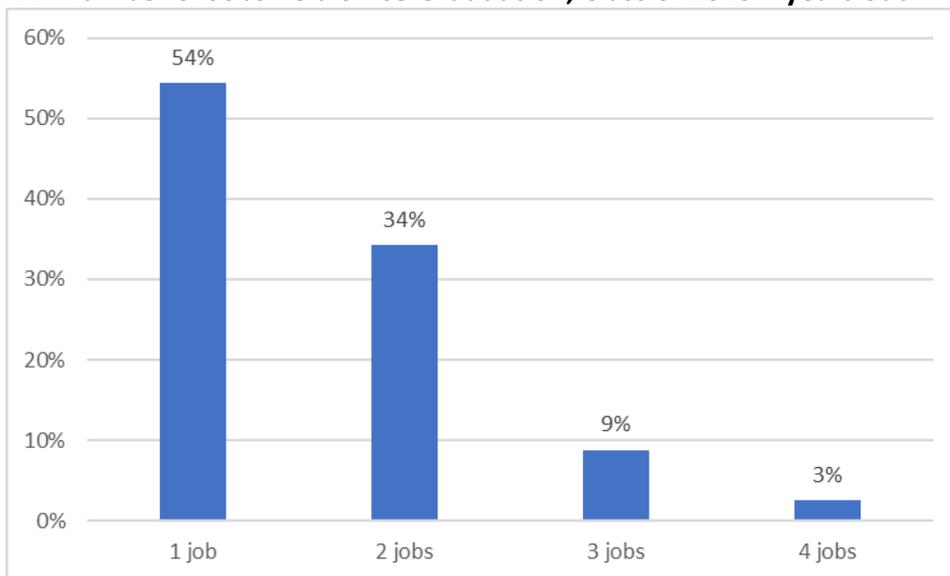
To the extent that graduates are upwardly or laterally mobile in their first few years after graduation, there is a need for them to complement their technical skills with a set of broader, more transversal skills, such as working with others, fostering communication, developing and executing plans and proposals, and building confidence for job searching.

In an open response question, we asked respondents to tell us which skills they have learned at college were most valuable. We are able to classify 263 interviews who described such skills and coded them as Transversal, Technical, or a combination of both. A technical skill here would be something directly applicable to a job (e.g. someone working as an animal health technologist listing, "restraint, blood draws, IV catheter placement, incubation"); a transversal skill would involve things such as proposal writing. Their suggestions included:

- Business writing and presentations
- Interpersonal and networking skills (meeting people and sharing interests)
- Project planning and management
- Conflict management
- Job searching (resumes, interviews, meetings) and how to conduct oneself professionally.
- Computer skills, particularly using common software (Microsoft Suite, Adobe Suite)

Many respondents also gave a combination of transversal and technical skills and are therefore listed as both. The results are shown below in table 1.

Table 1: The number of respondents who noted the benefits of more transversal and/or technical skills.	
Skill Category	**Number**
Transversal	58
Technical	126
Both	79
Total	**263**

We also asked what skills alumni use in their current position that did **not** learn in college. By and large the answers tended to focus soft skills, particularly in communication and office management. This included students who took fairly specialized and technical courses. For instance, one student who took a program in graphic design highlighted their need to use communication, customer service, and office management in their day-to-day life, and that the college did not do much to prepare them for this. Another student who took computer programming also noted that they wished they had more training for conflict management. Graduates who cited missing skills did not necessarily judge their programs more harshly as a result, but these examples speak to how incorporating soft skills into all programs may end up providing an important value-added component that differentiates a technical program from others.

Finally, we asked students what skills they _wished_ they had learned while in college, and roughly one quarter of respondents were able to name one. Many pointed to a particular technical skill, such as a particular tool, program, or procedure they use that was not covered in their training. As with the skills that alumni used the most (anything from a particular welding technique to an emergency room procedure used by a registered nurse), it is difficult to meaningfully categorize these, though the frequent mentioning of office or design software does speak to the importance

of colleges making those tools available to as many of their students as possible, even students who are not training for office positions.

A significant number of students pointed to soft skills as things they had wished they learned. These skills were similar to the skills they use but did not learn in college: conflict management, customer service, interacting with co-workers. Some alumni also noted that they had to take on leadership or management roles that they were not prepared for. This indicates the importance of providing students with opportunities to work with others, regardless of discipline. More concretely, project management skills also emerged as something that students wish they learned more about.

12) International Students

One of the unique features of post-secondary education in Manitoba is the nature of the offer made to international students. By provincial policy, any international student who completes a program of study of at least one year in length is deemed eligible to be included on the list of provincial nominees to be granted Canadian citizenship. This is, by any standard, an extraordinary inducement to attend a Manitoba post-secondary institution, and (arguably) a specific inducement to attend one which delivers programs of 52-week duration. Indeed, data from Manitoba Institute of Trades and Technology indicate that catering to this group has largely been instrumental to that institution's rise and at Université de Saint-Boniface the college side is highly dependent on international student dollars. Without overdramatizing, it is not going too far to say that college education in Manitoba (and this is true across many other Canadian provinces) is one of the fastest and most reliable means to obtain Canadian citizenship.

Though international students form a very extremely proportion at Manitoba Institute of Trades and Technology and at Université de Saint-Boniface, the system-wide numbers are not especially high by Canadian standards. As in many areas, the system-level numbers are dependent on the performance of Red River College, the province's largest. Red River has indicated it would have difficulty accepting many more international students because of space constraints. This is a reminder that although international enrolments can generate revenue, they do not always generate _net_ revenue. At certain points in the cost curve, new students—even ones paying over $10,000 per head—simply cost too much money to accept because they would require new premises or capital investments to accommodate. This is another fact which should be taken into account when creating a future capital expenditures policy.

The fact that Canadian citizenship comes attached to – effectively – any program of the required length may create opportunities, but it also creates challenges. For the province, the (nearly) open-door policy means that the graduates that emerge from the system may not be especially highly-skilled, as they perhaps might be if the minimum program duration were raised from one year to two years. For institutions, there is a question of how to develop and maintain quality in programming for international students when (in the words of one of the college system's most senior academic leaders) those students are "here for the citizenship, not the education". For both parties, getting the balance right between quantity and quality is an ongoing issue.

13) Apprenticeship System

As part of the review of colleges, we were asked to look briefly at the issue of apprenticeship system in Manitoba as it relates to the community colleges. The apprenticeship system has been an area of focus of policy concern for some time in the province. There are many issues facing the system in Manitoba, most of which deal with issues of modernization, particularly with respect to changes in technology and finding ways to make the system as a whole more flexible and responsive both toward employers and apprentices. Our understanding is that most of the key issues around apprenticeships lie within the relationship between government, apprentices and employers. For the most part, the role of colleges within the apprenticeship system lie outside this triangle. There do not appear to be any significant concerns with respect to colleges' ability to deliver apprenticeship training as specified by the province and by employers: indeed, stakeholders praised the work of colleges with respect to trades training and apprenticeships generally, as well their ability to tailor specific apprenticeship training to specific employers where numbers warrant and finances permit (the New Holland technician program at Assiniboine Community College would be an example here).

The one friction point that we see as significant is the implementation of new rules regarding the scheduling of courses for apprentices. Under the old school call notice policy, apprentices were required to attend their technical training in colleges at specified times. On the positive side, this ensured that the apprentice received training on a regular basis (it eliminated opportunities for employers to delay training and hence the apprentice's progression toward journeyperson status), and it ensured that the colleges—particularly Red River—could plan well in advance in terms of hiring instructors. The downside, of course, is that these times were not necessarily convenient for either the apprentice or the employer.

In order to make the system more flexible, the rules were changed in such a way as to allow employers and apprentices more flexibility to design their own training schedule. This has undeniable benefits; however, by taking the certainty out of apprenticeship numbers for any given period of study, it has made the process of hiring instructors a much more difficult task. If insufficient numbers apprentices enrol in a term, then sections may need to be cancelled—but since the college has already hired the instructors, the cost accrues in any case. In other words, flexibility in a training system is not free; it comes with costs in terms of wasted resources.

14) Adult Learning Centres

All Manitoba colleges, with the exception of the Université de Saint-Boniface, operate Adult Learning Centres as part of their programming (Université de Saint-Boniface supports the work of Pluri-elles, the adult learning center that supports Francophone residents and newcomers). Under the *Adult Learning Centres Act*, the Government of Manitoba provides money to certified education providers to deliver literacy training and grade 12 equivalency. Some school divisions and other social services agencies do this for the purpose of providing grade 12 equivalency as an end in itself—for the most part, however, colleges are delivering this education so they can get students prepared for further education at the post-secondary level.

One particular feature of the Adult Learning regime in Manitoba is its funding and oversight. Until 2001, funding for the program was simply done on a per capita basis. Around that time, one school division which provided ALC services was discovered to have been recruiting adult learners without necessarily providing them with the necessary education services, and that this practice was linked to the provision of bonuses to school board officials who brought in the revenue. The provincial government's reaction to this event was to introduce a very stringent set of controls. Funding went from per capita based to program-based, with each centre required to make program funding applications each year. Oversight is fierce. Not just each provider but each site must be accredited each year (that is, if a provider wants to provide a program once each in two parts of the same town, each site must go through the accreditation procedure). The detail on oversight of spending is probably best described as "minute."

The kinds of organizations which take advantage of the ALC are varied: they range from small community groups (often Indigenous-serving ones) which do not have education as their sole mission to large polytechnics like Red River College. Strict controls on the smaller ones, which do not possess their own quality control structures or much experience in delivering education, are perhaps appropriate. Applying those same standards to major colleges is probably not.

15) System Co-ordination (Campus Manitoba)

As part of the review of Manitoba Colleges, we undertook to examine the question of system co-ordination. To the extent any such co-ordination occurs in Manitoba, it does so through Campus Manitoba, an organization which originally reported to the institutions but later was turned into an organization which reported directly to the Ministry (in terms of money, it was always dependent on funding from government).

Campus Manitoba's inaugural project was to support delivery of post-secondary education in rural Manitoba through a network of 18 regional centres. The goal was to facilitate access to post-secondary education for those who live beyond the realistic commuting distances to a university or college. By completing the first year by distance education, the student would save money, while building up their confidence that they can succeed academically at a post-secondary institution. The *First Year by Distance Education* initiative was active for 23 years, operating between 1990 and 2013. The decision was taken to close these regional centres, and take advantage of the online platform to deliver similar services.

With the *First Year by Distance Education* initiative ending, Campus Manitoba embarked on new or expanded other activities. These included:

1) *e-Courses Manitoba*. This is a single portal to all online courses delivered by Manitoba's public post-secondary institutions, where students can create an account, get the necessary permission to take an online course offered by other institutions, and incorporate that course (or courses) into their program of study. Campus Manitoba notes that 899 online courses are listed on its portal. In 2016–2017, 1,281 students created an account to review the details of those online courses. Of those,

roughly half received a letter of permission to take an online course through Campus Manitoba that would be counted toward their desired post-secondary parchment.

2) *Flexible Learning* Hub. This initiative aims to help faculty in the classroom, by providing them with pedagogical resources, thus avoiding the need for many faculty members to design similar lectures or resources. With the support of an instructional designer, and assisted by two media specialists, the team has developed thus far two online courses: "How to teach online" and "How to learn online." Through the Flexible Learning Hub, three Indigenous modules are currently being developed jointly by faculty members at the University College of the North, Assiniboine Community College, University of Manitoba, and The University of Winnipeg. Five of seven partner institutions have additional courses in the queue for development.

3) *Set Your Course.* This website aims to support prospective post-secondary students in exploring the various educational pathways and career opportunities that are available in Manitoba. The website uses existing labour-market information found on Government of Manitoba websites, coupled with information about programs and services within Manitoba's post-secondary institutions. Campus Manitoba notes that the website is currently static with only minor updates being made. It is awaiting enhancements, including more explicit educational pathway information.

4) *Open Ed Manitoba* Campus Manitoba is focusing on Open Educational Resources (OER) as a cost-saving measure for the post-secondary education sector, and for students. In doing so, they are following the path set by BCcampus, which has developed a website and a process to have faculty members at BC post-secondary institutions comment on the quality of available Open Education Resources, notably textbooks, or contract with faculty members to write textbooks as an Open Educational Resource. BCcampus has provided Campus Manitoba with a copy of its website for free, which has been put to use with content adapted to reflect Manitoba institutions. Campus Manitoba is currently promoting OER for use in Manitoba post-secondary classrooms, if appropriate. In selecting these OER textbooks, students save the cost of buying publishers' textbooks. There are currently 15 documented cases of faculty in Manitoba using an OER textbook in their classes.

5) *Transfer Credit Portal and Transfer Manitoba.* The Transfer Manitoba website was intended to allow students to see existing transfer arrangements among the seven participating colleges and universities, thus promoting and facilitating student mobility through course-by-course and block transfer level agreements. The Transfer Credit Portal was completed in May 2016. However, due to lack of institutional agreements and funding, it was never launched.

Following the closure of the *First Year by Distance Education* in 2013, Campus Manitoba's grant from the Government of Manitoba was reduced by 25%, from $1.33 million to $1.09 million, where it has stayed since. Campus Manitoba also benefits from a partnership between the

Government of Manitoba and Brandon University (where Campus Manitoba is physically housed) with the latter providing financial (payroll, HR, pensions and benefits) and information technology services.

The expenses for Campus Manitoba are largely dedicated to human resources. In 2016–2017, the budget set aside 77% of all resources for wages and benefits; the remaining funds are allocated to equipment and technical needs, travel and professional development activities. Campus Manitoba employs 7 employees.

A review of Campus Manitoba's activities identified three main challenges. These are: governance, lack of engagement with post-secondary institutions, and creating products in search of clients, with the first two being intimately intertwined, and the third being related to operational direction.

The first challenge has to do with governance. Campus Manitoba defines itself in its organizational description as a consortium of Manitoba's public post-secondary institutions which facilitates student mobility and access to education, and coordinates collaborative system-level initiatives. The actual organizational structure does not meet the traditional organizational description of a consortium, meaning the post-secondary institutions do not, at the present, enter into an association with the objective of participating in a common activity or pooling their resources for achieving a common goal. Rather the leadership of Campus Manitoba calls on the institutions for their support in carrying out their mandate and/or their selected activities.

Generally, Manitoba's post-secondary institutions do not feel that Campus Manitoba is a consortium of its members, who come together to identify and operationalize initiatives for the benefit of the sector, initiatives that would support their needs and their priorities.

This first challenge leads to a second; namely, a lack of engagement with Manitoba post-secondary institutions. Put simply, post-secondary institutions are not being engaged in the process of setting a common direction and so evince little specific interest in Campus Manitoba. Initiatives spring from Campus Manitoba itself, or are mandated by senior ministry officials, rather than from institutions. As such, they often operate by calling meetings with subject matter experts within the various institutions, at times without prior engagement with senior administrative leaders of those institutions.

This second challenge thus leads to a third: that most Campus Manitoba initiatives amount to products in search of clients. The *Open Ed Manitoba* initiative, for instance, has had very limited success so far mainly because the academic leadership of the various institutions appear not to have been consulted or engaged with very deeply. Similarly, the *Set Your Course* website was completed without much in the way of consultation with the areas of the Ministry responsible for public education, with school districts or with guidance counsellors. Its use has therefore not been integrated within existing strategies to broaden access and strengthen informed choices regarding post-secondary options.

Part II: Recommendations

A New Accountability Framework

The current accountability arrangements for Manitoba Colleges are somewhat rudimentary. For 99% of the budget, there is no direct accountability: the institution simply receives what it received the previous year, plus or minus whatever rate of inflation (or cut) the provincial government sees fit to impose upon the sector as a whole. Accountability is focused very heavily on the remaining 1%, which consists of any new program an institution wishes to implement. For these programs – and for programs an institution may wish to alter or discontinue, there is a detailed accountability process which primarily consists of looking at program inputs – not outcomes.

There is a basic void at the heart of the accountability problem. It is not that colleges are unable and unwilling to be accountable: it is that the Manitoba government has never given either the sector or individual institutions missions or goals to which they can be held accountable. The current accountability arrangement essentially consists of the government giving colleges money to deliver courses and colleges promising to deliver them. It does not go further than that.

This lack of formal accountability in the system does not in the least imply that colleges have been *irresponsible* with public money: our inquiries and comparisons to date in fact suggest that the opposite is the case. What it means rather is that there is no results or accountability framework – no way of *assessing* the effectiveness of spending. The responsibility for this lies with government, not the colleges.

In our view, a sensible accountability framework necessarily includes the following five elements, none of which are currently in place in Manitoba:

1) *Well-articulated Institutional Missions and Goals for the Sector as a Whole and for Individual Institutions*. The government needs to be clear about what it wants from the system as a whole and from individual institutions. These should be encapsulated in multi-year agreements with each institution, much as is done in both British Columbia and Ontario.

2) *Outcome Metrics Tailored to Sectoral and Institutional Missions*. In addition to articulating missions and goals, it is important to also articulate specific outcomes that each institution should produce. Preferably, this would be at the institutional level; for instance "maintain a 65% completion rate across all programs" or "having employment levels at 98% or above six months after graduation).

3) *A Funding Formula*. The current system of funding, with its emphasis on seat numbers and program-by-program approvals, dates from the 1970s and shows its age. Funding to institutions should be provided on a formula basis, with different funding levels according to different costs in broad educational areas (e.g. business, health, trades, etc.), so that in general subsidies match an institution's educational profile. Some

performance-related (i.e. completion) measures should also be included in the formula, as well as incentives to provide education outside major population centres and to Indigenous students.

4) *Greater Operational Flexibility for Institutions*. Employers have told us clearly: they want institutions to be more "nimble". In order to achieve this, one of the things which must occur is that institutions must have greater operational flexibility. They need the ability to shift resources across programs quickly, and to be able to start (and terminate) programs more rapidly than is currently the case. This will require a re-structuring and simplification of provincial program approval processes.

5) *Independent Quality Assurance*. Finally, it should be noted that simply requiring institutions to meet key output or outcome metrics is not enough to provide and ensure quality outcomes because, to put it bluntly, metrics can be gamed. Only a combination of metrics combined with a system of quality assurance which examines the internal processes of an institution and ensures that they are geared towards continuous improvement can provide the necessary guarantee of quality in the system.

We now spell out these ideas with respect to an accountability framework in greater detail.

1) Developing Well-Articulated Institutional Missions

In order for institutions to be accountable to government for their results, it is necessary that government sets expectations about what those results should be. At the moment, it does not do this. It must begin to do so.

There are, broadly, two areas in which the government should set expectations. The first is with respect to graduates and graduation rates: that is, on the quantity of outputs. The second is with respect to the orientation of institutions and the particular types of labour market needs it should be meeting: that is, on the nature of the outputs. Colleges exist to offer training which can meet the needs of employers and give students a choice of rewarding careers. Because skill usage and demand constantly changes, colleges are required to train "ahead" of the labour market since the skills in demand at the time students enrol may not be the skills in demand when they graduate. It follows from this that college systems can to some degree shape the future of local labour markets (in the short term at least) by choosing to directly train in particular areas and making pools of skills available to employers where such skills did not previously exist. To borrow a hockey metaphor, colleges need to train "where the puck will be, not where it is". For this precise reason, it is important that college missions are aligned at least to some degree with provincial economic development goals.

With respect to the issue of quantity, it is appropriate for government to set goals for the system as a whole and for each institution as to the quantity of graduates it should be training. With respect to the nature of the outputs, where there are acute labour shortages or particular emerging areas of skill or employment in which the government wishes to direct investments, it

makes sense for government to also set goals with respect to particular programs. In addition to these, government may also wish to consider setting additional mandates with respect to such things as student mobility and inter-institutional co-operation (for example, setting directions for development of joint programs or program pathways) and to financial sustainability.

It should go without saying that these mandates should not simply be imposed on institutions. For mandates to be effective, they must be rooted in the best elements of institutional history and current practice. The goals included in the mandates need to be demanding enough to push the institution to improve without being unachievable. They should therefore be the outcome of a process of discussion and negotiation between the Department and the relevant college. The mandates should also take account of one another, in the sense that they must collectively fit under a framework that makes sense for the province as a whole. These mandates should be examined and revised periodically, perhaps on a three-year schedule.

It is not our recommendation at this point that funding be tied to the development of a particular mandate: funding should be dealt with through a formula system (see Recommendation 4, below). The point of the mandate is to give both government and the institution a set of common understandings with respect to intended outcomes.

Recommendation 1: The Province of Manitoba should develop system-wide goals for Manitoba Colleges, to be aligned with Provincial economic development strategies, and reviewed and updated every three years.

Recommendation 2: The Province of Manitoba should adopt a system wherein Manitoba Education and Training negotiates multi-year Mandates for each individual college to provide guidance on each college's expected progress and outcomes over a three-year period, with each individual mandate broadly aligned to the statement on system-wide goals.

2) Outcome Metrics Tailored to Each Individual Institution

This is mostly a corollary of the previous recommendation. Each mandate needs measurable outcomes. These may relate to enrolments, completions, enrolment of Indigenous students, employment rates, or other pressing concerns. A wide variety of metrics are possible and the desired outcomes and employed metrics can vary significantly from one institution to another. Each college has its own mission and mandate, and so the metrics used to measure its accomplishments will necessarily vary as well.

Recommendation 3: That the multi-year mandates contain outcome metrics to judge success, and that the outcome metrics be tailored to each individual institution's unique mission and mandate.

3) A Funding Formula

At the moment, the province has no way to adjust funding to different institutions based on changes in enrolment. Program funding is provided in perpetuity based on *estimated* enrolment at the time of program approval: the number of actual students who are enrolled does not then

subsequently change the amount of money granted. This creates an odd situation in that institutions have little incentive to grow very successful programs because they would lose money on them and little incentive to cut programs with sub-optimal enrolment because their costs are effectively covered regardless. This is an inherent feature of the current funding system of historically-based block funds with individual approvals for new programs. Moreover, the current funding system contains no accountability for outcomes. Institutions are rewarded regardless of the quality of their teaching and learning environments.

There is, however, an alternative. That alternative is to introduce a funding formula which, to some degree, follows the student and rewards specific outputs. It is a method by which governments can nudge institutions towards particular policy goals by rewarding particular outcomes without necessarily being involved in the minutiae of institutional policy. How institutions achieve these goals is up to them. It is a system in which government steers but does not row. It is this alternative which we recommend.

The basics of a funding formula are described above on page 6. They can either be very simple or very complex, depending on the number of criteria a funder wishes to take into account. In some cases, funding formulas can be extremely complex – as previous experience in Manitoba's K-12 system has shown. However, for three reasons, our recommendation is to keep the formula simple and with as few variables as a possible. First, we recognize that the sector is still developing high-quality, consistent data, and it is therefore preferable to keep the number of indicators reduced so that data improvement efforts can be kept focused. Second, as this is a new system, there is distinct value in keeping the system simple so as to maximize transparency about what factors are influencing the overall numbers. This task becomes harder with the addition of each individual variable. Third, we recognize the pressures that the new system is likely to put on the Department staff and the fewer the variables, the less staff support will be required to maintain the system.

The key elements of a funding system for Manitoba colleges should respect the following principles:

1) The formula should apply to regular college students only. Apprentices and students in adult learning/high school completion programs should be excluded from the formula.

2) A substantial portion of funding should be based on "weighted student enrolments"; that is, on current enrolments in various programs, taking into account the difference cost structures of programs in different areas (technology programs, for instance, cost more than business programs).

3) A substantial portion of funding should be based on "weighted graduations"; that is, on the number of graduates of programs, weighted both by the nature and length of the program.

4) A small proportion of the grant which is "flat", to cover overhead costs, which should be distributed in a way that favours smaller institutions.

5) An extra weight in the student and graduate formulas to recognize the extra costs of delivering programming outside Winnipeg/Brandon.

6) An extra weight in the student and graduate formulas to encourage institutions to educate Indigenous students and recognize the costs of providing extra support.

7) A reduced weight for international students to recognize that some priority needs to be given to subsidizing domestic students over foreign ones.

8) A formula should use rolling multi-year averages to smooth out changes in allocations across institutions

The formula should be an allocative formula rather than a determinative formula. That is, the formula does not tell the legislature how much to appropriate for colleges; rather it tells the legislature how to divide the sum allocated to all colleges between the individual institutions.

One possible funding formula which respects these principles would be made up as follows:
- An "enrollment envelope", worth 40% of the entire funding allocation, where each individual institution's share is equal to its number of weighted student units as a proportion of total weighted student units across the entire system, where weights are applied as follows:

  Business Programs = 1, Health/Human Services Programs = 1.5, Trades = 1.75, Technology = 2
  Students taught in a location outside Winnipeg or Brandon = 1.2
  Indigenous Students = 1.2
  International students = .75

  (for clarity: these weights are attached separately and hence cumulatively to each individual, so an Indigenous student studying outside Winnipeg or Brandon in a technology program would have a weight of 1.2*1.2*2 = 2.88 whereas an international business student in Winnipeg would be 1*0.75 = 0.75)

- A "graduates envelope", worth 40% of the entire funding allocation, where each individual institution's share is equal to its number of weighted graduate units as a proportion of total weighted graduate units across the entire system, where weights are applied as follows:

  Business Programs = 1, Health/Human Services Programs = 1.5, Trades = 1.75, Technology = 2
  Students taught in a location outside Winnipeg or Brandon = 1.2
  Indigenous Students = 1.2
  International students = .75

Program length = Weeks of fulltime study required to complete the credential or equivalent (note this is standard time to complete credential, not actual time taken by each individual student.

(for clarity: these weights are attached separately and hence cumulatively to each individual, so an Indigenous graduate studying outside Winnipeg or Brandon in a 68-week technology program would have a weight of 1.2*1.2*68 = 97.92 whereas an international graduate from a 1-year business program in Winnipeg would have a weight of 0.75*34 = 25.5).

- A "block envelope", worth 20% of the entire funding allocation, designed to help cover central costs which all institutions are required to cover regardless of size, which would be distributed as follows:
  o Red River College, 50%
  o Assiniboine Community College, 20%
  o University College of the North, 15%
  o Manitoba Institute of Trades and Technology, 10%
  o Université de Saint-Boniface, 5%

In order to reduce large year-to-year fluctuations in spending, either a straight three-year average of the formula should be used, or a three-year average which is slightly weighted towards the most recent year (e.g. .5 for the most recent year, .3 for the previous year and .2 for the previous year) could be adopted.

Some time and care should be taken in phasing in this formula. To avoid shocks to institutional budgets, it is advisable to provide institutions with a declining blended average of their formula amount and the amount they *would have* received under the existing system. For example, in year 1, they could receive 75% of their old allocation and 25% of their new allocation; in year 2 they could receive 50% and 50%, and so on until the new formula is fully adopted.

Recommendation 4: The Government of Manitoba should adopt a Funding Formula based on the following seven principles:

1) *The formula should apply to regular college students only. Apprentices and students in adult learning/high school completion programs should be excluded from the formula.*
2) *A substantial portion of funding should be based on "weighted student enrolments"; that is, on current enrolments in various programs, taking into account the difference cost structures of programs in different areas (technology programs, for instance, cost more than business programs).*
3) *A substantial portion of funding should be based on "weighted graduations"; that is, on the number of graduates of programs, weighted both by the nature and length of the program.*
4) *A small proportion of the grant which is "flat", to cover overhead costs, which should be distributed in a way that favours smaller institutions.*

5) *An extra weight in the student and graduate formulas to recognize the extra costs of delivering programming outside Winnipeg/Brandon.*
6) *An extra weight in the student and graduate formulas to encourage institutions to educate Indigenous students and recognize the costs of providing extra support.*
7) *A reduced weight for international students to recognize that some priority needs to be given to subsidizing domestic students over foreign ones.*
8) *A formula should use rolling multi-year averages to smooth out changes in allocations across institutions*

Recommendation 5: *To ensure stability in institutional finances, the Funding Formula should be phased in over 3-4 years with institutions receiving a declining blended average of their allocations under the old and new systems.*

4) Greater Operational Flexibility for Institutions

To this point, our recommendations have focused on providing a great deal more accountability into the Manitoba College Policy Framework: more mandates, more goals, a more sophisticated funding settlement. But the purpose of all this is not to hamstring institutions: rather, it is to liberate them. For one benefit of switching focus from a front-end/input-based focus to a back-end/results/outcome focus and switching to a funding formula is that it leaves institutions more or less free to manage their programs on their own with less government input or oversight. This should make it easier for them to respond quickly to market opportunities and the needs of employers, and thus provide the system with a much greater degree of "nimbleness" than it currently possesses. Since it was "nimbleness" above all which employers we spoke to said they wanted in the system, we expect this measure to significantly increase employer satisfaction with colleges.

With all funding arriving via formula, there will be no need for new program requests to go through the Treasury Board. Neither will there be a need to be discussion between government and institutions regarding "reinvestment" of monies for discontinued programs, for institutions will get money based on their overall weighted enrolments and graduates, not as a function of funding for particular seats in particular programs.

Departmental approval will still be required for i) adding new programs and ii) making substantial alterations to curricula in existing programs; however, these approval processes will simply relate to the academic and labour market merits of the program (i.e. ensuring that the institution has done due diligence in measuring labour market demand and that its curriculum and proposed instructors and pedagogy is of college-level). In Ontario, the Ontario Colleges Quality Assurance Services promises colleges a turn-around time of five days to review the merits of an application in this way. In this vein, Manitoba should strive for a maximum 10-day turn-around in providing an approval/rejection. In the case of closing programs, approval shall be required but the review will simply be limited to doing due diligence on lack of student/labour market demand, and a response would be required in the same 10-day schedule. The departmental role here for this process should be seen simply one of very light quality control.

Recommendation 6: *That current procedures for adding, modifying or eliminating programs be removed, and replaced, with a lighter-touch regulation which does not examine fiscal issues but focusses solely on due diligence in labour market research and quality of proposed curriculum and pedagogy.*

5) External Quality Assurance

At the moment, the Government has no reliable or objective way of independently monitoring quality in institutions since the only time institutional standards are ever reviewed are with respect to new programs. An outcome-based funding formula with proper metrics will help expose and sanction poorly performing institutions. However, one key risk of a move to a funding formula system, particularly one which rewards outputs, is the possibility of a decline in standards in order to inflate preferred outcomes.

The solution to ensuring this decline does not happen is to reform the system of institutional quality assurance. Currently, quality assurance practices in Manitoba Colleges are entirely internal to the institutions. In most instances, this seems to work well and there is no need to change it. What could be added however, is external oversight – not of individual programs but of the internal quality assurance process. In essence, this is very much like an ISO approach in business: institutions are expected to have functioning quality processes and it is the job of an external review to periodically examine whether these processes are indeed being followed and whether they are fit for purpose. An external examination of these internal processes probably should occur every three to five years. This mix of self-evaluation and external process quality assurance is standard practice in higher education around much of the world.

International best-practice suggests that the external review should be conducted by a specialist agency outside government rather than by the government itself. The obvious problem with this is that Manitoba is not a large province, and creating an entirely new and effective QA agency simply to oversee five institutions – four of which are relatively small – would be not only difficult but inefficient. Therefore, Manitoba should consider using the services of agencies in other provinces which already do similar work (the two most prominent of which are the Ontario College Quality Assurance Service and the British Columbia Degree Quality Assessment Board). This would not require the Government of Manitoba to adopt the policies and standards of those jurisdictions: policy *creation* and *management* would rest inside the province (though the Ministry would undoubtedly have much to learn in terms of policy-making from those provinces). However, it would be these specialized external agencies, acting under a fee-for-service arrangement which would carry out the actual reviews according to those policies.

Recommendation 7: *That the Government of Manitoba move to complement institutional internal quality assurance processes with an external quality assurance process. The initial set if reviews should take place over a period of three years: thereafter institutions should be re-evaluated every five years.*

Recommendation 8: *That while the Government of Manitoba should maintain control of the policy-making process around quality assurance, including the development of specific quality*

standards, an external agency with experience in conducting institutional reviews, such as a quality agency from another Canadian province, should be contracted to carry out this work.

6) Role of Department

The foregoing system of regulation outlined above will almost certainly require some adjustments with respect to the way the Ministry of Education and Training functions.

Currently, the relationship between the Ministry and post-secondary institutions might best be described as "transactional". When institutions want to change or add a program, they speak to the department; the Department's answer is usually focussed on the minutiae of the proposed request. The conversation ends when the proposal is either accepted or rejected: there is nothing really resembling a strategic conversation between government and college.

What is proposed above in terms of a funding and accountability system requires a different kind of unit than the Ministry's current Division of Post-Secondary Education and Labour Market Outcomes Branch. Simply put, it will need to master a new set of skills. This is not necessarily with respect to the operation of the funding formula, which by design is meant to be very simple and require very little oversight or intervention. But it is certainly with respect to oversight, which switches from a transactional, front-end process to becoming a strategic, outcome-oriented process. Partly this will have to do with measuring outcomes and managing a quality assurance process. But more importantly, it means having the deep institutional knowledge and relationships within the sector that would allow it to develop sensible system-level and institutional-level mandates in the first place.

More generally, accountability requires a minimum of oversight. The Division of Post-Secondary Education and Labour Market Outcomes Branch is responsible for the oversight of over $700 million in public money which goes in to universities and colleges in Manitoba; it needs to be staffed in such a way as to make sure that this money is spent with point and purpose. As described at length above, this does not mean micromanagement of institutional finances and policies; it does however, mean paying much more attention to institutional outcomes. It is our view that the resources do not currently exist within the Ministry to provide such oversight at the moment, and that to put this strategy in effect will require more resources in the Branch.

Recommendation 9: *That prior to the implementation of recommendations 1-8, the Ministry undertake an assessment and gap analysis of the capacity of the Division of Post-Secondary Education and Labour Market Outcomes Branch to carry out the policy and oversight functions implied in those recommendations, and staff accordingly.*

7) System Growth

We have noted that Manitoba's population significantly lags the national average in post-secondary attainment. It is our belief that the system needs to grow to accommodate more learners; that the primary instrument of growth should be community colleges, and the primary (though by no means only) target for growth should be Indigenous youth. Growing the skills base of the province as a whole is precisely the kind of strategic goal that a system level mandate should facilitate. In the very first set of mandates, the provincial government should establish

goals in for system growth, and these goals should then be translated into subsidiary goals for each of the province's colleges. A reasonable goal would be to aim to increase the number of college graduates system-wide by 15 percent over the next five years, and the number of Indigenous graduates by 20 percent.

Under the current funding system, the assumption would likely be that in order to accommodate extra students, new per-student funding at an average rate equal to the current average rate would be required, and institutions would apply to the government to make funds available for new spots on that basis. This is not the way system expansion would be handled under the new funding formula system. To a large degree, institutions will have an incentive to grow simply to claim a larger share of the overall pie, and the way they would fund this is largely through internal efficiencies.

However, it would be unreasonable to assume that 100% of this growth should occur through internal efficiencies. For the system to grow, it will need new money at some point over the next five years. The old system, where expansion was done piecemeal through individual applications to Treasury Board, no longer exists under the new model. Under the proposed new funding system, the only way it can do so is for the legislature to at some point deliberately raise the *global* amount of money available to the system as a whole by an amount larger than inflation (or whatever amount permits institutions to continue to provide continuing services at adequate levels), or to allow institutions to raise more of their own money directly through fees.

It is beyond the remit of this report to advise the Government of Manitoba how much it should spend on colleges, or where it should set tuition. It is simply to point out that under the logic of the proposed funding system, which will bring much greater point and purpose to college spending, will necessarily require the entire Ministerial budget-making process to change.

Recommendation 10: The Government of Manitoba should adopt specific numeric goals in terms of increased college graduates over the coming five-year period, both in terms of overall numbers and specifically for Indigenous learners. This may have budgetary consequences which will need to be dealt with in a new and unfamiliar way given the changes in funding systems proposed in this document.

8) Expansion in Non-Metro Manitoba

We have noted that some of the biggest challenges faced by the system involve providing better education outside the province's main population centres of Winnipeg and Brandon, particularly along a belt running through south-central Manitoba. This area is booming economically but risks being stuck in a low-skill low-wage trap if not enough residents have post-secondary skills.

There are effectively two challenges involved in solving this problem. The first problem is *identifying* training needs and the second is actually *delivering* the training. One way to solve this problem is to make each college formally responsible for a "catchment area" within the province. That way, every community and every college has clear, easily understandable lines of responsibility for identifying and delivering training. The drawback here is that providing

institutions with local monopolies can be detrimental to communities if the training from the local monopolist is of insufficiently high quality.

Another way is to solve the problem would be to imitate Saskatchewan where the two functions are separated. Regional colleges identify needs and then work to bring in external parties to deliver the training that satisfies those needs (in practice the provision is usually done by Saskatchewan Polytechnic, but other suppliers can be sought). The drawback in this case is that a regional college system would require considerable new infrastructure which is both costly, and difficult to maintain given Manitoba's much more sparsely populated rural territory.

Our preferred option is a combination of the two approaches. There is a need to improve the identification of training needs in rural Manitoba and in order to be provide proper and thorough identification, specific colleges (in this case, Red River College, Assiniboine Community College and University College of the North) need to each be responsible for particular parts of the province. Broadly speaking, University College of the North should be responsible for census regions 19 through 23 (i.e. northern and north-central Manitoba, including Swan river in the west and as far south as the Winnipeg River in the East). Red River College should be responsible for census divisions 1, 2, 3, 10, 12, 13, 14 and 18 (Eastman, Steinbach, Pembina Valley, Whitehorse Plains, Beausejour, Selkirk and both South and North Interlake), while Assiniboine Community College would be responsible for the rest of the province. Each would need to produce plans to consult local communities on an annual basis and on the basis of this, jointly publish a diagnostic of training needs across the province. A transparent publication should have a number of salutary effects. In particular, it should make public discussion about training priorities more evidence-based, and it will make clear exactly where the largest training gaps exist.

However, while each college would have a catchment area for diagnostics, there would be no exclusive rights to teach in these areas. Rather, once the diagnostic lists were published, colleges and communities could find ways to meet each other's needs. In some cases, it will be obvious which college should provide the services (for example where they are the only provider of that particular program or if it is a community where they are already running related programming). But in other cases, it may be better for the communities involved to have more than one choice in terms of putting together options for training. Manitoba Institute of Trades and Technology, for instance, though not involved in the diagnostic enterprise, might nevertheless be able to put together a better proposal together for a training program than any of the other providers, and communities should be able to make decisions on those proposals. A degree of competition in this area will provide better value to taxpayers and communities and relatedly provide some sharpening of the core competencies of the province's colleges.

Recommendation 11: Red River College, Assiniboine Community College and University College of the North should be jointly responsible for producing a regular community-by-community assessment of training needs across the province. Each institution would be responsible for assessing a particular zone within the province. However, there should be no catchment areas in terms of providing programming in different parts of the province.

9) Capital Funding

We have noted the lack of a planning process for capital expenditures in the Manitoba college system and the difficulties this causes certain colleges. As the province moves towards a more systemic approach to its college system, this needs to change.

It is clear that the provincial budget does not at present contain enough room to guarantee a regular, annual capital expenditure budget. But a capital plan need not guarantee funding over a particular time horizon. Rather, a capital plan could simply act a statement about the relative urgency of different capital projects, and set priorities for capital projects across the system if and when funding for such a project becomes available. Even this statement would significantly improve the ability of institutions to make their own mid-range plans; it should also act to limit political favouritism in the distribution of major expenditures.

Recommendation 12: *The Ministry of Education and Training, through consultation with the five colleges, should establish and publish a list of Capital Expenditure Priorities, and update it on a regular basis.*

10) Applied Research & Training Platforms

Over the course of this review we have noted some impressive examples of how specific, purpose-built training facilities, usually created with federal infrastructure or applied research funding, can have a positive effect not only on the quality of the education colleges can provide their students, but also on the way companies who co-use the facilities think about training their own staff. Having "demonstration" training sites with up-to-date modern equipment, the use of which does not represent a cost to the employer (for instance by taking productive capacity temporarily offline) seems to represent an important way that colleges can change the culture of employer training in the province. While investments in these sites is likely too expensive for the province alone to undertake, it would seem advantageous for the province to, wherever possible, use small amounts of funding to leverage federal funds for this kind of infrastructure wherever possible. This priority should be reflected in the Capital Expenditures Priorities (see recommendation 12)

Recommendation 13: *Where possible, the Province of Manitoba should use try to use its own funding to leverage more federal funding into modern, dual-use training sites which can be used both for applied research and employer training.*

11) Adult Learning Centres

Our key observation about Adult Learning Centres is that the regulatory framework under which they operate, while likely appropriate for the oversight of community-based organizations, is inappropriate for large organizations with decades of educational experience and significant internal quality assessment processes.

The regulations around ALCs should be relaxed in three ways for community colleges. First, as trusted education providers, their accreditations should be good for five years. Second, they should be free to set up or move program sites as warranted, and be exempt for any

requirements requiring re-accreditation for any new sites they may set up. Third, because their provision is done not just with a high school diploma in mind but with a view to preparing learners for further post-secondary education, they should be provided more freedom in terms to adapt the secondary school curriculum for that purpose.

Recommendation 14: Regulations and Policies for Adult Learning Centres should be re-written so as to permit colleges to access this funding under a different and more flexible form of oversight, one which provides them with longer accreditation periods, exemption from site-by-site accreditation rules and more flexibility to shape curricula with respect to learning goals beyond simple high school completion.

12) Apprenticeship

For the most part, the most pressing challenges facing the apprenticeship system do not lie in the technical training provided by colleges. There is one area, however, where we believe some revisiting of policy could be in order. It relates to the problems that have been noted with respect to the establishment of the new school call notice policy. The implementation of this policy, which has seen significant improvements in convenience and flexibility for apprentices and employers, has nevertheless caused problems in terms of budgeting and hiring at Red River College because of the concomitant reduction in enrolment predictability. The Ministry should review this policy with a view to preserving student flexibility while reducing or mitigating the costs to colleges.

Recommendation 15: *Review the recently-implemented registration system with a view to preserving student flexibility while reducing or mitigating the costs to colleges.*

13) System Co-ordination (Campus Manitoba)

A provincial post-secondary sector like Manitoba, with multiple institutions (both universities and colleges), benefits from a dedicated organization (either governmental or non-governmental) that aims to expand service delivery, improve quality of services or activities, and/or coordinate sector innovations beyond what an individual institution can do on their own. A coordinating body is necessary to achieve certain goals across the post-secondary education sector. If Campus Manitoba did not exist, something very much like it would need to be re-invented.

To name but a few of the tasks where a dedicated organization would reduce duplication of effort and expenditure and make the system a more flexible and seamless one would include: a common admission portal, the creation of a provincial credit transfer system, electronic transfer of high school transcripts to post-secondary institutions, joint purchase of insurance, information technology infrastructure and other major expenditures, and the development of open education resources. Such an organization may also save time and develop expertise that may be accessed in common for specific policy areas such as policy development on sexual assault or mental health.

With an appropriately renewed governance and mandate, Campus Manitoba remains the right organization to accomplish these missions. The challenge is that the organization as it stands

lacks institutional buy-in and the control needs to be returned to the post-secondary institutions, using a new working model. For Campus Manitoba to obtain this kind of buy-in, it would need to return to its roots as a consortium, with each post-secondary institution appointing one or more institutional leaders to serve on the Board of Directors. Staff of Campus Manitoba become resource members to the discussions of the Campus Manitoba Consortium.

While Campus Manitoba could return to its roots as an institutional consortium, the Government of Manitoba needs to remain engaged as a key partner. Funding levels should remain at current levels. The Ministry should have a senior official designated as an ex-officio member of the Consortium's Board. More importantly, the broad directions of the organization's activities should be set by the Ministry through a mandate letter similar to those provided to institutions, and institutions themselves may be directed to participate in specific initiatives through their own mandate letters. The model here should be along the same lines as the one in place for BCcampus: where government provides guidance on priority areas for activity, but the institutions themselves are the ones who determine how the co-operation plays out in practice.

Recommendation 16: *We recommend the continuation of Campus Manitoba with a renewed governance structure and mandate and that the organization play a leadership role in leading province-wide initiatives to support the post-secondary education sector. Overall, the model should be that of an organization run by and reporting to institutional executive heads, striving to achieve broad co-operative goals set from time-to-time by government in consultation with institutions. In developing this structure, the experience of BCcampus should be explored.*

Recommendation 17: *The broad priorities of the new Campus Manitoba should be outlined by the Ministry through a multi-year mandate letter similar to the ones given to individual institutions, and which should be similarly inspired by broad system-wide goals. Similarly, Campus Manitoba should submit to government three-year operational plan that highlights its activities and the benefits of its strategic focus. Funding levels for the organization should remain at current levels. Campus Manitoba remains the right organization to represent the province on working committee that aim to strengthen similar initiatives across the country, taking lesson learners and tools back to Manitoba for the benefit of its post-secondary institutions.*

Institutional Reports

Assiniboine Community College

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Executive Summary

From its early beginnings as the Brandon Vocational Training Centre to its current incorporation, Assiniboine Community College has been an important tool in the Government of Manitoba's efforts to enhance the skills development needs of its citizens in Brandon and throughout ACC's traditional catchment areas in Western Manitoba for the past 55 years.

The number of programs offered by ACC have increased over the years in a variety of sectors, including agriculture, environment, business, health, human services, trades and technology. ACC has continued to grow as an institution, increasing the number of academic programs, from 41 programs in 2006-2007 to 57 programs in 2016-2017.

In 2016-2017, ACC provided services to 9,370 students, with 2,287 in regular programs, 1,218 in regular distance programs, 764 in apprentice programs, and the remain in contract training (2,287) or cost-recovery programs (3,052). Over the past decade, ACC has seen an increase of 10% in regular programs, and a decrease of 15% in regular programs offered at a distance. We encourage ACC to continue serving smaller communities outside of its catchment areas, when sufficient students in the same program can be identified. ACC continues to serve local employers well with their skills development and upgrading, as represented by an increase of 327% in enrolment within contract training activities in the past decade as well as positive stakeholder feedback.

While expanding the number of programs, the institution has been able to maintain a relatively constant graduation rate of just below 70%. This metric compares favorably with other colleges in Ontario where published data on institutional graduation rates are available.

Assiniboine Community College appears to have made significant changes in management practices over the past decade. We note that the institution appears to have made great strides over the past few years in terms of improving quality control, in particular in conducting regular periodic reviews to ensure updated curriculum. External stakeholders were strongly supportive of current management in this respect.

Over the past five years, the revenues at ACC have increased by 23%, and the expenditures have increased by the same amount. While we note both growing enrolment, growing revenues and small but consistent surpluses, we would be remiss not to note significant growth in the institution's administration budget over time, using the institution's own audited financial statements. A fulsome discussion with the leadership team at ACC, and an in-depth examination of the categories that make up the expenditure headers of the audited financial statements, led to the following conclusion: line items are erroneously categorized under broader expenditure headers, and the Board's audit committee, with the support of the senior management committee, should lead an exercise to determine the proper categorization of expenses, and provide justification for the categorization of those expenses.

Within the past decade, government decisions have left Assiniboine Community College with a split campus, with its trades, culinary and part of its agricultural campus at the North Hill campus, and most of the rest of its Brandon programs at the Victoria Avenue campus. We find that this is an inefficient arrangement, which raises certain services costs by the need to provide them in two locations at once. The current government of Manitoba has made it abundantly clear that in the present fiscal context there is no appetite to spend this kind of money to upgrade the North Hill facilities. That being said, given that the properties are historically listed, the province will at some point have to make some kind of decision about the major historic buildings on the site – either tear them down or restore them. The longer a decision is postponed, the harder it will be to restore them. So while short-term considerations are obviously paramount, consideration should be given by the government to the long-term future of the site and providing the institution with clarity regarding long-term capital planning.

The stakeholders that we spoke to as part of this process were highly complementary about Assiniboine Community College and its management. Two areas in particular stood out. The first was the college's ability to work collaboratively with local businesses, in terms of developing bespoke opportunities for training. The other was its ability to develop contract training outside the city of Brandon, mainly to serve Indigenous communities. This latter aspect is clearly shown by the four-fold increase in the number of contract-training spots provided by Assiniboine Community College over the last decade. Not all communities in the region were equally complimentary: some rural communities were unhappy at the perceived lack of training which is delivered in smaller communities. This, however, appears to us to be an unavoidable result of the economics of education, and the lack of financial support available to cover the costs of this mode of delivery in smaller communities where unit-costs are necessarily high due to low enrolment.

This review concludes that Assiniboine Community College is a generally well-run institution which is pro-active in terms of pursuing improvements in program delivery. Unlike the other comprehensive college in Manitoba (Red River College), Assiniboine Community College has the challenging task of providing the services of a comprehensive college across a very thinly populated part of Manitoba.

This report makes four main recommendations to Assiniboine Community College, including focusing on geographical areas of Manitoba underserving communities outside the larger cities, expanding focus on Indigenous access and student success, better integrating "soft" or "transversal" skills into general technical curriculum, and revamping the categorization of expenses in their audit financial statements.

Introduction: Institutional Context

Assiniboine Community College originated with the opening of the Brandon Vocational Training Centre in 1961. Making use of available space in the community, shops and classrooms were located in several buildings throughout the city. The Brandon Vocational Training Centre was soon renamed the Manitoba Vocational Training Centre. In 1966, students moved into a new building at 1430 Victoria Avenue East, offering 11 programs to 300 students with the support of 24 staff members.

In December 1969, the province passed legislation, transforming three technical vocational schools into community colleges. As such, Brandon Vocational Training Centre become the Assiniboine Community College (ACC). In 2016, ACC celebrated its 55th anniversary of serving the educational needs and interests of students and employers in Brandon and throughout a broader catchment area where unmet training needs were identified. Today, the college offers more than 55 certificates, diplomas, advanced diplomas and apprenticeship programs to over 2,800 full-time students. Numerous off-campus, part-time and evening programs contribute to an annual enrolment of over 11,000.

ACC remains a multi-site campus, with multiple training centres across the city and region. For example, in 2007, ACC took occupancy of a newly renovated building in Brandon on the North Hill site of the province's former mental health centre. Its culinary arts and hotel and restaurant management programs moved to the new home inside the Manitoba Institute of Culinary Arts. In September 2010, the Lens Evans Centre for Trades and Technology opened its doors on the same site, allowing a relocation of ACC's trades and technology programs within a newly occupied and renovated heritage building with a modern addition for shop space. Finally, in 2013, ACC opened its first sustainable greenhouse, which has become the physical location for programs and applied research in horticultural production and sustainable food systems.

In addition, the college offers practical nursing training at campuses in Brandon, Dauphin and Winnipeg, as well as rural rotating sites throughout the province. ACC also supports adults with academic upgrading through mature student high school programs and English language courses. The Russell Training Centre and other sites throughout southwestern Manitoba offer a wide range of continuing studies and contract training courses. As such, the reach of ACC goes far beyond its traditional base of Brandon.

Chapter 1: Institutional Governance and Role

Assiniboine Community College is one of five colleges that is part of the Manitoba College Review. It is one of two more traditional colleges, alongside Red River College, that exists in Manitoba. The Manitoba college sector also includes three hybrid institutions: two university/college institutions (Université de Saint-Boniface and the University College of the North) and one high school/college hybrid (Manitoba Institute for Trades and Technology).

Assiniboine Community College (ACC) is governed under an umbrella act, labelled *The Colleges Act*, that received royal assent in 1991. The Act notes that the Board of Governors of ACC shall consist of not less than 10 and not more than 12 members appointed by the Lieutenant Governor in Council, of whom one shall be a student of the college selected by the students' association and one shall be an employee of the college selected by the employees of the college. The President of ACC is also a member of the Board, in a non-voting capacity. The Lieutenant Governor in Council will also designate one of its choices to be the chairperson of the Board. All members can serve two terms of three years. The legislation also provides the Board with the traditional roles and powers normally associated with a governing council, including all financial management and oversight as well as setting short- and longer-term direction and vision.

The programs offered by ACC have also increased over the years in a variety of sectors, including agriculture, environment, business, health, human services, trades and technology.

Over the years, ACC has operated a number of training sites, including the Victoria Avenue East, the Len Evans Centre for Trades and Technology and the Manitoba Institute of Culinary Arts, all in Brandon, alongside a satellite campus in Dauphin, Winnipeg, and Russell. It has also delivered training in a variety of other communities (notably, Neepawa, Swan River and Steinbach) when opportunities exist. ACC also offers its Adult Collegiate (an Adult Learning Centre) on a main street in Brandon and an Adult Learning Centre in Dauphin.

ACC provides a strong community focus on many of its activities. ACC has developed processes to determine the labour-market relevance of its programs. ACC has authored an academic plan that is student centered, with a key focus on strengthening education outcomes, notably graduation rates. ACC has strengthened in contract training focus through its Enterprise Development units to support community partners, private and public organizations, businesses, industries and sector groups in designing and delivering programs to meet existing or pending needs. ACC is also able to operate an Adult Learning Centre to support newcomers and Manitobans which to improve their skills level.

Chapter 2: Programs

This chapter focuses on the programs delivered by the Assiniboine Community College during the past 10 years, the period of study for this college review. The chapter presents information on a variety of ways, including the program clusters at ACC and the years such programs were offered, the evolution of programs during this period, and the program costs.

Program Cluster

Assiniboine Community College has structured its academic programs in three schools: Business, Agriculture and Environment; Health and Human Services; and Technology and Trades. This section explores the programs within each school.

1) School of Business, Agriculture and Environment

The School of Business, Agriculture and Environment groups programs under the three broad subject matters, with: 13 programs with a focus on agriculture and environment; 8 programs in business disciplines; and 4 programs in the food and hospitality sector. The exact parchment for each program is listed in brackets after the program name.

- Agriculture and Environment Programs
    - AgExpert (Certificate)
    - Agribusiness (Diploma)
    - Commercial Manure Applicator (Continuing Education)
    - Geographic Information Systems (Advanced Diploma)
    - Horticultural Production (Certificate)
    - Integrated Pest Management (Certificate)
    - Land and Water Management (Diploma)
    - Manure Management Planner (Continuing Education)
    - Master Gardener (Continuing Education)
    - Pesticide Certification (Certificate)
    - Prairie Horticulture (Certificate)
    - Sustainable Food Systems (Advanced Diploma)
    - Taxidermy (Continuing Education)

- Business Programs
    - Accounting and Finance (Advanced Diploma)
    - Business Administration (Diploma) (with specializations offered in: Aboriginal Financial Management; Accounting Specialization; Financial Services; General; Human Resources; and Management)
    - Human resource management (Certificate)
    - Legal Administration (Diploma) *Redesigned program for 2017-18
    - Management Skills (Certificate)
    - Medical Administration (Diploma) *Redesigned program for 2017-18
    - Office Management (Diploma) *Redesigned program for 2017-18
    - Office Skills (Certificate) *New for 2017-18

- Food and Hospitality
  - Culinary Arts (Diploma)
  - Culinary Foundations (Certificate)
  - Baking Foundations (Certificate)
  - Hotel and Restaurant Management (Diploma)

2) School of Health and Human Services

The School of Health and Human Service groups together all programs under both subject areas, and constitutes the smallest of the three schools at Assiniboine Community College. There are 4 programs in the health sector, and 8 programs in the human service. The list includes:

- Health Programs
  - Comprehensive Health Care Aide (Certificate)
  - Nursing Foot Care (Continuing Education)
  - Practical Nursing (Diploma)
  - Practical Nursing Bridging (Diploma)

- Human Service Programs
  - American Sign Language (Continuing Education)
  - Applied Counselling Skills (Certificate)
  - Conversational Languages (Continuing Education)
  - Early Childhood Education (Diploma)
  - Education Assistant (Certificate)
  - Mature Student High School – Integrated Education (Diploma)
  - Police Studies (Certificate)
  - Social Service Worker (Diploma)

3) School of Trades and Technology

The School of Trades and Technology offers the largest number of programs within a single school, with 7 technology programs and 19 trades programs. The programs are listed below.

- Technology Programs
  - Civil Technician (Certificate)
  - Civil Technology (Municipal Engineering) (Diploma)
  - Communications Engineering Technology (Diploma)
  - Interactive Media Arts – Interactive (Diploma)
  - Interactive Media Arts – Media (Diploma)
  - Network Administration Technology (Diploma)
  - Photography (Continuing Education)

- Trades Programs
  - Agricultural Equipment Technician (Apprenticeship)
  - Automotive Service Technician (Apprenticeship)
  - Automotive Technician (Certificate)

- Carpenter (Apprenticeship)
- Carpentry and Woodworking (Certificate)
- Civil Technician Year 3
- Construction Electrician (Apprenticeship)
- Construction Electrician (Certificate)
- Gasfitter "B" (Apprenticeship)
- Heavy Duty Equipment Technician (Apprenticeship)
- Heavy Duty Equipment Technician (Certificate)
- Industrial Metals Fabrication (Certificate)
- Machinist (Apprenticeship)
- Piping Trades (Certificate)
- Plumber (Apprenticeship)
- Power Engineering (Certificate)
- Production Welder (Continuing Studies)
- Welder (Apprenticeship)
- Welder (Continuing Studies0

4) Mature Student High School Diploma/Adult Learning Centres

In addition to the three Schools, Assiniboine Community College also offers a series of programs to support upgrading for learners who have not yet completed high school programming. In addition to its mature student high school diploma, ACC also offers mature student high school diploma specialized in health care aide training that results in students receiving both a high school diploma and a comprehensive health care aide certificate. It offers a similar pairing of its mature student high school diploma and the certificate as an education assistant.

In addition, ACC offers through its Adult Collegiate specific programs to support newcomers to Manitoba improve the quality of the English skills. Funding for the English as a Second Language is provided mostly thought the federal ministry for Immigration, Refugees and Citizenship Canada.

Program Evolution

The review also aimed to identify the number of academic programs offered each year over the past decade as a way of identifying the growth or changes in program offering during this 10-year period.

According to Table 1, there were 41 academic programs offered in 2006-2007, and that number continued to grow over the next decade, with 57 academic programs offered in 2016-2017.

Table 1. List of programs offered by Assiniboine Community College between 2006-2007 and 2016-2017.

Program Title	Credential	2006	2007	2008	2009	2010	2011	2012	2013	2014	2015	2016
Aboriginal Community Development	Cert.			■	■	■						
Aboriginal Community Development	Dip.	■	■	■	■	■	■	■				
Aboriginal Housing Management	Cert.						■					
Accounting and Finance	Adv. Dip.	■	■	■	■	■	■			■	■	■
Administrative Assistant	Cert.	■	■	■	■	■	■	■	■	■	■	■
Agribusiness	Dip.	■	■	■	■	■	■	■	■	■	■	■
Agricultural Equipment Technician Apprentice	Dip.							■				
Agricultural Studies	Cert.	■	■	■	■	■	■					
Applied Building Construction	Cert.	■	■	■	■	■	■	■		■		■
Applied Counselling Skills	Cert.						■			■		
Applied Electrical Installation	Cert.											■
Applied Plumbing Installation	Cert.											■
Automotive Service Technician Apprentice	Dip.	■	■	■	■	■	■	■	■	■	■	■
Automotive Technician	Cert.	■	■	■								
Baking Foundations	Cert.									■	■	■
Baking Foundations (Int'l)	Cert.									■		
Business Administration	Dip.	■	■	■	■	■	■	■	■	■	■	■
Business Administration (Int'l)	Dip.											■
Carpenter Apprentice	Dip.							■	■	■	■	■
Carpentry and Woodworking	Cert.	■	■	■	■	■	■	■	■	■	■	■
Civil Technician	Cert.	■	■	■	■	■	■	■	■	■	■	■
Civil Technology	Dip.								■	■		
College Preparation Program	Cert.	■	■	■	■	■	■	■				■
Communications Engineering Technology	Dip.					■	■	■	■	■	■	■
Community Support Provider	Cert.	■	■	■	■	■	■					
Comprehensive Health Care Aide	Cert.	■	■	■	■	■	■	■	■	■	■	■
Comprehensive Health Care Aide (Int'l)	Cert.								■	■		
Computer Systems Technician	Cert.	■		■		■		■	■			

Program Title	Credential	2006	2007	2008	2009	2010	2011	2012	2013	2014	2015	2016
Computer Systems Technology	Dip.	X	X	X	X	X	X	X	X	X		
Construction Electrician	Cert.	X	X	X	X	X	X	X	X	X	X	X
Construction Electrician Apprentice	Dip.	X	X	X	X	X	X	X	X	X	X	X
Culinary Arts	Dip.	X	X	X	X	X	X	X	X	X	X	X
Culinary Foundations (Int'l)	Cert.	X	X	X	X	X	X	X				
Early Childhood Education	Dip.	X	X	X	X	X	X	X	X	X	X	X
Early Childhood Education Bridging	Dip.		X	X	X	X	X	X	X	X	X	X
Early Childhood Program Management	Advanced Dip.	X	X	X	X	X	X	X	X	X	X	X
Education Assistant	Cert.	X	X	X	X	X	X	X	X	X	X	X
Electronic Technician	Cert.	X	X	X	X	X	X					X
Enhanced Comprehensive Health Care Aide	Cert.					X	X	X	X	X		
Environmental Technologies – Land and Water Management	Dip.	X	X	X	X	X	X	X	X	X	X	X
Financial Services Bridging	Advanced Dip.	X				X						
General Business	Cert.	X	X	X	X	X	X	X	X	X	X	X
General Business (Int'l)	Cert.											X
GIS Environmental Technology	Advanced Dip.		X	X	X	X	X	X	X	X	X	X
GIS Environmental Technology	Dip.	X	X	X	X							
Heavy Duty Equipment Technician	Cert.				X	X	X	X	X	X	X	X
Heavy Duty Equipment Technician	Dip.	X	X	X	X	X	X	X	X	X	X	X
Heavy Duty Equipment Technician Apprentice	Dip.	X						X	X	X	X	X
High School Dip.	Secondary Dip.	X	X	X	X		X		X		X	X
Horticultural Production	Cert.						X	X	X	X	X	X
Hospitality Administration	Dip.	X										
Hospitality Foundations (Int'l)	Cert.										X	X
Hotel and Restaurant Management	Cert.				X	X	X	X	X	X	X	X
Hotel and Restaurant Management	Dip.		X	X	X	X	X	X	X	X	X	X
Human Resource Management	Cert.						X	X	X		X	X
Industrial Metals Fabrication	Cert.	X	X	X	X	X	X	X	X	X	X	X
Interactive Media Arts	Cert.						X	X	X	X		X

Program Title	Credential	2006	2007	2008	2009	2010	2011	2012	2013	2014	2015	2016
Interactive Media Arts	Dip.						X	X	X	X	X	X
John Deere TECH	Cert.	X	X	X	X	X	X					
Management Skills	Cert.						X		X	X		X
Management/Leadership in LPN Practice	Cert.	X										
Mature Student High School	Secondary Dip.	X	X	X	X	X	X	X	X	X	X	X
Media Production	Dip.	X	X	X	X	X						
Network Administration Technology	Dip.										X	X
Office Administration	Cert.	X	X	X	X	X	X	X	X	X	X	X
Office Administration	Dip.	X	X	X	X	X	X	X	X	X	X	X
Piping Trades	Cert.	X	X	X	X	X	X	X	X	X	X	X
Plumber Apprentice	Dip.							X				
Police Studies	Cert.	X	X	X	X	X	X	X	X	X	X	X
Pork Production Manager	Cert.	X										
Pork Production Technician Apprentice	Cert.									X		
Power Engineering	Cert.	X	X	X	X	X	X	X	X	X	X	X
Practical Nursing	Cert.	X	X	X	X	X	X	X				
Practical Nursing	Dip.				X	X	X	X	X	X	X	X
Practical Nursing Bridging	Dip.	X	X	X	X	X	X	X	X	X	X	X
Practical Nursing Refresher	Cert.	X	X	X	X	X	X	X	X	X	X	X
Prairie Horticulture	Cert.	X	X	X	X	X	X	X	X	X	X	X
Pre-Employment Construction Electrical	Cert.	X			X		X					
Professional Cooking	Cert.				X		X					
Social Service Worker	Dip.										X	X
Sustainable Food Systems	Advanced Dip.									X	X	X
Web Design	Dip.	X	X	X	X	X	X					
Welder	Cert.						X	X	X	X	X	X
Welder Apprentice	Cert.									X	X	X
Wireless Telecommunications Engineering Technology	Dip.	X										

Academic Program Review

ACC published in 2017 an academic plan to support campus conversations about the academic direction, the student experience and the student outcomes. The document identified several strategies for growth, including improved student retention through to graduation, improved efficiency with current program, adding new programs (new credentials from combining existing curriculum; new credentials in cognate areas; new adventures), additional contract training and additional international education.

The academic plan also makes clear that ACC aims to:

- Double the number of graduates by 2025 as a means of maximizing efficiency for the student and the institution;
- Create new opportunities for students, and new pathways and laddered programs, new credentials and maximize use of campus space and learning resources;
- Partner with other institutions, funders and community to accelerate program development time and create new pathways for students;
- Explore innovative funding arrangements to address need for expanded capacity;
- Create new programs in each school to meet critical labour market and economic development needs; and
- Revitalize or decommission programs when indicated in order to support high demand options.

The Academic Plan also focuses on six academic goals though its plan, notably: quality; teaching and learning; student success; community; student experience; and growth. Each goal identifies clear success indicators.

The Academic Plan at ACC should be heralded for its focus on quality and labour-market needs. It should become an important template for academic planning at all colleges and universities across the province. The full and transparent reporting on ACC's ability to deliver on this ambitious plan will be critically important over the next few years.

ACC also publishes an environmental scan report that discusses the evolving population of the communities it serves, the educational trends in those communities, the labour-market needs and the labour-force status. As such, ACC has equipped itself with the most thorough analytical insights to support its operational activities of any of the five colleges.

Program Cost

One of the desired outcomes of the College Review was to compare (or at least attempt to compare) the relative cost of similar programs at all five institutions.

Table 2 provides a summary of the cost for program delivery in its 2014-2015 year, using the number of student enrolled in each post-secondary program. ACC's most expensive program in 2014-2015 was its practical nursing program, at a cost of $6.1 million. However, with 268.3 FTE enrolled in the program, the cost per seat in that program was $22,600. The highest cost per seat

program in both 2013-2014 and 2014-2015 was the horticultural production. In both years, the program attracted between 4.8 and 6.5 FTE students, resulting in costs per seat in excess of $100,000. The horticultural production program was launched in 2011 in light of an identified strategic need to grow this component of the agricultural sector in Manitoba. As both a new program and an emerging industry sector, it took a few years to build an interest in the program. As a result, there were a few years of low enrolment at the beginning. The program continues to grow, reaching 9.65 FLE in 2016-2017, thus lowering the cost per FLE seat.

There is also a range of programs with cost per seat of less than $10,000. In many ways those programs were of short duration, thus reducing the operational cost. This is true in many of the apprenticeship programs. One of the least expensive certificate program is the comprehensive health care aide program, at a cost of $10,200 per seat. As such, the operations at ACC is thus ensuring a high value for money, based on the cost of delivering programs per seat.

Table 2: Program Costing at Assiniboine Community College by individual programs, with the number of full-load equivalents (FLE) students and cost per FLE for the two most recent academic years (2013-2014 and 2014-2015)						
Program	Total Costs ('000$) [2014-15]	Full Load Equivalent Students [2014-15]	Cost per FLE Student ('000$) [2014-15]	Total Costs ('000$) [2013-14]	Full Load Equivalent Students [2013-14]	Cost per FLE Student ('000$) [2013-14]
Mature Student High School/Adult Learning Centre	1779.1	124.36	14.3	1745.3	137.92	12.7
Agribusiness	1086.6	70.93	15.3	1035.1	67.11	15.4
Business Administration	3894.9	199.66	19.5	3755.0	203.82	18.4
Office Administration	726.1	24.80	29.3	716.4	36.84	19.4
Culinary Arts	913.9	24.58	37.2	941.3	29.87	31.5
GIS Environmental Technologies	300.5	2.59	116.0	287.5	5.76	49.9
Land & Water Management	523.0	30.18	17.3	533.0	24.00	22.2
Horticultural Production	749.4	6.52	114.9	778.6	4.84	160.9
Sustainable Food Systems	36.4	1.12	32.5	N/A	N/A	N/A
Comprehensive Health Care Aide	1041.8	101.82	10.2	802.8	92.64	8.7
Practical Nursing	6066.5	268.29	22.6	5756.5	258.11	22.3
Hotel Restaurant Management	438.4	13.91	31.5	453.5	17.27	26.3
Aboriginal Community Development	N/A	N/A	N/A	555.3	15.68	35.4
Social Service Worker	359.5	5.76	62.4	N/A	N/A	N/A
ECE	1945.5	111.39	17.5	1835.9	118.42	15.5
Education Assistant	198.1	24.25	8.2	138.0	15.09	9.1
Police Studies	366.3	19.64	18.7	369.9	19.36	19.1
Civil Technician	305.5	8.15	37.5	412.9	17.61	23.4
Computer Systems Technology	N/A	N/A	N/A	701.6	27.18	25.8
Network Administration Technology	658.5	25.71	25.6	N/A	N/A	N/A
Communications Engineering Technology	715.2	12.51	57.2	706.3	14.73	47.9

Interactive Media Arts	1750.7	48.31	36.2	1723.4	44.25	38.9
Automotive Technician	420.6	12.17	34.6	481.9	13.78	35.0
Carpentry & Woodworking	887.1	24.11	36.8	785.0	23.68	33.2
Construction Electrician	405.2	13.66	29.7	583.8	22.14	26.4
Heavy Duty Equipment Technician	1144.6	28.86	39.7	1197.8	25.92	46.2
Industrial Metals Fabrication	583.5	10.46	55.8	492.6	10.21	48.2
John Deere Ag Technician	288.6	43.00	6.7	288.8	49.00	5.9
Piping Trades	443.2	14.50	30.6	415.0	12.92	32.1
Power Engineering	264.5	14.55	18.2	237.7	11.82	20.1
Apprenticeship Pork Production Technician DE	41.0	14.80	2.8	N/A	N/A	N/A
Apprenticeship -John Deere Ag Technician	313.4	53.23	5.9	240.8	50.46	4.8
Apprenticeship Agricultural Equipment Technician	452.0	29.54	15.3	494.5	33.23	14.9
Apprenticeship Carpenter	907.7	129.71	7.0	901.8	105.86	8.5
Apprenticeship Construction Electrician	1378.0	167.00	8.3	1271.9	141.00	9.0
Apprenticeship Heavy Duty Equipment	1106.7	135.38	8.2	1096.3	137.84	8.0
Apprenticeship Welder	1094.5	106.00	10.3	1148.9	115.00	10.0
Apprenticeship Automotive Service Tech	478.7	46.29	10.3	494.9	41.43	11.9
Apprenticeship Plumber	655.8	73.09	9.0	632.8	78.65	8.0
Apprenticeship Gasfitter "B" (Domestic)	311.0	14.00	22.2	N/A	N/A	N/A

Chapter 3: Student Success: Student Learning, Retention, and Graduation

The review of the college sector in Manitoba is also interested in exploring the ability of each institution to recruit, retain and graduate its students. For those reasons, the Assiniboine Community College, along with the four other institutions included in this review, were requested to provide key data on student success measures, including enrolment and graduation rates. This chapter provides a detailed analysis of the information provided by Assiniboine Community College.

Enrolments

Assiniboine Community College has experienced relative stable enrolments during the past ten years, with enrolments never decreasing below 8,222 unique students (2006-2007) and never exceeding above 9,370 unique students (2016-2017) (Table 3). During that 10-year period, the number of enrolments have fluctuated between those two numbers. Nevertheless, there has been an overall increase of 14% in the number of enrolled student when comparing the number of unique students enrolled at the beginning and at the end of that 10-year period.

Table 3 also provides a breakdown by type of enrolled students, with a line for students in apprenticeship, contract training, regular program, regular programs offered at a distance, and cost recovery programs.

In 2006-2007, the number of students at ACC enrolled in its regular on-campus diploma and certificate programs represented 22.6% of all students, with another 17.5% in those same programs delivered in other communities. As such, 40.1% of all ACC students were in regular and diploma programs. Another 6% of ACC students were enrolled in apprenticeship programs. The other 54% of ACC students were enrolled in contract training and cost-recovery programs.

In comparison to its 2016-2017 enrolment categories, there were 35% of students enrolled in their regular diploma and certificate programs (22% on campus, and 13% at a distance), a 5-percentage point increase above 2006-2007 numbers. The number of apprenticeship also increased as an overall percentage of the total enrolment, from 5.7% in 2006-2007 to 8.2% in 2016-2017. Finally, contract training and cost recovery training represented 57% of all student enrolled.

Table 3: Enrolments at Assiniboine Community College between 2006-2007 and 2016-2017, with a breakdown by type of students, new and returning students and total students.								
	2006-2007			2007-2008			2008-2009		
	New	**Returning**	**Total**	**New**	**Returning**	**Total**	**New**	**Returning**	**Total**
Apprentice	438	28	466	486	19	505	528	20	548
Contract Training	430	106	536	399	115	514	969	111	1080
Regular Program	1206	652	1858	1141	619	1760	1106	580	1686
Regular Program Distance	911	526	1437	746	604	1350	745	571	1316
Cost Recovery	3121	804	3925	3972	823	4795	3593	1030	4623
Total	**6106**	**2116**	**8222**	**6744**	**2180**	**8924**	**6941**	**2312**	**9253**
	2009-2010			2010-2011			2011-2012		
Apprentice	574	40	614	655	17	672	654	18	672
Contract Training	986	181	1167	1500	292	1792	1467	227	1694
Regular Program	1215	590	1805	1102	617	1719	1130	560	1690
Regular Program Distance	630	599	1229	590	576	1166	627	601	1228
Cost Recovery	3344	1205	4549	3243	1221	4464	3014	877	3891
Total	**6749**	**2615**	**9364**	**7090**	**2723**	**9813**	**6892**	**2283**	**9175**
	2012-2013			2013-2014			2014-2015		
Apprentice	682	17	699	703	0	703	761	0	761
Contract Training	1272	317	1589	1951	329	2280	1382	250	1632
Regular Program	1082	643	1725	1124	547	1671	1188	535	1723
Regular Program Distance	462	572	1034	612	472	1084	573	517	1090
Cost Recovery	2618	898	3516	3345	372	3717	2735	338	3073
Total	**6116**	**2447**	**8563**	**7735**	**1720**	**9455**	**6639**	**1640**	**8279**
	2015-2016			2016-2017					
Apprentice	785	11	796	758	6	764			
Contract Training	1986	204	2190	1936	351	2287			
Regular Program	1217	548	1765	1363	686	2049			
Regular Program Distance	558	557	1115	594	624	1218			
Cost Recovery	2974	253	3227	2596	456	3052			
Total	**7520**	**1573**	**9093**	**7247**	**2123**	**9370**			

In absolute unique student numbers, apprentices increased from 466 in 2006-2007 to 764 in 2016-2017 (Table 4). The number of students in regular programs on campus increased from 1,858 in 2006-2007 to 2,049 in 2016-2017, while those same programs offered at a distance saw a slight decrease during this 10-year period, from 1,437 in 2006-2007 to 1,218 students in 2016-2017. Finally, the number of students in contract training increase four-fold during this period, from 536 students in 2006-2007 to 2,287 in 2016-2017, while cost-recovery training decreased during this decade, from 3,925 students in 2006-2007 to 3,052 in 2016-2017.

Table 4: The percentage of enrolment changes by category over the past ten years (2006-2007 and 2016-2017).			
	2006-2007	**2016-2017**	**Change**
Apprentice	466	764	63.9%
Contract Training	536	2287	326.7%
Regular Program	1858	2049	10.3%
Regular Program Distance	1437	1218	-15.2%
Cost Recovery	3925	3052	-22.2%
Total	**8222**	**9370**	**14.0%**

Graduation

Assiniboine Community College has also presented its graduation data in a variety of means, including year-by-year breakdown and a summary by program for each year over the past decade. In Table 6, the average graduation rates by academic year are provided first. During the past decade, ACC has maintained fairly constant graduation rates across its programs for each academic year, with a low of 64.5% in 2011-2012 and a high of 71.5% in 2006-2007. The 10-year average graduation rate for ACC would be 69%. This year-by-year graduation rate as well as the 10-year average mirrors the results of colleges in other jurisdictions, notably in Ontario that publishes annual graduation rates by college.

Table 5. Graduation and attrition rates for all base-funded programs for students who entered between academic years 2006-2007 and 2014-2015.				
Cohort Year	**Withdrawn**	**Graduated**	**Attrition Rate (%)**	**Graduation (%)**
2006-2007	228	571	28.5	71.5
2007-2008	255	515	33.1	66.9
2008-2009	260	572	31.3	68.8
2009-2010	266	607	30.4	69.5
2010-2011	235	510	31.5	68.4
2011-2012	286	522	35.4	64.5
2012-2013	229	514	30.8	69.1
2013-2014	236	496	32.1	67.4
2014-2015	242	537	30.4	67.6
Total	**2237**	**4844**	**31.5**	**68.2**

Assiniboine Community College has also produced an extensive table of its attrition and graduation rates by academic program for each academic year between 2006-2007 and 2014-2015. Among the roughly 300 program-specific graduation rates, less than 30 of them have graduation rates below 50%. Among these programs, the following programs have had graduation rates below 50% on a least two occasions over the past ten years: computer systems technology, office administration, general business, accounting and fiancé, aboriginal community development and civil technician. At the other end of the spectrum, a few programs achieved graduation rates above 90%, including civil technician (17 students – 100% graduation), power

engineering (15 students – 100% graduation); police foundation (42 students – 95% graduation); and agribusiness (32 students – 94% graduation).

Table 6: Graduation and attrition rates by academic program per year over the past 10 years (2006-2007 to 2014-2015)						
Academic Programs	Attrition (2006-07)	Graduation (2006-07)	Attrition (2007-08)	Graduation (2007-08)	Attrition (2008-09)	Graduation (2008-09)
Aboriginal Community Development	56.25%	43.75%	33.33%	66.67%	68.75%	31.25%
Accounting and Finance	63.16%	36.84%	100.00%	0.00%	75.00%	25.00%
Agribusiness	12.50%	87.50%	39.47%	60.53%	9.38%	90.63%
Automotive Technician	28.57%	71.43%	14.29%	85.71%	20.00%	80.00%
Business Administration	43.33%	56.67%	57.14%	42.86%	42.96%	57.04%
Carpentry and Woodworking	16.67%	83.33%	37.04%	62.96%	32.00%	68.00%
Civil Technician	7.14%	92.86%	46.15%	53.85%	52.63%	47.37%
Comprehensive Health Care Aide	13.95%	86.05%	20.00%	80.00%	18.00%	82.00%
Computer Systems Technician	0.00%	100.00%			0.00%	100.00%
Computer Systems Technology	53.57%	46.43%	50.00%	50.00%	73.68%	26.32%
Construction Electrician	12.50%	87.50%	20.00%	80.00%	25.00%	75.00%
Culinary Arts	31.25%	68.75%	31.58%	68.42%	52.94%	47.06%
Early Childhood Education	41.38%	58.62%	45.95%	54.05%	26.67%	73.33%
Education Assistant	9.09%	90.91%	21.43%	78.57%	30.77%	69.23%
General Business	50.00%	50.00%	50.00%	50.00%	28.57%	71.43%
GIS Environmental Technology	25.00%	75.00%	40.00%	60.00%	0.00%	100.00%
Heavy Duty Equipment Technician	42.11%	57.89%	40.00%	60.00%	32.00%	68.00%
Hospitality Administration	83.33%	16.67%	50.00%	50.00%	68.75%	31.25%
Industrial Metals Fabrication	6.67%	93.33%	6.67%	93.33%	18.75%	81.25%
John Deere TECH	33.33%	66.67%	18.18%	81.82%	37.50%	62.50%
Land and Water Management	14.29%	85.71%	20.00%	80.00%	20.00%	80.00%
Media Production	40.00%	60.00%	52.17%	47.83%	45.00%	55.00%
Office Administration	22.22%	77.78%	18.18%	81.82%	7.14%	92.86%
Office Administration Certificate	6.67%	93.33%	10.00%	90.00%	12.50%	87.50%
Office Administration Diploma	20.00%	80.00%	0.00%	100.00%	37.50%	62.50%
Piping Trades	14.29%	85.71%	20.00%	80.00%	25.00%	75.00%
Police Studies	4.55%	95.45%	10.00%	90.00%	8.70%	91.30%
Power Engineering	15.38%	84.62%	0.00%	100.00%	0.00%	100.00%
Practical Nursing	15.38%	84.62%	13.08%	86.92%	19.41%	80.59%
Professional Cooking						
Sustainable Food Systems						
Web Design	43.75%	56.25%	42.86%	57.14%	36.36%	63.64%
Wireless Telecommunications Engineering Technology	42.86%	57.14%				
Totals	28.54%	71.46%	33.12%	66.88%	31.25%	68.75%

Academic Programs	Attrition (2009-10)	Graduation (2009-10)	Attrition (2010-11)	Graduation (2010-11)	Attrition (2011-12)	Graduation (2011-12)
Aboriginal Community Development	50.00%	50.00%	57.14%	42.86%	61.11%	38.89%
Accounting and Finance	58.33%	33.33%	63.64%	36.36%	53.85%	38.46%
Agribusiness	51.61%	48.39%	22.22%	77.78%	18.18%	81.82%
Automotive Technician	23.08%	76.92%	20.00%	80.00%	58.33%	41.67%
Business Administration	40.54%	59.46%	45.92%	54.08%	50.70%	49.30%
Carpentry and Woodworking	32.00%	68.00%	36.36%	63.64%	41.67%	58.33%
Civil Technician	28.57%	71.43%	15.79%	84.21%	0.00%	100.00%
Comprehensive Health Care Aide	11.86%	88.14%	60.00%	40.00%	33.33%	66.67%
Computer Systems Technician			35.29%	64.71%	42.67%	57.33%
Computer Systems Technology	70.97%	29.03%	0.00%	100.00%		
Construction Electrician	14.29%	85.71%	35.29%	64.71%	35.29%	64.71%
Culinary Arts	44.44%	55.56%	6.67%	93.33%	26.92%	73.08%
Early Childhood Education	41.46%	58.54%	64.00%	36.00%	33.33%	66.67%
Education Assistant	0.00%	100.00%	45.45%	54.55%	38.89%	61.11%
General Business	33.33%	66.67%	18.75%	81.25%	50.00%	50.00%
GIS Environmental Technology	30.00%	70.00%	0.00%	100.00%	0.00%	100.00%
Heavy Duty Equipment Technician	14.81%	85.19%	30.43%	69.57%	32.00%	68.00%
Hospitality Administration	28.57%	71.43%	28.57%	57.14%	45.45%	54.55%
Industrial Metals Fabrication	17.65%	82.35%	26.92%	73.08%	62.50%	37.50%
John Deere TECH	41.67%	58.33%	50.00%	50.00%	20.00%	80.00%
Land and Water Management	38.10%	61.90%	21.43%	78.57%	66.67%	33.33%
Media Production	30.00%	70.00%	100.00%	0.00%	33.33%	66.67%
Office Administration	46.43%	53.57%	31.58%	68.42%	26.67%	73.33%
Office Administration Certificate	14.29%	85.71%	64.00%	36.00%	32.61%	67.39%
Office Administration Diploma	6.67%	93.33%	6.67%	93.33%	63.64%	36.36%
Piping Trades	12.50%	87.50%	13.33%	86.67%	33.33%	66.67%
Police Studies	6.67%	93.33%	4.55%	95.45%	18.75%	81.25%
Power Engineering	20.94%	79.06%	7.14%	92.86%	5.26%	94.74%
Practical Nursing	0.00%	100.00%	16.91%	83.09%	7.69%	92.31%
Professional Cooking					17.97%	82.03%
Sustainable Food Systems					33.33%	66.67%
Web Design	27.78%	72.22%	47.37%	52.63%		
Wireless Telecommunications Engineering Technology						
Totals	**30.43%**	**69.45%**	**31.50%**	**68.36%**	**35.35%**	**64.52%**

Academic Programs	Attrition (2012-13)	Graduation (2012-13)	Attrition (2013-14)	Graduation (2013-14)	Attrition (2014-15)	Graduation (2014-15)
Aboriginal Community Development	54.55%	45.45%	0.00%	100.00%		
Accounting and Finance	40.00%	40.00%	65.00%	25.00%	42.86%	21.43%
Agribusiness	27.27%	72.73%	5.88%	94.12%	37.74%	62.26%
Automotive Technician	38.46%	61.54%	14.29%	85.71%	33.33%	66.67%
Business Administration	49.51%	50.49%	43.40%	55.66%	55.34%	39.81%
Carpentry and Woodworking	20.83%	79.17%	31.03%	68.97%	11.54%	88.46%
Civil Technician	52.63%	47.37%	25.00%	75.00%	27.27%	72.73%
Communications Engineering Technology	100.00%	0.00%	18.18%	72.73%	0.00%	66.67%
Comprehensive Health Care Aide	40.00%	60.00%	30.16%	69.84%	37.66%	62.34%
Computer Systems Technician	25.00%	75.00%	0.00%	100.00%		
Computer Systems Technology	33.33%	66.67%	55.56%	44.44%	26.32%	63.16%
Construction Electrician	17.86%	82.14%	30.77%	69.23%	13.33%	86.67%
Culinary Arts	42.86%	57.14%	61.11%	38.89%	26.32%	68.42%
Early Childhood Education	46.15%	53.85%	42.55%	57.45%	50.00%	50.00%
Education Assistant	14.29%	85.71%	14.29%	85.71%	9.09%	90.91%
Electronic Technician	0.00%	100.00%	0.00%	100.00%	0.00%	100.00%
Environmental Technologies	8.33%	91.67%	18.75%	81.25%	23.81%	76.19%
Financial Services Bridging						
General Business	25.00%	75.00%	42.86%	57.14%	62.50%	37.50%
Heavy Duty Equipment Technician	31.25%	68.75%	29.41%	70.59%	27.27%	72.73%
Horticultural Production	20.00%	80.00%	42.86%	57.14%	0.00%	100.00%
Hotel and Restaurant Management	43.75%	56.25%	46.67%	53.33%	23.08%	69.23%
Industrial Metals Fabrication	26.67%	73.33%	25.00%	75.00%	30.00%	70.00%
Interactive Media Arts	41.18%	58.82%	25.93%	74.07%	35.29%	64.71%
Office Administration	39.29%	60.71%	75.00%	25.00%	62.96%	33.33%
Office Administration Certificate	0.00%	100.00%	25.00%	75.00%	50.00%	50.00%
Piping Trades	7.69%	92.31%	26.67%	73.33%	6.67%	93.33%
Police Studies	15.00%	85.00%	40.91%	59.09%	40.00%	60.00%
Power Engineering	6.67%	93.33%	15.38%	84.62%	7.14%	92.86%
Practical Nursing	9.22%	90.78%	18.60%	81.40%	11.70%	88.30%
Professional Cooking	50.00%	50.00%	100.00%	0.00%	100.00%	0.00%
Sustainable Food Systems					50.00%	50.00%
Web Design						
Wireless Telecommunications Engineering Technology						
Totals	30.78%	69.09%	32.07%	67.39%	30.44%	67.55%

Chapter 4: Financial Management

This chapter is focused on the financial management of Assiniboine Community College, with a focus on revenues and expenditures over the next five years.

Revenues

According to ACC's audited final statements (2011-2012 to 2015-2016), the revenues of ACC have increased over the past five years, from a total revenue of $36.6 million in 2011-2012 to $44.5 million in 2015-2016 (Table 7). That represents an increase of 23% over the past five years

Over the past five years, each source of revenue has experienced increases or decreases in relations to the 23% revenue increase. The growth in provincial funds has increased by 18% over the past five years, while funds from student tuition and fees increased by 25% during this same period (Table 8). The highest percentage growth in revenue comes from two self-generating sources – market driven training and continuing education – with increases in revenues of 67% and 59%, respectively.

All of its line items in the statement of operations have seen an increase in revenues over the past five years.

Table 7: Summary of Statement of Operations (Revenues) for the ACC					
	2011-2012	**2012-2013**	**2013-2014**	**2014-2015**	**2015-2016**
Academic training fees	$3,352	$3,350	$3,514	$3,700	$4,196
Grants	$24,896	$26,243	$27,671	$28,562	$29,408
Market driven training	$1,870	$2,585	$2,873	$2,734	$3,130
Continuing studies	$1,461	$1,430	$1,553	$2,139	$2,328
Ancillary services	$176	$175	$177	$196	$213
Apprenticeship training	$2,510	$2,517	$2,677	$3,031	$3,147
Other revenue	$626	$592	$818	$764	$872
Amortization of deferred contributions	$1,436	$1,425	$1,419	$1,301	$1,203
Total	**$36,327**	**$38,317**	**$40,702**	**$42,427**	**$44,497**

Table 8: Percentage increase or decrease in revenue sources over the past 5 years (from 2011-2012 to 2015-2016)	
Academic training fees	25.2%
Grants	18.1%
Market driven training	67.4%
Continuing studies	59.3%
Ancillary services	21.0%
Apprenticeship training	25.4%
Other revenue	39.3%
Amortization of deferred contributions	-16.2%
Total	**22.5%**

Expenditures

ACC's audited financial statements note increasing expenditures over the past five years, from a total expenditure of $35.9 million in 2011-2012 to $44.3 million in 2015-2016 (Table 9). The four largest expenditures were: academic costs ($26.0 million; 59% of total); administration ($8.0

million; 18% of total); plant ($4.7 million; 11% of total); and program support ($2.3 million; 5% of total). This represents an increase of 23% increase in expenditures, which mirrors the 23% increase in revenues during that same period.

Table 9: Summary of Statement of Operations (Expenditure) for the ACC					
	2011-2012	**2012-2013**	**2013-2014**	**2014-2015**	**2015-2016**
Academic	$21,005	$21,942	$23,196	$24,625	$26,064
Administration	$5,602	$6,816	$7,517	$7,885	$7,958
Program Support	$1,829	$2,023	$2,159	$2,270	$2,372
Plant	$4,118	$4,435	$4,512	$4,536	$4,664
Management Information Services	$1,504	$1,352	$919	$991	$1,122
Library	$295	$327	$312	$334	$343
Ancillary Services	$2	$19	$30	$20	$59
Amortization of capital assets	$1,568	$1,650	$1,646	$1,637	$1,720
Total	**$35,923**	**$38,564**	**$40,291**	**$42,297**	**$44,301**

Over the past five years, each source of expenditure has experienced increases or decreases in relations to the 23% expenditure increase (Table 10). The growth in administration was the most significant during this period, with a 42% increase, followed by program support (30%), academic (24%), library (16%) and physical plant (13%).

The administration cost (18% of total) and the growth in administrative cost (42% over the past five years) was an immediate concern, and led to further exploration. There was a fulsome discussion with the leadership team at ACC, and an in-depth examination of the categories that make up the audited financial statements. It seems that the categorization of expenses under each header of the audited financial statements has not been a topic of conversation at the Board or the senior management table. Secondly, some of the line items under administration (notably $1.14 million in facilities management, $1.09 million for the learning commons, and $107,000 in varsity athletics, for example) should actually be listed under other headers (plant, academic and program support). As such, over the next year, the Board's audit committee, with the support of the senior management committee, should lead an exercise to determine the proper categorization of expenses, and provide justification for the categorization of those expenses.

Table 10: Percentage increase or decrease in expenditures by line item over the past 5 years (from 2011-2012 to 2015-2016)	
Academic	24.1%
Administration	42.1%
Program Support	29.7%
Plant	13.3%
Management Information Services	-25.4%
Library	16.3%
Ancillary Services	2850.0%
Amortization of capital assets	9.7%
Total	**23.3%**

The increase in revenues and expenditures were aligned during this five-year period, allowing Assiniboine Community College to maintain a small surplus at the end of four of the five past fiscal years, with the surpluses in those four years being far superior to the loss in 2012-2013 (Table 11).

Table 11: Percentage of salaries and employee benefits as a percentage of overall expenses, between 2011-2012 and 2015-2016.					
	2011-2012	**2012-2013**	**2013-2014**	**2014-2015**	**2015-2016**
Revenues	$36,327	$38,317	$40,702	$42,425	$44,497
Expenditures	$35,923	$38,564	$40,291	$42,297	$44,301
Excess of revenues over expenditures	$404	($247)	$411	$128	$196

Finally, based on the audited financial statements that provides the total wage bill for ACC, we can note that the percentage of the total expenditure allocated to salaries and employee benefits in the past five years remained fairly constant, ranging from 68% in 2012-2013 to 71.8% in 2014-2015.

Table 12: Percentage of salaries and employee benefits as a percentage of overall expenses, between 2011-2012 and 2015-2016.					
	2011-2012	**2012-2013**	**2013-2014**	**2014-2015**	**2015-2016**
Total expenses	$35,923	$38,564	$40,291	$42,297	$44,301
Salaries and employee benefits	$24,909	$26,347	$27,889	$30,384	$31,557
Percentage	69.3%	68.3%	69.2%	71.8%	71.2%
Source: ACC's Audited Financial Statements 2011-2012 to 2015-2016					

Chapter 5: Stakeholder Consultations

Assiniboine Community College has the challenging task of providing the services of a comprehensive college across a very thinly populated part of Manitoba.

The stakeholders that we spoke to as part of this process were highly complementary about Assiniboine Community College and its management. Two areas in particular stood out. The first was the college's ability to work collaboratively with local businesses, in terms of developing bespoke opportunities for training. The other was its ability to develop contract training outside the city of Brandon, mainly to serve Indigenous communities. This latter aspect is clearly shown by the four-fold increase in the number of contract-training spots provided by Assiniboine Community College over the last decade. Not all communities in the region were equally complimentary: some rural communities were unhappy at the perceived lack of training which is delivered in smaller communities. This, however, appears to us to be an unavoidable result of the economics of education, and the lack of financial support available to cover the costs of this mode of delivery in smaller communities where unit-costs are necessarily high due to low enrolment.

Since this is a ten-year review of Assiniboine Community College, it should be noted that the institution appears to have made significant changes in management practices over the past decade. We note that the institution appears to have made great strides over the past few years in terms of improving quality control, in particular in conducting regular periodic reviews to ensure updated curriculum. External stakeholders were strongly supportive of current management in this respect.

With respect to programming, we do not claim any special insight beyond what the college itself can achieve through its substantial public consultation process. Our conversations with stakeholders suggest a desire to gain access to a wide variety of skills – in trades, technology, health and social services and business – none of which is easy to provide in demographically marginal areas with no dedicated funding. We would simply note that the main feedback we received from both students and community leaders around southern Manitoba is the need to integrate more "soft" or "transversal" skills into technical programs, both because these are consistently seen as areas for improvement and because college graduates tend to gradually move away from their narrow area of specialization over time.

Past government decisions have left Assiniboine Community College with a split campus, with its trades, culinary and part of its agricultural campus at the North Hill campus, and most of the rest of its Brandon programs at the Victoria Avenue campus. This is an inefficient arrangement, which raises certain services costs by the need to provide them in two locations at once. Management's preferred solution is to consolidate more of its programs at the North Hill site because the Victoria campus is increasingly cramped and in some respects reaching the end of its productive life (cramped facilities were a common theme of graduate comments about ACC). The problem is that to make the North Hill campus fully functional requires a capital outlay of upwards of $100 million in order to restore its aging but historically-listed buildings.

The current government of Manitoba has made it abundantly clear that in the present fiscal context there is no appetite to spend this kind of money to upgrade the North Hill facilities. That being said, given that the properties are historically listed, the province will at some point have to make some kind of decision about the major historic buildings on the site – either tear them down or restore them. The longer a decision is postponed, the harder it will be to restore them. So while short-term considerations are obviously paramount, consideration should be given by the government to the long-term future of the site and providing the institution with clarity regarding long-term capital planning.

Finally, with respect to finances, while we note both growing enrolment, growing revenues and small but consistent surpluses, we would be remiss not to note significant growth in the institution's administration budget over time, using the institution's own audited financial statements. A fulsome discussion with the leadership team at ACC, and an in-depth examination of the categories that make up the expenditure headers of the audited financial statements, led to the following conclusion: line items are erroneously categorized under broader expenditure headers. As such, the Board's audit committee, with the support of the senior management committee, should lead an exercise to determine the proper categorization of expenses, and provide justification for the new categorization of those expenses.

Chapter 6: Conclusion and Recommendations

In general, we find Assiniboine Community College to be a generally well-run institution which is pro-active in terms of pursuing improvements in program delivery. With respect to recommendations for Assiniboine Community College, most of the points that we would make here stem from overall observations about the system rather than the institution itself.

1) Assiniboine Community College should continue to expand its capacity to deliver education and training in community-delivery settings throughout western Manitoba, either through contract training or rotational delivery of programs in smaller towns. Particular attention should be paid to the area around Portage la Prairie to Winkler/Morden and surrounding areas.

2) Assiniboine Community College should seek to continue to expand Indigenous access to its regular programs and adopt a formal target for Indigenous enrolments as part of its operational planning. Though the exact target numbers should be determined locally and in consultation with local Indigenous communities, the institution should consider increase should be on the order of 20% over the next five years.

3) As part of its ongoing program reviews, Assiniboine Community College should pay particular attention as to how to better integrate "soft" or "transversal" skills into the general technical curriculum.

4) The Board's audit committee, with the support of the senior management committee, should lead an exercise to determine the proper categorization of expenses, and provide justification for the categorization of those expenses, using other Manitoba and Canadian post-secondary institutions as benchmarks. Using this new and more proper categorization of expenses, Assiniboine Community College should apply this revamped categorization methodology to its past five fiscal years, as a means of ensuring the Board and the senior management committee have new insights regarding expenditures.

Manitoba Institute of
Trades and Technology

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Executive Summary

Founded in 2014, the Manitoba Institute of Trades and Technology (MITT) is the newest member of the publicly-assisted post-secondary education sector in Manitoba. Its institutional origins more than three decades ago, its programming evolution and its funding sources are largely responsible for the type of institution it is today: a unique hybrid institution that aims to support secondary and post-secondary students in their completion of skilled trades and technical training.

Over the past four years, MITT's domestic enrolment has remained roughly constant at 500 students per year, while international student enrolment nearly tripled, from 270 in 2013-2014 to 716 in 2016-2017. The growth in international students has been deliberate, with new programs being launched for international students where other local training options are not able to respond to existing labour market needs. For example, MITT offers exclusively to international students a certificate in early childhood education. MITT is mindful of areas where program duplication exists within the system and sought feedback from Red River College and Assiniboine Community College in this regard. There is greater demand in areas such as early childhood education than can be supplied; as such, MITT is not competing with these institutions' efforts to recruit Manitoba learners, and where Red River College is unable to train the required number of graduates needed by those sectors. While MITT does offer a limited number of programs exclusively to international students, the institution is moving from exclusively international to a blended model and has opened some of these programs to domestic learners.

MITT has also recorded the highest graduation rates and the lowest program costs of any of the five public colleges in Manitoba. MITT also receives strong support from senior representatives of the various school districts who expressed appreciation for MITT's role in trades exploration and strengthening pathways to MITT's post-secondary programs. MITT delivers such trades exploration in both official languages, to meet the needs of the DSFM (though this arrangement is perceived by some Francophone education leaders as a temporary measure in light of the inability to administer the agreement in French).

This review has identified many ways where MITT has distinguished itself from the other public colleges.

- MITT's institutional evolution required concerted efforts to ensure its ongoing financial sustainability, a reflection of its annual base funding allocation covering a smaller percentage of total expenditures. In many ways, MITT has developed a strong culture of entrepreneurship and innovation as a result of the need to become increasingly driven to generate additional revenue.

- MITT is focused on delivering academic programs with strong labour market needs. It works closely with industry to develop academic programs that meet their real-time needs, and has benefited from in-kind donations of material resources to support

program delivery. MITT's graduation rates were also the highest among the college sector institutions.

- Industry stakeholders were unanimous in their appreciation and high esteem for the work of MITT. The feedback was not simply based on solid external relations conducted by MITT; in fact, industry stakeholders discussed the value-add of MITT's quick response and nimbleness to program launch and corporate and contract training. MITT's strong relations with industry is key in supporting MITT's forthcoming launch of an industry-driven applied research agenda, as part of its Academic Plan.

- Employers in Winnipeg and surrounding areas consistently praise MITT for its nimbleness. The source of this admiration is not simply a function of MITT's corporate culture, which is indeed to be very solicitous of industry concerns. As MITT funds its post-secondary programs mostly through self-generating revenues, it has been able to avoid the sometimes-time-consuming process of government approval. In effect, what employers like about MITT is that the establishment of new MITT programs tends not to involve government. In seeking to adjust the college system with an eye to meeting employer needs, this is a lesson which should not be forgotten.

The report concludes with 11 recommendations to strengthen the strategic activities of MITT, including recommendations regarding:

- Strengthening its administrative capacity;
- Strengthening the pathways from MITT's certificate programs to other laddering opportunities at other Manitoba post-secondary institutions;
- Ensuring a strong quality assurance and program review process;
- Working with the province and a third-party provider to measure the employment outcomes of MITT graduates, with separate reporting for domestic and international students; and
- Documenting the strategic advantages of having a hybrid high school/college institution.

Introduction: Institutional Context

Founded in 2014, the Manitoba Institute of Trades and Technology (MITT) is the newest member of the publicly-assisted post-secondary education sector in Manitoba. Its institutional origins more than three decades ago, its programming evolution and its funding sources are largely responsible for the type of institution it is today: a unique hybrid institution that aims to support secondary and post-secondary students in their completion of skilled trades and technical training.

Operating under different names over the past 32 years – the South Winnipeg Technical Vocational Centre, then South Winnipeg Technical Centre, later the Winnipeg Technical College – the institution was always a hybrid institution, first conceived by various Manitoba school divisions as a means of securing provincial and federal funding and pooling existing school division resources to establish a suitable training facility and hire professionals to meet the technical training needs of both secondary students and adults in need of marketable job skills.

In 2014, the Government of Manitoba enacted new legislation, transforming this evolving institution once again into the Manitoba Institute of Trades and Technology, a stand-alone hybrid institution continuing to provide both secondary and post-secondary skills training. Transitioning from the Winnipeg Technical College to MITT also included a continued focus on three broad program areas: Health Care and Human Services, Information and Business Technology, and Skilled Trades and Technology.

The mandate of the Manitoba College Review aimed to examine the last ten years of activities for all colleges in the province, a task that was not possible in light of the recent (re)beginnings of MITT. As such, this MITT institutional review focuses on data from 2014 and beyond, with a focus on programs, student success measures, institutional revenues and expenditures and sector collaboration and partnership.

Chapter 1: Institutional Governance and Role

On April 23, 2014, the Government of Manitoba announced "new legislation (that) would enable the Winnipeg Technical College to play an expanded role in jobs, skills training." In making the announcement, the then minister noted that the new legislation would enable four things:

- "expand and encourage access to MITT for all Manitoba high school students, leading to a high school diploma,
- improve the marketability of job training at MITT by providing greater recognition for MITT certificates and diplomas,
- grow Manitoba's workforce by officially recognizing MITT's role in delivering training programs for in-demand jobs in partnership with industry, and
- better attract out-of-province and international students by offering officially recognized job-training credentials."

With the legislative changes, the then president noted that this revamped institution would have the ability to continue working with the Pembina Trails and Louis Riel School Divisions, and expand its activities to new school divisions and post-secondary partners for the benefit of Manitoba students, workers and employers.

In passing the legislation, the Government of Manitoba has opted to create a governing body composed of no less than seven and no more than eleven members, all appointed by the Lieutenant Governor in Council, and where members can serve no more than 2 terms of five years each. The roles and the responsibilities of the governing body reflects those of other post-secondary institutions across Canada, including: determining the administrative and academic structures; establishing and providing for the operation of the program of study and courses; establishing admission requirements for students; setting fees and other charges; borrowing money; and entering into agreements to further the mandate of the Institute, among others.

In recognition of its existing relationships and its oversight of the largest network of adult learning centre providers of any college (nine locations across six ALC partners), MITT was also identified as a potential service provider for adult learning centers. Its legislation thus also included provisions which correspondingly amended the *Adult Learning Centres Act* to specifically include MITT. Other existing legislation, including *The Apprenticeship and Certification Act*, *The International Education Act* and the *Private Vocational Institutions Act* were also amended.

Since the passage of this legislation, MITT has continued to evolve, expanding its activities with a focus on new programs that meet unmet labour-market needs in Winnipeg and beyond, serving newcomers and other Manitobans with lower literacy skills in English and providing training options to international students who choose to study in Winnipeg.

This report is thus a summary of the activities of MITT since its inception in its current form in 2014. As such, the focus is on the current three years, which marks a difference with other institutional reports, which span a decade of activities.

Chapter 2: Programs

This chapter focuses on the programs delivered by the Manitoba Institute of Trades and Technology (MITT) during the past 4 years, a shorter period of study than other colleges who are part of this sector review. The chapter presents information on a variety of ways, including the program clusters at MITT and the years such programs were offered, the evolution of programs during this period, and the program costs.

Program Clusters: Regular Programs

MITT has offered a fairly consistent suite of post-secondary programs during this four-year period, with a total of 19 programs offered in 2013-2014 and growing to 23 programs in 2016-2017.

During its years as the Winnipeg Technical College, the institution focused on three broad program areas. The same programs areas were retained after its transition to MITT: Health Care and Human Services; Information and Business Technology; and Skilled Trades and Technology. All programs are listed in Table 1.

There are numerous programs that fall under each of these categories:

1) Health Care and Human Services

There are currently six programs at MITT that support the production of skilled employees in the health care and human services area. Those six programs are:

- Early Child Education (added in 2014-2015)
- Health Care Aide & Unit Clerk (revamped in 2015-2016)
- Hotel & Hospitality Services (all four years)
- Medical Administrative Assistant (all four years)
- Pharmacy Technician (all four years)
- Rehabilitation Assistant (all four years)

2) Information and Business Technology

There are currently five programs at MITT that support the production of skilled employees in the information and business technology sector. The fast-pace of change in the information technology sector has required MITT to evolve its programs to reflect industry changes, including winding down one program and launching a new program with a focus on cyber defence and cloud administration. MITT has also launched two post-graduate certificate programs, which are unique to this sector, that respond to growing interest from international students.

Thus, over this period, six different programs were offered, of which five were still delivered in 2016-2017:

- Business Administrative Assistant (all four years)
- Cyber Defense & Cloud Administration (added in 2016-2017)
- Microcomputer Systems Technician (wound down in 2014-2015)

- Network & Computer Technology (formerly Network Systems Administrator) (all four years)
- Post Graduate International Business (all four years)
- Post Graduate Leadership and Management (added in 2015-2016)

3) Skills Trades and Technology

MITT's largest sector of program activity relates to skilled Trades and Technology, with 12 programs offered within this broad program sector grouping.

Each of these programs were consistently offered each year of this four-year window:
- Auto Mechanics (all four years)
- CAD Technician (formerly Technical Drafting) (all four years)
- Carpentry (all four years)
- Culinary Arts & Design (all four years)
- Electrical Applications (all four years)
- Électricité (added in 2016-2017)
- Graphic & Print Technician (formerly Production Art) (all four years)
- Hairstyling (all four years)
- Industrial Electronics (all four years) (all four years)
- Industrial Mechanic/Millwright (all four years)
- Industrial Welding (all four years)
- Motosport Technician (all four years)

Table 1: Programs offered by MITT between academic years 2013-2014 and 2016-2017				
	2013-2014	2014-2015	2015-2016	2016-2017
Auto Mechanics				
Business Administrative Assistant				
CAD Technician (formerly Technical Drafting)				
Carpentry				
Culinary Arts & Design				
Cyber Defense & Cloud Administration				
Early Child Education (certificate)				
Electrical Applications				
Électricité				
Graphic & Print Technician (formerly Production Art)				
Hairstyling				
Health Care Aide & Unit Clerk (formerly Health Care Aide)				
Hotel & Hospitality Services				
Industrial Electronics				
Industrial Mechanic/Millwright				
Industrial Welding				
Medical Administrative Assistant				

Microcomputer Systems Technician					
Motosport Technician					
Network & Computer Technology (formerly Network Systems Administrator)					
Pharmacy Technician					
Post Grad International Business					
Post Grad Leadership and Management					
Rehabilitation Assistant					

New Diploma Programs

MITT is also moving forward with diploma programs, a complement to their existing certificate programs. In November 2017, they launched a hospitality management diploma program. In 2018, they will be launching two new diploma programs: software developer (February 2018) and global logistics and supply chain management (September 2018).

Program Accreditation

MITT was asked to provide a list of their programs that are subject to external industry reviews for accreditation or certification. The list includes:

- All apprenticeship programs
  - Auto Mechanic
  - Carpentry
  - Culinary
  - Electrical Applications
  - Hairstyling
  - Industrial Mechanic/Millwright
  - Industrial Welding
  - Motosport Technician
  - YouthBuild Carpentry
- Pharmacy Technician
- Early Childhood Education (ECE II)
- Power Engineering Technician (4th Class)

As such, 13 out its 23 programs require external accreditation.

Articulation and Partnership Agreements

While there are few formalized transfer agreements or pathways between MITT and other post-secondary institutions, several areas of cooperation benefit MITT's students and the college sector in Manitoba. A transfer agreement for MITT Culinary Arts and Design students into the second year of Red River College's Culinary Arts program is in force and currently being reviewed with the intention of renegotiation. In addition to Culinary Arts and Design, new articulation agreements with Red River College are also being negotiated in the following programs: Graphic & Print Technician, CAD Technician, Network and Computer Technology and Cyber Defense and Cloud Administration, Power Engineering, and Hotel and Hospitality.

MITT also delivers two programs jointly with other local post-secondary institutions: the Network Security Diploma in partnership with the University of Winnipeg, and Level 1 and Level 2 Industrial Mechanic (Millwright) Apprenticeship in partnership with University College of the North. In addition, MITT has partnerships with third parties such as Ka Ni Kanichihk to deliver MITT's Business Administration Assistant program.

Other previously established agreements or pathways have expired or are outdated. MITT's leadership team has instructed their Academic Coordinators to embark on these conversations with their counterparts at other institutions, as a means of actualizing articulation agreements that reflect the goals of college presidents across the sector. MITT notes that its current efforts to establish new agreements and partnerships are championed by the administration of these partner institutions, but have been met with resistance by faculty at other institutions

MITT continues to strengthen partnerships with other school divisions and Indigenous organizations within Winnipeg and beyond. In addition to those noted above these include: Louis Riel School Division; the Division scolaire franco-manitobaine; Pembina Trails School Division; Neeginan College of Applied Technology; Opaskwayak Educational Authority Inc.; Southeast Collegiate; and Yellowquill College. These partnerships ensure secondary learners, including Francophone high school students, have access to trades and technical training in high school. They also benefit secondary, post-secondary and adult Indigenous learners with specialized programming including the Mature Grade 12 diploma and trades and technical certificates e.g. Carpentry.

Finally, MITT has established some broad memoranda of understanding with other post-secondary institutions, including Assiniboine Community College, Red River College, Sheridan College, University College of the North, University of Manitoba and the University of Winnipeg. The MOUs with Red River College and Assiniboine Community College include concrete opportunities for articulation pathways between the institutions in several areas. An agreement with Assiniboine Community College to offer Industrial Welding programming at MITT is dependent on previously approved funding from the Province for an expansion to MITT's welding lab.

Program Costs

The Manitoba College Review aimed to compare (or at least attempt to compare) the relative cost of similar programs at all five institutions. MITT has always complied with the financial reporting requirements of the ministry's public education sector (who allocated its funding), which differed from practices requested by the ministry responsible for post-secondary education for its public colleges. This speaks to an issue that has been raised with the Province by MITT previously regarding the need to update the institution's funding model to reflect its unique status as a college *and* a secondary institution. Currently all provincial funding for core programs flows from the K-12 provincial budget, yet over 90% of MITT's core program enrolment is post-secondary.

This current college review includes MITT as one of the five institution-members of the Manitoba college sector. Upon request, MITT accepted to complete a program cost analysis using the methodological approach already used by the other colleges in response to a request from the ministry more than a decade ago.

Table 2 provides a summary of the cost for program delivery in its 2017-2018 year, using the number of students enrolled in each post-secondary program. The average cost for a one-year certificate program at MITT is $13,208, with the highest cost program in that year being Motosport Technician at $27,567 (9 students) and the lowest cost program to deliver being at $8,495 (28 students in the medical administrative assistant program). The cost per seat for the four 2-year diploma programs will be slightly higher, with an average cost of $27,265. The highest diploma program cost is at $31,903 (global logistics and supply chain management diploma program).

The average and specific program delivery costs are consistently lower at MITT than similar programs offered by the other four colleges for two reasons: programs of shorter duration than most other colleges; and MITT only offers programs when there is a certain threshold of enrolled students.

Table 2: Program delivery costs at MITT for academic year 2017-2018.			
3-Month Programs	**Total Cost**	**2017-2018 Seats**	**Cost per Seat**
English for Academic Purposes (3 months)	$1,429,934	55	$2,584
5-Month Programs	**Total Cost**	**2017-2018 Seats**	**Cost per Seat**
Carpentry (Certificate- 5 months)	$423,544	68	$6,229
One-Year Programs	**Total Cost**	**2017-2018 Seats**	**Cost per Seat**
Auto Mechanics (Certificate)	$507,122	39	$13,003
Auto Mechanics (Certificate) - International	$424,296	38	$11,166
Business Administrative Assistant (Certificate)	$317,588	27	$11,763
Business Administrative Assistant (Certificate) - International	$456,581	44	$10,462
CAD Technician (Certificate)	$269,588	23	$11,955
CAD Technician (Certificate) - International	$218,049	20	$10,902
Culinary Arts & Design (Certificate)	$512,218	21	$24,391
Culinary Arts & Design (Certificate) - International	$707,538	60	$11,792
Early Childhood Education (Certificate) - International	$712,378	63	$11,373
Electrical Applications (Certificate)	$838,596	79	$10,615
Graphic and Print Technician (Certificate)	$320,260	25	$12,810
Hairstyling (Certificate)	$602,184	29	$21,092
Health Care Aide and Unit Clerk (Certificate) - International	$223,637	20	$11,182
Hotel & Hospitality Services (Certificate) - International	$762,017	75	$10,124

Industrial Electronics (Certificate)	$206,750	16	$12,922
Industrial Electronics (Certificate) - International	$223,582	20	$11,179
Industrial Mechanic/Millwright (Certificate)	$422,131	30	$14,071
Industrial Welding (Certificate)	$747,287	38	$19,901
International Business (Post-Graduate Certificate)	$529,227	47	$11,217
Leadership and Management (Post-Graduate Certificate)	$865,947	89	$9,730
Medical Administrative Assistant (Certificate)	$237,868	28	$8,495
Motosport Technician (Certificate)	$248,107	9	$27,567
Network and Computer Technology (Certificate)	$576,874	43	$13,416
Pharmacy Technician (Certificate)	$456,576	44	$10,377
Power Engineering Technician - 4th Class (Certificate)	$243,898	20	$12,086
Rehabilitation Assistant (Certificate)	$207,511	16	$12,969
		Average Cost for 1-Year Programs: **$13,208**	
2-Year Programs	**Total Cost**	**2017-2018 Seats**	**Cost per Seat**
Cyber Defense and Cloud Administration (Diploma)	$457,791	18	$25,532
Software Developer (launching in February 2018)	$243,731	10	$24,371
Global Logistics and Supply Chain Management (launching in September 2018)	$265,752	8	$31,903
Hospitality Management (launched in November 2017)	$319,016	13	$25,521
		Average Cost for 2-Year Programs: $27,265	
Secondary Student Cost Per Seat			
Secondary cost per seat (indexed to access agreement with Pembina Trails School Division: $12,468			

Chapter 3: Student Success: Student Learning, Retention, and Graduation

Our review explored the ability of each institution to recruit, retain and graduate its students. For those reasons, the Manitoba Institute of Trades and Technology (MITT), along with the four other institutions included in this review, were requested to provide key data on student success measures, including enrolment and graduation rates. This chapter provides a detailed analysis of the information provided by MITT.

Enrolments

MITT provided the number of headcount enrolments in its college-level programs between 2013-2014 and 2016-2017. Table 3 summarizes the number of enrolled students in MITT's post-secondary programs. Over that four-year span, domestic enrolment remained fairly constant during this four-year period, from a low of 495 students in 2016-2017 and a high of 533 students in 2014-2015. International enrolments, on the other hand, nearly tripled during this same period.

Table 3: Headcount enrolment of domestic and international students at MITT between 2013 and 2017			
	Domestic	**International**	**Total**
2013-2014	514	270	784
2014-2015	533	372	905
2015-2016	496	564	1060
2016-2017	495	716	1211

The level of program enrolment for domestic and international students over the past four years are listed in Table 4. Many of the programs have a maximum seat capacity, which results in enrolment numbers being constant during the past four years.

MITT has increased the number of programs geared to supporting international students. In 2014-2015, MITT launched a program for international students in early childhood education, after Red River College and the early education sector acknowledged that the number of graduates in the province was not meeting labour market needs. By focusing on international students, they are not competing with Red River College in attracting domestic students.

Table 4: Enrolment by program and student status 2013-2014 to 2016-2017	2013-2014		2014-2015		2015-2016		2016-2017	
	Dom	Int.	Dom	Int.	Dom	Int.	Dom	Int.
Auto Mechanics (Certificate)	26	26	27	32	29	35	26	49
Business Administrative Assistant (Certificate)	18	25	20	54	14	40	17	60
CAD Technician (Certificate)	17	6	21	22	21	31	18	29
Carpentry (Certificate)	64	-	64	-	70	-	67	-
Culinary Arts & Design (Certificate)	21	62	13	51	17	55	13	67
Cyber Defence and Cloud Administration (Diploma)	-	-	-	-	-	-	2	18
Early Childhood Education (Certificate)	-	-	-	21	-	39	-	46
Electrical Applications (Certificate)	81	2	89	7	58	18	60	21
Graphic and Print Technician (Certificate)	13	5	16	8	15	12	14	12
Hairstyling (Certificate)	44	3	39	-	35	1	29	3
Health Care Aide and Unit Clerk (Certificate)	-	-	-	-	-	24	-	19
Hotel & Hospitality Services (Certificate)	-	66	-	45	-	82	-	83
Industrial Electronics (Certificate)	4	2	5	3	8	22	14	26
Industrial Mechanic/Millwright (Certificate)	38	20	22	24	27	28	23	11
Industrial Welding (Certificate)	31	2	33	5	40	5	35	5
International Business (Post-Graduate Certificate)	-	23	-	40	-	42	-	47
Leadership and Management (Post-Graduate Certificate)	-	-	-	-	-	41	-	96
Medical Administrative Assistant (Certificate)	23	28	28	23	24	34	26	29
Microcomputer Systems Technician (Certificate)	17	-	1	-	-	-	-	-
Millwright Apprentice – Level 1	23	-	24	-	23	-	24	-
Millwright Apprentice – Level 2	24	-	24	-	24	-	25	-
Motosport Technician (Certificate)	10	-	10	-	7	2	6	2
Network and Computer Technology (Certificate)	-	-	36	35	30	48	31	66
Pharmacy Technician (Certificate)	41	-	44	2	33	5	46	5
Power Engineering Technician - 4th Class (Certificate)	-	-	-	-	-	-	-	21
Rehabilitation Assistant (Certificate)	19	-	17	-	21	-	19	1
Total	514	270	533	372	496	564	495	716
Data: MITT Enrolment and Graduation Data, July 14, 2017								

MITT also runs programs at the secondary level. Table 5 notes that MITT welcomed 304 part-time high school students in 2016-2017 as part of their partnership with school districts to support trades exploration and dual credit programs.

Table 5: Enrolment in Secondary Programs offered by MITT in 2016-2017		
Secondary Programs	Domestic	International
Part-Time head count	304	-

MITT also runs a number of alternative non-post-secondary programs, with a focus on domestic and international enrolment in 2016-2017 (Table 6). They note that there are 1,231.5 FTE domestic students enrolled in alternative programs, including nearly 600 FTE in English as a Second Language and another 600 FTE within Adult Learning Centres. Finally, MITT is developing a core focus on increasing programming and supports to Indigenous students. This is an area where MITT is poised to do significant work in the coming years and is an opportunity to align with Provincial mandates in this regard.

Table 6: Enrolment in Alternative Programs offered by MITT in 2016-2017		
Language and Other	Domestic (FTE)	International (FTE)
English for Academic Purposes		135
English as a Second Language	581	
Adult Learning Centres	593	
Aboriginal Internship Program	2	
St Norbert K-12	10	
Enterprise Programs	Domestic (FTE)	International (FTE)
YouthBuild Trades Exploration	10	
YouthBuild Carpentry	21	
Pharmacy Technician Bridging Program	12.5	
Cisco Training	2	
Total	1231.5	135

Graduation

An important outcome within the post-secondary sector is graduation rates. MITT has provided the data by individual programs (Table 7). The average program graduation rate in the past three years for domestic students is roughly 80%, reaching 84% in 2013-2014 and dipping to 78% in 2015-2016. For international students, the graduation rate is greater than for domestic students, with an average of above 90% for those three years.

These results are notable, placing MITT among the national leaders in graduation rates. The results speak to the proactive, student-centred environment MITT professionals have aimed to create for the benefit of students and to maximize the value for public investments. Additional insights regarding the true nature of such graduation rates would be gained though a stronger quality assurance process and the employment outcomes of graduates in those same fields.

Table 7: Graduation rates for MITT programs between academic years 2013-2014 and 2015-2016						
	2013-2014		2014-2015		2015-2016	
	Dom	Int.	Dom	Int.	Dom	Int.
Auto Mechanics (Certificate)	73%	100%	93%	97%	72%	100%
Business Administrative Assistant (Certificate)	78%	88%	75%	87%	71%	68%
CAD Technician (Certificate)	71%	83%	90%	100%	71%	65%
Carpentry (Certificate)	95%	-	83%	-	97%	-
Culinary Arts & Design (Certificate)	86%	94%	85%	96%	71%	91%
Cyber Defence and Cloud Administration (Diploma)	-	-	-	-	-	-
Early Childhood Education (Certificate)	-	-	-	90%	-	97%
Electrical Applications (Certificate)	85%	100%	76%	57%	74%	83%
Graphic and Print Technician (Certificate)	77%	80%	75%	75%	80%	92%
Hairstyling (Certificate)	89%	100%	85%	-	69%	100%
Health Care Aide and Unit Clerk (Certificate)	-	-	-	-	-	100%
Hotel & Hospitality Services (Certificate)	-	89%	-	96%	-	90%
Industrial Electronics (Certificate)	75%	100%	80%	100%	80%	95%
Industrial Mechanic/Millwright (Certificate)	87%	100%	91%	92%	70%	100%
Industrial Welding (Certificate)	77%	100%	79%	100%	70%	100%
International Business (Post-Graduate Certificate)	-	83%	-	98%	-	93%
Leadership and Management (Post-Graduate Certificate)	-	-	-	-	-	95%
Medical Administrative Assistant (Certificate)	83%	86%	89%	96%	96%	88%
Microcomputer Systems Technician (Certificate)	35%	-	100%	-	-	-
Motosport Technician (Certificate)	100%	-	60%	-	100%	100%
Network and Computer Technology (Certificate)	-	-	64%	86%	70%	96%
Pharmacy Technician (Certificate)	98%	-	93%	50%	91%	100%
Power Engineering Technician - 4th Class (Certificate)	-	-	-	-	-	-
Rehabilitation Assistant (Certificate)	79%	-	82%	-	71%	-
Total	84%	90%	82%	92%	78%	90%

Chapter 4: Financial Management

This chapter is focused on the financial management of the Manitoba Institute of Trades and Technology over the past five years. MITT uses a financial reporting framework that reflects best practices within Manitoba's school districts, and thus differs from the framework adopted by the other colleges. For that reason, the financial reporting section below includes both public documents (audited financial statements, for example) as well as internal documents prepared for MITT's Governing Board that uses a framework more closely aligned with the financial reporting of the other four colleges in Manitoba.

Revenues

According to MITT's audited final statements (2013-2014 to 2016-2017) and operational budget (2017-2018), the revenues of MITT have increased over the past five years, increasing from a total revenue of $21.4 million in 2013-2014 to projected revenues of $31.2 million in 2017-2018 (Table 8). That represents an increase of 46% over the past five years

The growth in provincial funds has increased by 17% over the past five years, while funds from the federal government decreased by 39% during this same period (Table 9). The highest growth in revenue comes from tuition fees, listed under "private organization and individuals", which increased from $7.2 million in 2013-2014 to $15.4 million in 2017-2018.

There is considerable debate regarding the exact nature of the base funding provided by the province to MITT. As noted previously, the provincial government grant for MITT is not provided through the ministry's post-secondary education division, but comes from the ministry's budget for school boards. This situation has resulted in inconsistencies in reporting requirements between MITT and other post-secondary institutions, and is not in alignment with MITT's student population, which is largely post-secondary students.

Table 8: Summary of Statement of Operations (Revenues) for the MITT, using the reporting model for School Boards between 2013-2014 and 2016-2017, with the 2017-2018 operational budget.					
	2013-2014	2014-2015	2015-2016	2016-2017	2017-2018
Provincial Government	$8,795,783	$9,092,950	$9,733,119	$10,266,749	$10,280,813
Federal Government	$3,788,765	$5,021,559	$4,646,934	$4,473,814	$2,320,000
Other School Divisions	$1,440,831	$1,454,603	$1,330,448	$1,628,914	$1,967,957
Private Organization and Individuals	$7,151,129	$9,642,791	$12,068,377	$14,641,003	$15,408,467
Other Sources	$171,738	$189,015	$339,392	$484,372	$1,227,718
Other Special Purpose Funds	$8,801	$59,200	$75,427	$63,838	$0
Total	$21,357,047	$25,460,118	$28,193,697	$31,558,690	$31,204,955

Table 9: Percentage increase or decrease in revenue sources over the past 5 years (from 2013-20014 to 2017-2018)	
Provincial Government	17%
Federal Government	-39%
Other School Divisions	37%
Private Organization and Individuals	115%
Other Sources	615%
Other Special Purpose Funds	N/A
Total Revenues	46%

MITT has also provided its financial reports using categories more commonly associated with the college sector. For example, the "private organization and individuals" listed in its audited financial statement has been recalculated to include a separate line for "tuition" and "student fees".

The use of the more traditional categories of revenue sources for colleges across Manitoba has produced the results in Table 10. Using these modified categories, we can confirm that tuition has increased as a source of revenue from $6.4 million to $13.1 million, a 105% increase in four years. Student fees have also increased, in line with increasing number of students. In both Tables 8 and 10, provincial funding is consistent, at $10.2 million, and federal funding (for English as a Second Language programs and other activities) is also consistent at $4.5 million.

Table 10: Revenue Sources, reported by MITT to its Governing Board					
	2013-2014	2014-2015	2015-2016	2016-2017	Change
Provincial Funding	$8,795,784	$9,092,950	$9,733,119	$10,266,749	$8,795,784
Federal Funding	$3,788,765	$5,021,559	$4,646,934	$4,473,814	$3,788,765
Tuition	$6,406,297	$8,719,739	$10,790,198	$13,106,654	$6,406,297
Student Fees	$207,129	$327,845	$588,832	$718,952	$207,129
Other School Division Revenues	$1,440,831	$1,454,603	$1,330,448	$1,628,914	$1,440,831
Other Revenues	$510,651	$592,495	$840,077	$1,098,496	$510,651
Program Generated Revenues	$207,590	$250,927	$264,090	$265,109	$207,590
Total	$21,357,047	$25,460,118	$28,193,697	$31,558,690	$21,357,047

A more detailed breakdown in the source of revenues is provided in Table 11, using detailed revenue information from fiscal years 2013-2014 to 2016-2017. In 2016-2017, MITT received $2.9 million from the province to support Adult Learning Centres, with $3.9 million from the federal government to support language training to immigrants and refugees. In 2017-2018, MITT, similar to other providers, experienced a significant reduction in funding and authorization to deliver Stage 2 language programming to immigrants and refugees, eliminating the opportunity for these students to pathway into training programs and eventually, employment. As result of this cut, MITT has also had to absorb over $500,000 in administrative, rent, and salary costs.

In addition, both levels of government supported MITT's YouthBuild initiative.

Finally, MITT benefits from student fees paid to them by the various school divisions, with the largest student fees paid by the Pembina Trails School Division.

Table 11: Detailed sources of revenue for MITT between 2013-2014 and 2016-2017.				
Provincial Funding Details	**2013-2014**	**2014-2015**	**2015-2016**	**2016-2017**
General Grant (Public School Division Funding)	5,017,980	5,118,000	5,861,652	6,761,104
Health & Education Tax Revenue	131,371	127,516	140,311	162,658
Adult Learning Centers Funding	3,136,677	3,143,631	3,174,659	2,939,589
Program Specific Funding - YouthBuild Program	-	221,631	153,500	150,841
Other Program Specific Funding	388,568	360,984	281,809	131,370
Capital Support	121,188	121,188	121,188	121,188
Total Provincial Funding	**8,795,784**	**9,092,950**	**9,733,119**	**10,266,749**
Federal Funding Details	**2013-2014**	**2014-2015**	**2015-2016**	**2016-2017**
AANDC - YouthBuild Program	-	140,000	526,764	560,000
IRCC - English as a Second Language	3,788,765	3,821,570	4,120,170	3,913,814
Western Diversification - Graphic Print Program	-	1,059,989	-	-
Total Federal Funding	**3,788,765**	**5,021,559**	**4,646,934**	**4,473,814**
Tuition Details	**2013-2014**	**2014-2015**	**2015-2016**	**2016-2017**
Tuition - Domestic	1,623,176	2,235,122	2,137,242	2,199,589
Tuition - International	4,405,360	5,711,029	7,998,540	10,573,970
Tuition - Continuing Education	377,761	508,569	443,928	333,095
DSFM	-	265,019	210,488	-
Total Tuition	**6,406,297**	**8,719,739**	**10,790,198**	**13,106,654**
Student Fees	**207,129**	**327,845**	**588,832**	**718,952**
Other School Division Revenue Details	**2013-2014**	**2014-2015**	**2015-2016**	**2016-2017**
Pembina Trails S.D.	935,853	956,843	987,193	1,016,809
Louis Riel S.D.	342,300	342,300	58,762	72,557
DSFM	-	-	-	404,557
Other S.D.	162,678	155,460	284,493	134,991
Total Other School Division Revenue	**1,440,831**	**1,454,603**	**1,330,448**	**1,628,914**
Other Revenue Details	**2013-2014**	**2014-2015**	**2015-2016**	**2016-2017**
Parking Revenue	6,114	7,262	84,590	101,081
Interest Revenue	75,508	116,832	104,184	115,884
Rental Revenue	318,868	282,145	420,724	571,805
Program Administration Fees	88,071	110,948	142,790	150,344

Other	22,090	75,308	87,789	159,382
Total Other Revenues	**510,651**	**592,495**	**840,077**	**1,098,496**
Program Generated Revenue Details	**2013-2014**	**2014-2015**	**2015-2016**	**2016-2017**
Sale of in Class Project / Work Orders	65,306	92,598	80,342	72,556
Cafeteria Revenue	142,284	158,330	183,748	192,553
Total Program Generated Revenue	**207,590**	**250,927**	**264,090**	**265,109**
Total Revenue	**21,357,047**	**25,460,118**	**28,193,697**	**31,558,690**

Finally, Table 12 provides a summary of the tuition and fees for domestic and international students registered at MITT in the 2016-2017 academic year. The tuition cost of international students does indeed reflect the average cost per seat, as $13,200, for one-year certificate programs.

Table 12: Tuition and Fees in 2016-2017		
	Domestic	**International**
Tuition	$4,150 to $5,000	$13,950
Infrastructure/Technology	$78 to $156	$156
Books.	$174 to $1,651	Included
Supplies	$60 to $789	$60 to $789

Expenditures

The expenditures of MITT have increased over the past five years, increasing from a total expenditure of $21.0 million in 2013-2014 to projected expenditures of $30.8 million in 2017-2018 (Table 13). The four largest expenditures were: community education and service ($9.6 million); regular instruction ($7.1 million); operations and maintenance ($3.8 million); and adult learning centres ($3.1 million).

Table 13: Summary of Statement of Operations (Expenditure) for fiscal years 2013-2014 to 2016-2017, with operational budget for 2017-2018.					
	2013-2014	**2014-2015**	**2015-2016**	**2016-2017**	**2017-2018**
Regular Instruction	$4,643,142	$5,182,885	$5,454,291	$5,965,495	$7,129,539
Student Support Services	$592,997	$532,308	$542,955	$624,663	$722,425
Adult Learning Centres	$3,265,102	$3,205,730	$3,220,285	$3,238,063	$3,096,592
Community Education and Services	$7,041,952	$7,648,807	$9,586,263	$11,891,415	$9,675,460
Divisional Administration	$2,233,534	$3,176,678	$4,211,152	$4,556,974	$5,257,629
Instructional and Other Support Services	$263,538	$250,937	$374,934	$419,862	$564,120
Operations and Maintenance	$1,920,797	$2,448,477	$3,053,699	$2,784,599	$3,793,575
Fiscal – Interest	$276,243	$299,229	$298,376	$456,358	$541,205
Fiscal – Other	$125,345	$179,106	$350,489		
Amortization	$613,774	$812,789	$1,012,451	-	-
Other Special Purpose Fund	$7,620	$10,676	$39,251	-	-
Total	**$20,984,044**	**$23,747,622**	**$28,144,146**	**$30,857,729**	**$30,780,545**

In examining the percentage change in each line item of MITT's statement of operation, the highest percentage increases were in divisional administration, which increased from $2.2 million in 2013-2014 to $5.3 million in 2017-2018, and in instruction and other support services which doubled from $264,000 in 2013-2014 to $564,000 in 2017-2018. The core expenditures relating to teaching and student support services both increased by 54% and 22%, respectively, during this five-year period, reflective in the growing number of programs and students at MITT.

Table 14: Percentage increase or decrease in expenditures by line item over the past 5 years (from 2013-20014 to 2017-2018)	
Regular Instruction	54%
Student Support Services	22%
Adult Learning Centres	-5%
Community Education and Services	37%
Divisional Administration	135%
Instructional and Other Support Services	114%
Operations and Maintenance	98%
Fiscal – Interest	N/A
Fiscal – Other	N/A
Amortization	N/A
Other Special Purpose Fund	N/A
Total	47%

MITT lacks its own centralized physical infrastructure that would provide a greater student life experience, reduce rental costs and avoid duplication of administrative and student services units across many buildings. The absence of its own building results in higher expenditures. The government should examine this element in its future capital budget.

Finally, in MITT's annual expenditures, there is information to calculate the percentage of expenditures related to salaries and benefits for MITT employees. Starting in 2013-2014, salaries and benefits represented 64% of all expenditures, increasing slightly to 65% in 2017-2018 despite the increase in the number of programs and the number of administrative and instructional personal to support students in and out of the classroom. The percentage of expenditures for salaries and employee benefits at MITT remains one of the lowest of all colleges in Manitoba.

Table 15: Percentage of salaries and employee benefits as a percentage of overall expenses, between 2013-2014 and 2017-2018.					
	2013-2014	**2014-2015**	**2015-2016**	**2016-2017**	**2017-2018**
Total expenses	$20,984,044	$23,747,622	$28,144,146	$30,857,729	$30,780,545
Salaries and employee benefits	$13,365,396	$14,583,666	$17,096,836	$18,798,775	$19,894,482
Percentage	63.69%	61.41%	60.75%	60.92%	64.63%
Source: MITT's Annual Operating Fund – Expense by Function and By Object. The total expenses differ slightly from the total					

Cost Pressures and Financial Sustainability

MITT's business model is one that requires constant innovation and revenue-generating strategies in the absence of a significant base funding to support its post-secondary programs.

MITT employs mostly non-unionized instructional faculty members, providing the administration with a greater flexibility to limit annual increases, thus alleviating some of the traditional cost pressures within the post-secondary education.

MITT has reported that it operates its adult learning centres at a deficit in light of the reduction in revenues from the provincial government. Provincial support provided to MITT for administrative and services provided has not increased since 2010-2011. The total supported amount of $88,237.00 represents approximately 3% of 2016-2017 total adult learning centre budgeted expenditures ($2,707,618.00) which is far below the actual cost of supporting the centres. Standard program overheads range from 15-20%. This funding supports HR, finance and other administrative activities required. As such, MITT will need to make strategic decisions regarding its adult learning centres in the current fiscal year.

MITT has been successful in offering programs that are of interest to international students, that do not compete with other colleges' recruitment of domestic students in similar programs, in areas where current training seats in the college sector do not meet the labour-market needs. This approach has been a winning formula for MITT, allowing it to increase revenues to meet operational requirements.

Chapter 5: Stakeholder Consultations

Industry stakeholders were close to unanimous in their appreciation and high esteem for the work of MITT. The feedback was not simply based on solid external relations conducted by MITT; in fact, industry stakeholders discussed the value-add of MITT's quick response and nimbleness to program launch and corporate and contract training. MITT's strong relations with industry is key in supporting MITT's forthcoming launch of an industry-driven applied research agenda.

Employers in Winnipeg and surrounding areas consistently praise MITT for its nimbleness. The source of this admiration is not simply a function of MITT's corporate culture, which is indeed to be very solicitous of industry concerns. As MITT funds its post-secondary programs through self-generating revenues, it has largely been able to avoid the sometimes time-consuming process of government approval (we note that policy changes by the Province in summer 2017 have signaled an intent to increase program regulations. While these changes have not yet proclaimed, it creates uncertainty in terms of MITT's future program requirements). In effect, what employers like about MITT is that the establishment of new MITT programs tends not to involve government. We believe that the lesson here is that the rest of the system needs to look a bit more like MITT, and this has greatly informed the review's overall system-wide recommendations.

That said, there is concern that MITT's entrepreneurialism has occasionally led it to develop programs too quickly, and as a result quality and the employability of graduates have been put in jeopardy. This is a significant concern which hopefully reflects youthful teething troubles at the institution rather than a longer-term problem. In particular, MITT has shared information that shows it has made significant strides forward in building its quality assurance process since 2014. Entrepreneurialism is on the whole a plus, but it needs to be paired with higher levels of quality control. These concerns have been one of the reasons why we have recommended, system-wide, the creation of a system of external quality assurance.

For many years, key members of the Francophone education community have expressed concerns with the lack of available funding to allow the DSFM (La *Division scolaire franco-manitobaine*) from offering trades exploration and trades programs, an option made available in some English-language school boards. Previous efforts to secure infrastructure funding from the provincial government to build a multipurpose trades facility have been unsuccessful. As a final option, the DSFM has entered into an agreement with MITT to offer programs to DSFM students. Key informants noted that this partnership with MITT could not be more than a temporary measure, as they deem it "far from ideal." While in-classroom activities are delivered in French and MITT produced some marketing material for Francophone students, all other administrative matters related to this partnership are conducted in English. Many felt that the province was not respecting its legal obligations in supporting minority language education and communities in Manitoba.

Chapter 6: Reflections and Plans for Improvement

There are clear priorities that emerge for MITT through this review.

1) MITT must strengthen its overall administrative capacity, with a particular focus on evidence-based decision-making processes. MITT lacked the ability to respond in a timely fashion to information requests from or on behalf of the provincial government about core elements of its activities.

2) MITT must ensure that this quality assurance review process becomes a core activity of its academic plan. There are past examples of MITT responding quickly to industry needs by launching new programs that may not have been the focus on in-depth quality assurance process, including focusing on learning outcomes from those programs and how those programs are meeting specific skills needs with industry. In February 2017, MITT has approved a policy for program development and quality assurance, known as the *MITT Credential Taxonomy and Program Approval Process*, that will guide its program development and quality assurance. The system-wide recommendation of a third-party quality assurance review will need to examine if and how MITT is implementing this new policy.

3) MITT's focus on international student recruitment has enabled the institution to grow its overall enrolment numbers and overall revenues. MITT is the only post-secondary institution in Manitoba with international enrolments exceeding 50% for the entire institution. The Governing Board must continue its reflection of the institution's significant reliance of international students, and determine whether, in light of the volatile recruitment market, it should increase or reduce its dependency on international students.

4) With the support from the Province, MITT should work with the province to document the employment outcomes of international students who are able to remain in Canada following their studies at MITT, and to make the link that programs geared towards international students at MITT do support the talent pool for employers across Manitoba.

5) MITT must strengthen the laddering opportunities for the graduates of its certificate programs to other parchments offered by the other colleges and universities across Manitoba. As such, MITT should establish pathways to upper-year college and university programs at other post-secondary institutions. MITT should aim to have, within three years, at least 40% of its non-trades programs have articulated or credit recognition pathways to other programs within other Manitoba post-secondary institutions, and for 70% within five years. In Ontario, for example, all new college and university program funding requests must include a list of pathways and credit recognition from existing programs within the same institution or from other post-secondary institutions. The Government of Manitoba should reflect on enacting such a policy.

6) MITT graduates over 80% of domestic students and 90% of its international students from its certificate programs. MITT should work with an independent party or government entity to document the employment outcomes of its graduates and to collect the thoughts of employers of MITT graduates. If those findings are also positive, expanding the funding and the scope of activities of MITT would be in the government's advantage.

7) MITT should explore how it can expand its program specializations more widely beyond Winnipeg, for the advantage of learners and employers.

8) MITT must work with Government to receive clarification regarding the funding focus from its base funding (high school or post-secondary programming) as a means of helping both parties establish clear outcomes and accountability for public funds.

9) MITT must document how a high school/college hybrid institution is a strategic advantage to the Province of Manitoba, especially as the province aims to strengthen accessibility to post-secondary education for underrepresented groups. MITT should continue to document how high school students who enrol in trades exploration or dual credit programs through MITT may be more likely to pursue post-secondary studies after high school.

10) MITT must become a member of Campus Manitoba, and engage on all issues relating to the continued evolution and continued partnership among other post-secondary institutions.

11) MITT should strengthen its ability to administer its agreement with the *Division scolaire franco-manitobaine* in French, rather than limiting the use of French mostly within the classroom and through marketing material.

Chapter 7: Conclusion

Through this extensive institutional review, MITT has been put under a microscope, to better understand its operations, with a focus on its revenues and expenditures, on its student success measures and on its efforts to build stakeholder engagement for the benefit of Manitoba and its capital city.

One conclusion clearly emerges as a result of this review, strengthened with the findings from the review of the other four public colleges: MITT is outperforming the other public colleges. They have demonstrated its ability to:

- Offer a suite of programs that attract the interest of both domestic and international students;
- Ensure a continuous evolution of its programs to meet the fast-pace changes in industry;
- Recruit a steady stream of domestic students and increasing numbers of international students;
- Deliver a student-centred experience that is resulting in the higher graduation rates among the public colleges in Manitoba;
- Foster unique partnerships with school districts as well as public and private partners; and
- Be favourably seen by industry partners, as MITT examines with them their concerns and evolving workplace needs, and adjusts its program content to reflect those emerging needs.

MITT is achieving these results despite two considerable limitations:

- The absence of public funds to directly finance its existing post-secondary programs or expand its post-secondary program offerings, as its provincial funds are provided to support high school programs; and

- The absence of a centralized physical infrastructure that would provide a greater student life experience, reduce rental costs and avoid duplication of administrative and student services units across many buildings.

Since its inception in 2014, MITT has demonstrated a proven track record of student success and outcomes. The absence of a post-graduation survey to identify how MITT graduates are using their program skills remains an important gap in our analysis. They should be praised for their success, and government should explore how MITT could be expanded, with clear positive employment outcomes of its graduates.

Red River College

Table of Contents

Executive Summary

For more than 80 years, Red River College has been supporting the populations within Winnipeg, across Manitoba and beyond access the post-secondary programs needed to enhance their labour-market outcomes. During its long history, different legislations have governed Red River College, including a significant new legislation introduced in 2014.

Red River College is the province's central college training delivery agency. It is Manitoba's largest institute of applied learning and the province's only polytechnic, offering more than 200 full- and part-time degree, diploma and certificate programs. Depending on the metric used, it represents between 65% and 80% of system capacity, and it has almost a monopoly over apprenticeship training (the programs to become a certified tradesperson) though not trades training (which provides the knowledge and skills needed for entry into an industry occupation and which may precede entry into an apprenticeship program). In addition to being the main provider of college training in Winnipeg, it also provides programming in a number of smaller communities outside the city. In a very real sense, the success of the college system in Manitoba is dependent on the success of Red River College. For that reason, much of the overall sector report findings are directly applicable to Red River College.

Red River College maintains a clear process to launch and ramp up academic programs where demand is needed, and to wind-down programs that are no longer as critical in the evolving labour-market needs of the Province. As such, the program numbers have shifted over the decade, with the addition of 2 new degree programs, 1 new post-certificate program and 13 new apprenticeship programs. As well, there has been an adjustment in the number of other parchments, with a decrease of 9 diploma programs (62 in 2006-2007 to 53 in 2016-2017). Certificate programs have been at the same level during this period, at 36 programs.

In 2016-2017, Red River College welcomed 10,226 students[1], with roughly 42% enrolled in diploma programs, 16% in certificate programs, 7% in degree programs, 33% in apprenticeship programs and 2% in post-graduate certificate programs. The enrolments at Red River College continued to grow over the past decade, reaching a high of 10,552 in 2015-2016 before decreasing to 10,226 in 2016-2017. Red River College notes that its average graduation rate during this ten-year period was 61%. This graduation rate is roughly 7 percentage points lower than similar colleges in Ontario. Improving the graduation rates for its programs, without increasing the admissions requirements or lowering the programs' learning outcomes, should be a strategic priority for Red River College moving forward.

Red River College also provided individual program cost over the past decade. In 2015-2016, the average cost per FLE student was $27,110. The College has economies of scale in some programs, where the cost for a business administration diploma is $12,364 per FLE seat. As the main provincial college education agency, Red River College is asked to deliver niche programs, where

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[1] This total is for full-time students, excluding those who attend full-time programs at Regional Campuses, the Language Training Centre, or who take program offered through Continuing Studies.

the labour-market demand does not provide economies of scale, resulting in higher cost per FLE student.

The revenues and expenditures of Red River College have increased during the period, with the largest increase resulting from the launch of the Bachelor of Nursing degree in 2010. Red River College's revenues have increased over the past few years, increasing from a total revenue of $161.8 million in 2011-2012 to $ 194.7 million in 2015-2016, representing an increase of 20%. The fastest growth was in revenues from international education, which increased from $2.6 million in 2011-2012 to $6.4 million in 2015-2016. There has been an increase in all revenue streams, an indication that the institution continues to perform well in attracting more students, launching new programs and generating revenues from its services. At the same time, its 2015-2016 expenditures were $188.4 million, up 19% over the past five years. The institution has seen a slight excess of revenues over expenditures each year during this timeframe.

One of the consequences of being the main provincial college education agency is that the College is required to maintain a much larger set of stakeholder relationships than any other institution. This is not simply a reflection of the greater number of employers with which it must deal: it also is in a more complex set of relationships with government, school boards, and other post-secondary institutions than other colleges, not to mention with Indigenous stakeholders and with communities across southern and south-eastern Manitoba where it maintains teaching facilities. There must be some concern that this set of relationships is a heavy burden on management, particularly with a newly-slimmed senior leadership team. As it moves forward, the college may wish to think seriously about what parts of its mission it may wish to pass on to other institutions so that it may better focus on a set of core functions.

Roughly five years ago, Red River College went through a crisis of leadership. In the public eye, this had to do mostly with issues of executive privileges; among stakeholders the difficulties were somewhat different. The institution to some considerable degree lost contact with its core stakeholders, the province's employers. Most of those consulted in the course of our process mentioned these events when asked about Red River College. However, equally, stakeholders were generally positive about current management. They see significant improvements in all areas, but specifically in the institution's level of responsiveness to business concerns.

Similarly, the institution has struggled over the past decade in terms of dealing with issues related to Indigenous students and relations with Indigenous groups. Though we see no lack of willingness to tackle these issues at the college, frequent changes of leadership and difficulty in staffing a senior position responsible for Indigenous students has taken its toll on relationships with Indigenous stakeholder groups. New hires in this area and greater stability in senior management are grounds for optimism here, however.

Other positive changes internal to the organization are evident too. The executive team has been slimmed down, putting the college ahead of the curve with the broader public sector in terms of administrative restraint. Of particular note are the business processes the institution has adopted to identify and fix problems in individual programs, specifically through its system of "program

storybooks" which allow college managers to see all the key data about a program instantly. This is definitely a best-practice in Canadian college education, and though identifying problems is usually easier than actually making the necessary changes, this initiative demonstrates a real commitment to solving the very real challenges all colleges face with respect to keeping curricula relevant in a fast-changing world. Moreover, it seems to be the case that graduates are generally well-satisfied with their experiences at the college, and find the skills they receive relevant in their search for employment.

All of this said, Red River College would appear to have one significant weakness, and that is with respect to completion rates. These are consistently five to ten percentage points lower compared both to Assiniboine Community College and to comparable large institutions in Ontario who have publicly available graduation rates delivering similar mixes of programming. If there is an area where Red River College needs to focus its attention it is here.

Introduction: Institutional Context

Red River College has the second longest history among the five colleges in Manitoba. With its roots dating back to the Great Depression era of the 1930s, Red River College is the largest among the five colleges in Manitoba.

In 1993, Red River College was established as a board-governed institution, with the relationship between Red River College and the province described in the *College Act* of Manitoba. In June 2015, the government passed a new legislation to ensure the college is governed by its own act, *The Red River College Act*.

Red River College has expanded its program offerings over the years. In Winnipeg, Red River College operates programs in its Exchange District campus, its Notre-Dame campus, and its Stevenson Campus as well as a language training campus on Main Street. It also operates five regional campuses: Interlake, Peguis-Fisher River, Portage, Steinbach, and Winkler.

This report focuses on the activities, inputs and outcomes from Red River College's role in supporting skills development for the benefits of learners and the Province. The various chapters examine the college's programs over the past decade, the number of enrolled students and graduation rates. It then summarizes Red River College's financial management, the summary from stakeholder consultations, and the reflections and plans for improvement.

Chapter 1: Institutional Governance and Role

For more than 80 years, Red River College has been supporting the populations within the city of Winnipeg and across southern and south-eastern Manitoba access the post-secondary programs needed to enhance their labour-market outcomes and to support economic growth for the Province. During its long history, different legislations have governed Red River College, including a significant new legislation introduced in 2014.

In *The Red River College Act*, introduced in the fall of 2014 and adopted in June 2015, there are three clear messages that are stated from the preamble to this new legislation:

- "the size of Red River College and the scope of its programming makes it appropriate that Red River College be recognized by its own statute;

- Red River College plays a key role in providing educational programming, research and apprenticeship technical training in applied arts, science and technology, that serve the diverse needs and interest of the people of Manitoba; and

- improved oversight and accountability will ensure that Red River College continues to provide for effective student learning."[2]

The *Red River College Act* reflects the legislation governing other post-secondary education institutions in Manitoba and beyond. However, there are a few notable differences:

- Red River College has been instructed to "develop and maintain a multi-year operating plan and a multi-year capital plan," a new introduction that allows both the institution to project its cost moving forward, and advanced knowledge to government regarding the budgetary expectations and needs from Red River College.

- The Minister may issue guidelines on a variety of issues, including: the internal control policies and procedures; program evaluations and the frequency of such evaluations; the annual academic report; the special organizational and operational review; and rules regarding expenses incurred and reimbursed. The goal of these guidelines is to promote greater accountability and transparency.

- The Minister, with the approval of the Lieutenant Governor in Council, may appoint an administrator, dismissing the Board, if decisions are taken that are "incompatible with the mandate of Red River College," if expenses or liability are incurred without prior approval from the minister, if "financial or significant operational problems exist", and if it is "in the public interest to do so."

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[2] Government of Manitoba, *The Red River College Act* (Accessed on October 20, 2017 and available at: https://web2.gov.mb.ca/bills/40-4/b022e.php

The *Red River College Act* also allows the institution to offer a variety of parchments, including "certificates, diplomas and baccalaureate degrees with an applied focus for programs of study". The College may also establish and operate or enter into partnership to establish and operate adult learning centres.

As such, this legislation governing Red River College provides more specific government oversight than in other post-secondary institution who were part of this Manitoba College Review.

2016-2021 Strategic Plan

In 2016, Red River College completed a six-month consultation phase to finalize the language of its strategic plan. There are four strategic themes in this priority setting document, including a strengthened focus on Indigenous education, internationalization, sustainable growth and partnerships.

1. *Advancing Indigenous Achievement* is the first of four themes in Red River College's 2016-2021 Strategic Plan. During this five-year period, the College aims to tackle two actions: 1) enhance the environment supporting Indigenous students; and 2) strengthen partnerships with Indigenous communities. The overarching goal is for the College to play a strong role in narrowing the historic gap between Indigenous and non- Indigenous learner outcomes.

Red River College has already taken concert steps to achieve these actions.

- The institution has developed an Indigenous Achievement Plan with four pillars (learning; support; community; environment) in consultation with students, staff and stakeholders, and that addresses provincial and national framework for Indigenous education (Manitoba Collaborative Indigenous Education Blueprint; Truth and Reconciliation Commission of Canada: Calls to Action; Manitoba Aboriginal Language Strategy; and Colleges and Institutes Canada Indigenous Education Protocol). This Indigenous Achievement Plan will help the College strengthen relations with Indigenous communities and learners, and prepare the College to welcome greater number of Indigenous learners.

- Red River College also finalized its new Indigenous Strategic Framework in November 2017. The framework aims to offer aspiring student supports (stage 1), navigational and academic supports (stage 2) and transition to employment supports (stage 3). The framework is summarized in the figure below.

Aspiring Student Supports

Transitional Supports & Services for F.N., urban/rural Inuit & Metis in Northern, Remote Isolated Communities

SIE to work collaboratively with all of RRC Student Supports Services

Pre-arrival assessments to map out pathway to success

Develop, implement and monitor comprehensive strategic outreach plan to increase student readiness and student enrollment

Increase external partnerships with clear engagement strategy

Create Aspiring Student Handbook
-**Student Readiness Checklist**
-Holistic self assessment tools focused on preparation for college

Industry/Employment

Indigenous Community Partners

Red River College

S.I.E

RRC Indigenous Student

Transitions to Employment Supports

- Non-curricular supports including:
  - Portfolio development
  - Resume writing
  - Documents (criminal record checks, etc.)
  - Job coaching
  - Public Speaking
  - Work place & cultural competencies
  - Mock Interviews
  - Mentoring & Apprenticeship

- Employment Training & Development
  - Social Skills development
  - Understanding work cultures
  - Professionalism

- Career & Life Exploration
  - Exploring further training and investments opportunities
  - Financial literacy training (buying a house vs. renting etc.)

  Requires:
  - Transitional to employment handbook, toolkit (checklists, self-assessments, follow up workshops, referrals)

SIE Strategic Outreach Plan

- **SIE Enrollment Coach** to work in partnership with RRC Registration/Admissions, Enrollment Services, Assessment Services to bridge support and assist with on-boarding

RRC/SIE Navigational & Academic Supports

- **Academic Coaches**
- Urban Living 101
- Campus Orientations
- Life coaching- follow through with housing, daycare, financial plan
- Wellness plan, (i.e. crisis, culture shock, trauma)
- Ongoing Self assessments, securing 360 degree wrap around supports

Pathways into College (In)
1. Access Students
2. SIE Indigenous Transition Program (Sectors approach -Health, Trades, I.T, Creative Communications
3. Regular RRC Programs- all sectors
4. RRC Partnership Programs (Kani Kani Chihk, Urban Circle,
5. Regional and/or Community-based Programs

Non-Academic Programs (Out)
- Embed into SIE Indigenous Education Programs
- Offer College wide through collaborative efforts between SIE and RRC Student Life, Student Support etc.,
- Work with Indigenous Community Partners and Industry

Employment Coaches
Working with student, Industry & Partners

As the largest publicly-funded college in Manitoba, the growth in Indigenous education attainment will largely depend on the ability of Red River College to continue indigenizing its curriculum, its services and its partnerships with communities while attracting and retaining Indigenous learners.

2. *Elevate Student Success* is the second of the four selected themes. Red River College continues its strategic focus on international students and internationalization. Red River College also gained significant momentum in recruiting international students. In 2012-2013, there were 647 unique international students in academic and English-language programs. That number has more than doubled to 1,473 unique international students in 2016-2017. The international education revenues from Red River College's international; education efforts have increased from $2.7 million to $5.3 million in 2016-2017.

Over the next five years, Red River College aims to focus on two activities. The first is to integrate international students and global perspectives into College programs. As such, it signals the continuing desire to focus on international students, and it highlights the learning benefits for the international student and for the internationalization of domestic students.

The second activity aims to ensure the student experience is intellectually rigorous, experientially robust and employer-relevant. As such, Red River College wants to ensure all of its students meet

the needs of employers, including ensuring state of the art learning facilities and accessing the same equipment employers have in their workplace. Red River College also wants to strengthen work-integrated learning, including co-ops, work placements, participation in applied research and clinical placements.

3. *Foster Sustainable Growth*, the third of four strategic themes, prioritizes social, economic and environmental sustainability as core elements of Red River College. As such, the College wants to focus on its social sustainability, by focusing on employee development and engagement, to ensure that the increasingly diverse student body can rely on highly trained and well-connected group of educators, engaged in their respective fields and given opportunities to learn and develop.

Sustainability also extends to the economic activities, focusing on additional revenue generation and cost avoidance strategies, using best available quality assurance practices, process improvements and productivity enhancements, while ensuring the knowledge produced is shared for the benefit of all. The goal is to increase non-tuition grant contribution to the College's financial sustainability.

The growing focus on environmental sustainability is also leading the College to focus on educating its employees and its students, embedding environmental sustainability within curriculum to educate students about their environmental footprints and equip them to bring this perspective to their future workplaces. The collective efforts under this priority activity aims to decrease the College's environmental footprint.

4. *Cultivate Strategic Partnerships* is the fourth strategic theme, where Red River College wants to foster a greater number of intentional partnerships that support Red River College is delivering its vision and mission, while strengthen its own capacity. At the same time, Red River College recognizes the importance of fostering a culture of entrepreneurship and innovation, and that new businesses are key to strengthening the economic development of the city of Winnipeg and the province of Manitoba.

Over the next few years, it will be important for Red River College to provide an annual update as to how it is demonstrating its activities under each of these four strategic themes, activities that will continue to strength Red River College and Manitoba's college sector.

Applied Research

Throughout Red River College's 2016-2021 Strategic Plan, applied research is noted as a key vehicle to strengthen the student experience, workforce readiness and entrepreneurship. This section provides a quick review of applied research activities at Red River College, which has been one of the significant areas of development and growth for the College over the past decade.

Since embarking in applied research activities roughly 15 years ago, Red River College has secured $53.5 million in grant from the federal government and its various departments and agencies.

The institutional success in securing research funding has allowed the budget for applied research to grow from $0.42 million in 2004-2005 to $16.6 million for 2017-2018 (year to date). Red River College has started to build a culture for research, with 36 instructors currently involved in applied research projects, 42 unique research partnerships with industry, 4 program curriculum developed or updated as a result of applied research, and 48 students involved in applied research to date.

Re$earch Infosource, an independent organization that tracks research outputs for Canada's post-secondary institutions, released the list of Canada's Top 50 research colleges. Red River College ranked highest in Western Canada, and 9th national (up from 11th in 2015).[3]

Linked to its recognized success in attracting research funds, Red River College published its own Top 10 highlights of research activities[4]. The list included:

- Unveiling the new $95-million Innovation Centre, which will bring together students, instructors, researchers, industry, and community members to work on commercialization projects for startups and SMEs. It will also enable social enterprise and Indigenous entrepreneurship.

- Breaking ground on the new Smart Factory and expanding RRC's Centre for Aerospace Technology and Training (CATT) with a major $10 million investment in 2017 by Western Economic Diversification.

- Officially opening RRC's ACE Project Space, where students in the Applied Computer Education department now work in an interactive space alongside industry leaders, entrepreneurs, and community organizations to bring new products and services to life.

- Starting construction on MotiveLab™, a climatic chamber with integrated chassis dynamometer test facility that will have an operating temperature capability of between -40°C and +50°C for testing buses and other on- and off-highway vehicles.

- Celebrating the work of Culinary Research & Innovation and industry to develop new products such as Piccola Cucina's Hemp Macroon, which won the silver medal for best new food product at the Great Manitoba Food Fight 2017.

- Recognizing RRC's Science of Early Childhood Development as a global leader – training ECE's across Canada and in dozens of countries around the world, and working in partnership with the World Bank and the Aga Khan University.

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[3] Re$earch Infosource, *Canada's Top 50 Research Colleges*, November 16, 2017.
https://researchinfosource.com/pdf/CIL2017-Top%2050%20College%20List.pdf
[4] Red River College, *Red River College Leads Western Canada in Applied Research*. November 2, 2017.
http://blogs.rrc.ca/ar/2017/11/applied-research-leader/

- Receiving $1.75 million in federal funding for the Technology Access Centre for Aerospace & Manufacturing (TACAM) to provide applied research, technical service and training needs. RRC is the only College in Western Canada with two NSERC-funded Technology Access Centres – TACAM and the Building Envelope & Technology Access Centre (BETAC), which serves the building construction sector and strives to improve the energy efficiency of new and existing commercial buildings.

- Winning a prestigious Synergy Award for Innovation in 2016 (Natural Sciences and Engineering Research Council or NSERC). The award recognized the College's pioneering work with Manitoba Hydro on sustainable building and transportation technology.

- Welcoming more than 600 visitors to the College's successful first-ever Applied Research & Innovation Day. The second annual event will be held on April 5, 2018 to showcase the research capabilities of the College, its students and industry partners.

- Winning a Manitoba Excellence in Sustainability Award for the category "Innovation and Research for Sustainability" in 2016.

Regional Campuses

Red River College is proud of its regional and community relationships, which have been nurtured over decades. There are currently five Red River College regional campuses: Interlake, Peguis-Fisher River, Portage, Steinbach, and Winkler.

Red River College considers the relationships with these five communities to be an integral part of its core mission. Moreover, Red River College notes that its regional campuses can and will be sources of growth and innovation, given the current trends and investments in economic development and innovation in those areas. Red River College also notes that, as its Indigenous strategic initiatives gain strength, it is already experiencing Indigenous communities reaching out to identify opportunities for partnership and training, which support the importance of maintaining a strong and robust regional presence.

The overall sector report provides a larger focus on serving non-metro Winnipeg, providing recommendations about the proposed geographic catchment and roles of colleges in serving communities outside of Winnipeg and Brandon.

Chapter 2: Programs

This chapter focuses on programs delivered by Red River College during the past 11 years (2006-2007 to 2016-2017), the period of study for this college review. The chapter presents information on a variety of ways, including the programs clusters and the years such programs were offered, the evolution of programs during this period, and the program costs.

Program Types

Red River College offers a variety of parchments that reflect the size of its institutions and the diversity of programs. Over the years, Red River Colleges has offered degree programs and post-graduate diploma programs to complement its diploma, certificate and apprenticeship programs.

Program Clusters

Red River College offers a variety of programs to respond to the overall needs of the province of Manitoba and the greater Winnipeg area. As the largest of the colleges in Manitoba, and being located in Manitoba's capital city, which is also by far its largest city, Red River College aims to respond to all needs.

Red River College programs falls into a series of program clusters:

Table 1: List of program clusters and certificate, diploma and degree programs within each program cluster.	
Program Cluster	**Programs (Certificates, Diplomas and Degrees)**
Academic Preparation and Upgrading	ACCESS Aircraft Maintenance and Manufacturing, ACCESS Business Administration Integrated, ACCESS Civil Engineering Technology, ACCESS Nursing, Academic English Program for University and College Entrance, Bridging Program for Internationally Education Nurses – Level 1, Communication for Business and Finance, Communication for Health Professions, Communication for Internationally Educated Health Professionals, Communication for Technical Professions, Grade 11 and 12, Intensive English as an Additional Language, Intensive English for International Students
Business	Administrative Assistant, Applied Accounting, Business Administration, Business Administration Integrated, Commerce Industry Sales and Marketing, General Insurance, Health Information Management, International Business, Legal Assistant, Technology Management
Community Services	American Sign Language – English Interpretation, Child and Youth Care, Deaf Studies, Disability and Community Support, Early Childhood Education, Early Childhood Education Workplace, Library and Information Technology, Therapeutic Recreation Facilitator for Older Adults
Computer and Information Systems Technology	Business Information Technology, Business Technology Management, Electronic and Network Technician, Introduction to Business Information Technology
Creative Arts	3D Computer Graphics, Creative Communications, Digital Media Design, Graphic Design, Professional Photography, Residential Decorating
Education	Business Education, Certificate in Adult Education, Educational Assistant, Industrial Arts, Teaching Essentials Program, Technical Vocational
Engineering and Construction Technology	Applied Environmental Studies, Civil Engineering Technology, Construction Management, Electrical Engineering Technology, Electronic Engineering Technology, Geographic Information Systems Technology, Instrumentation Engineering Technology, Introduction to Electrical Engineering Technology, Manufacturing CAD, Mechanical Engineering Technology
Health Sciences	Animal Health Technology, Applied Biology, Applied Chemistry, Dental Assisting, Diagnostic Cardiac Sonography – Echocardiography, Diagnostic Medical Sonography – Ultrasound, Health Care Aide, Health Unit Clerk, Medical Device Reprocessing Technician, Medical Laboratory Sciences, Medical Radiologic Technology, MRI and Spectroscopy, Nursing Baccalaureate, Nursing – Licensed Practical Nurse to BN, Occupational Health and Safety, Paramedicine – Advanced Care Paramedic, Paramedicine – Primary Care Paramedic, Pharmaceutical Manufacturing, QA/QC in the Pharmaceutical Industry, Science Laboratory Technology

Hospitality	Culinary Arts, Hospitality and Tourism Management, and Professional Baking and Patisserie.
Indigenous Education	Aboriginal Language Specialist, Aboriginal Program for College Enrichment and Transition, Aboriginal Self-Government Administration, Community Development / Community Economic Development, Computer Applications for Business, Introduction to Trades
Skilled Trades	Cabinetry and Woodworking, Cabinetry and Woodworking Technology → Carpentry, Distribution Technician, Electrical, Greenspace Horticulture – Certificate, Greenspace Horticulture – Diploma, Manufacturing Technician, Plumbing, Plumbing Cross-Connection Control, Power Engineering 5th Class, Power Engineering Technology, Precision Metal Machining, Refrigeration and Air Conditioning Technician, Welding
Transportation Technology	Aerospace Manufacturing, Aircraft Maintenance Engineer – Apprenticeship, Aircraft Maintenance Engineer – Diploma, Automotive Technician – Certificate, Automotive Technician – Diploma, Collision Refinishing, Collision Repair and Refinishing, Heavy Duty Equipment Mechanic, Introduction to Aircraft Maintenance Engineer, Non-Destructive Testing, Outdoor Power Equipment Technician, Railway Conductor

Program Offerings

The program level data provided by Red River College allowed the following table to be created (Table 2). It highlights for each parchment category (degree, post-graduate diploma, external accreditation, the intake of new students in new or ongoing programs. The blue shaded square represents the year where the program was offered, and the number within the number represents the enrolments for the academic year.

For degree programs, Red River College started offering two degree programs in September 2010: Nursing and Construction Management. Nursing was offered both as a regular program and as an ACCESS program. Both those degrees were offered annually, starting in 2010. Its previous joint baccalaureate nursing degree program, listed under external accreditation programs, accepted its last cohort of students in 2009-2010.

For its post-graduate programs, Red River College has consistently offered the same seven programs during this ten-year period, adding one new program in 2015-2016 (Diagnostic Cardiac Sonography) and dropping one (Applied Pharmaceuticals) at the beginning of the period. In Fall 2009, the College expanded the Technology Management program, reaching 26 students as of 2016-2017. The largest increase however was in the International Business program that increased significantly in 2012-2013 (68 students), peaking in 2015-2016 (166 students), before shrinking in 2016-2017 (88 students).

The number of diploma programs has also varied during this period, beginning with 62 programs in 2006-2007, reducing to 58 programs in 2010-2011 and then 53 programs in 2015-2016. These program offerings changed to reflect the evolving labour market needs of the province. For example, the Aviation Management diploma program was wound down in 2011-2012, while the Ultrasound - Diagnostic Medical Sonography program was launched in 2013-2014 and the Business Technology Management program was launched in 2015-2016.

The number of certificate programs has remained constant during this 10-year period, with 36 programs offered in 2006-2007 and 36 programs offered in 2016-2017. The nature of those programs has changed significantly over the years, as Red River College aims to strengthen pathways into its programs for those who have not completed high school, and to support

newcomers and international students preparing for academic programs at the college or in other post-secondary institutions. Another change has been the restructuring of several 10-month trade certificate programs into five-month versions of the program (e.g. Electrical, Plumbing, Carpentry, Refrigeration and Air Conditioning Technician).

The number of apprenticeship programs grew slightly over the years, from 29 programs in 2006-2007 to 31 programs in 2010-2011 and finally to 33 programs in 2016-2017. Of these programs, 26 were offered constantly during this ten-year period, while others (Diesel Engine Mechanic, Railway Car Technician) were added in the latter portion of this ten-year period.

The College is also actively involved in providing English language training to prospective students, the general population, and for professionals who are bridging to very specific jobs (e.g. Nursing). As noted in the table, many of these programs continue to be redevelop to meet the changing needs of students, industry, and the College.

Overall, Red River College does maintain a clear process to wind-down programs that are no longer as critical in the evolving labour-market needs of the Province, and to launch and ramp up other programs in response to employer needs.

Table 2: List of enrolments by program, parchment type, and academic year at Red River College

Program	06/07	07/08	08/09	09/10	10/11	11/12	12/13	13/14	14/15	15/16	16/17
Post-Graduate Programs											
3D Computer Graphics	8	16	12	15	12	6	15	14	15	13	14
Applied Pharmaceutics	10										
Diagnostic Cardiac Sonography										4	4
Geographic Information Systems Tech	14	10	11	9	8	17	11	13	11	9	14
Graphic Design - Advanced	20	14	20	14	20	19	15	20	15	16	13
International Business	11	9	18	22	28	28	68	70	103	166	88
MRI & Spectroscopy	17	16	6	16	14	15	7	3	13	13	11
QA/QC – Pharmaceutical Industry	16	10	16	19	21	23	39	28	35	32	29
Technology Management	3	4	4	12	14	8	22	14	28	26	26
Post-Graduate Programs											
ACCESS Nursing					48	57	58	48	51	51	25
Construction Management					28	57	80	98	113	109	99
Nursing					255	407	592	651	700	651	588
External Accreditation Programs											
Joint Baccalaureate Nursing	278	285	302	290	190	103					
Radiation Therapy	12	11	13	14	12	11					
Diploma Programs											
Aboriginal Self-Government Admin	26	28	34	28	19	16	12	12	15	18	16
ACCESS Civil Engineering Technology	11	5	4	6	8	10	7	2	11	14	6
Advanced Care Paramedic										14	28
Aircraft Maintenance Engineering	42	32	39	71	67	61	65	81	98	109	97
American Sign Language - English	21	20	21	15	26	29	38	23	22	21	21
Animal Health Technology	46	45	48	53	53	52	51	55	59	54	55
App Aircraft Maintenance Engineer	82	89	121	124	101	90	79	50	58	66	57
Applied Biology	1			2		2		2	2		1
Applied Chemistry					1		1			1	
Architectural/Engineering Technology	50	45	41	42	36	39	50	50	52	50	48
Automotive Service Ed Prg (ASEP)	44	45	50	65	55	51	37	47	48	47	37
Automotive Technician - Diploma	25	13	12	12	12	20	17	10	17	23	25
Aviation Management	22	29	38	41	30	23	9	1	3		
Building Design Technology	22	22	18	21	30	24	27	21	16	22	24
Business Administration	1,012	968	999	1,049	1,104	1,033	1,024	1,026	976	920	964
Business Administration - Laptop	50	32									
Business Administration Integrated	116	90	87	75	66	51	43	43	51	57	48
Business Information Technology				67	203	281	248	226	281	350	400
Business Teacher Ed - After Degree	20	22	20	13	13	8	9	10	8	5	3

Program										
Business Technology Management										28	81
Business/Technology Teacher Ed	16	12	15	10	11	7	9	6	7	2	4
Cabinetry & Woodworking Technology					23	29	32	32	37	33	31
Carpentry and Woodworking	38	39	20	13							
Chemical and Biosciences Technology	86	77	72	62	60	52	51	54	85	49	6
Child and Youth Care	62	52	47	41	55	57	58	55	69	67	57
Civil Engineering Technology	179	192	210	205	196	198	211	208	200	221	198
Community Development / Economic Dev. - Diploma	26	24	21	25	21	23	18	14	15	17	29
Computer Accounting Tech - Laptop	56	56	61	47							
Computer Analyst/Programmer	126	113	126	115	36	7					
Computer Analyst/Programmer Integ'd	56	51	59	13							
Computer Applications for Business		26	26	20	18	28	14	20	20	21	19
Creative Communications	145	150	147	145	148	145	146	148	139	127	132
Culinary Arts	138	116	108	123	127	122	162	187	203	167	128
Digital Media Design						97	98	94	95	89	91
Digital MultiMedia Technology	82	80	86	81	82						
Diploma Nursing (Accelerated)	279	260	234	234	188	83					
Diploma Nursing Rural (Accelerated)	22	20	16	14							
Disability & Community Support	53	48	78	70	71	64	63	63	61	60	52
Early Childhood Education	168	164	118	108	146	147	141	141	150	142	143
Early Childhood Education - Workplace	95	109	94	97	104	103	100	105	106	112	110
Electrical Engineering Technology	19	28	44	197	210	227	241	231	264	241	223
Electrical Engineering Technology Integ'd	14	15	27	25	41	32	26	28	26	11	
Electronic Engineering Technology	167	164	172	53	58	50	56	70	63	57	63
Environmental Technology	23	26	39	44	44	33	29	35	29	18	35
Geomatics Technology	40	43	41	38	53	51	52	45	35	39	47
Graphic Design	92	101	101	98	99	105	104	102	93	84	90
Greenspace Horticulture Diploma									30	44	34
Greenspace Management	47	38	40	45	49	57	55	53	14		
Health Information Management	32	15	24	22	26	21	25	20	30	20	34
Hospitality & Tourism Management	79	68	63	57	54	78	90	95	86	71	71
Hotel & Restaurant Management	38	36	27	24	21	19	34	53	37	42	29
Industrial Arts /Tech Teacher Ed - After Degree	6	9	6	2	7	11	7	4	6	3	1
Industrial Arts/Teacher Ed Acc	1		2	1				2		3	1
Industrial Arts/Tech Teacher Ed	53	52	46	51	45	40	34	31	32	32	22
Information Systems Technology	50	42	79	75	21						
Instrumentation Engineering Technology	16	26	26	27	29	32	29	33	25	19	25
International Vocational Teacher Ed	20	15	27								
Library and Information Technology	30	31	29	29	27	34	30	32	29	15	29
Manufacturing Technician	41	36	31	29	33	21	20	21	20	28	27

Program											
Mechanical Engineering Technology	118	108	92	99	106	117	100	107	110	120	129
Medical Laboratory Sciences	64	77	82	76	75	75	66	63	70	62	74
Medical Radiologic Technology	81	77	72	76	80	74	74	76	75	70	68
Municipal Engineering Technology	73	76	66	66	74	80	80	73	73	72	68
Network Technology (CCNP) Diploma	6	8	1	7	8		13	4			
Power Engineering Technology	46	41	40	42	41	40	45	39	42	46	42
Science Laboratory Technology										42	89
Structural Engineering Technology	60	56	62	64	72	76	66	58	62	71	74
Technical Communication	16	3	4	8	9	20	28	22	17	7	
Technical Vocational Teacher Education			8	13	16	10	11	8	10	13	11
Tourism Management	22	14	23	17	23	11	22				
Ultrasound - Diagnostic Medical Sonography								13	25	24	24
Vocational Industrial Teacher Education	13	11						4			
Wood Products Manufacturing - Diploma	27	22	17	17	16	4					
Certificate Programs											
Aboriginal College Enrichment & Transition								42	31	34	23
Academic Foundations	47	44	53	57	78	71	84	79	65	17	21
ACCESS Aircraft Maintenance & Manufacturing					9	9	12	22	11	17	
Aerospace Manufacturing	32	31	30	28	26	31	31	32	30	31	32
Aerospace Manufacturing Certificate	14										
Applied Accounting					94	119	126	130	147	192	199
Automotive Technician - Certificate	64	73	77	72	77	77	90	85	89	96	146
Biindigen College Studies	45	90	55	55	60	46	37				
Cabinetry & Woodworking - Certificate					16	20	20	11	13	18	12
Carpentry			20	37	76	74	69	71	89	64	75
Collision Refinishing	9	7	5	7	8	9	5	10	9	5	
Collision Repair and Refinishing	29	32	31	28	32	32	29	32	26	31	36
Commerce/Industry Sales & Marketing	64	51	31	37	26	31	30	30	25	35	24
Community Centred Therapy	18	20	39	16	17						
Computer Accounting Technician	41	34	30	32							
Computer Applications for Business - Certificate								16	19	17	
Culinary Skills											40
Deaf Studies	10	14	20	39	20	18	17	22	13	14	14
Dental Assisting - Level II	52	54	54	51	53	52	50	53	53	51	53
Electrical	51	50	25	21							
Electrical Five-Month Program			24	46	87	91	91	95	93	92	93
Electronic & Network Technician	17	15	25	17	34	27	32	34	38	32	21
Family Support Worker - FAS/D	26	26	25	24	25	26	28	29	28	29	29
Gas Turbine Engine Repair & Overhaul	6	20									
Grade 11	66	86	94	88	86	77	63	49	57	29	29

Grade 12	103	128	187	148	132	202	149	136	114	61	53
Greenspace Horticulture								7	3	3	6
Health Care Aide - High Schools	28	27	21	36	24	30	28	19	19	17	20
Health Care Aide - Notre Dame Campus	76	86	98	117	104	112	111	110	104	107	90
Health Care Aide & Health Unit Clerk	24										22
Heavy Duty Equipment Mechanic	47	51	39	48	48	48	50	62	63	65	64
Information & Office Assistant Cert	22	17	24	18							
Intro to Aircraft Maintenance Engineer	2	10			5	10	6	18	18	15	16
Intro to Business Information Technology				31	41	44	34	35	56	59	59
Introduction to Business	63	60	85	82	59	103	93	54	52		
Introduction to EET										43	46
Introduction to Trades	19	15	63	48	24	52	66	62	75	41	30
Life Skills Coach Training		22	11	17							
Manufacturing CAD	15	16	17	17	16	16	15	13	14	14	14
Network Technology (CCNA) Cert	5	8	11	27	13	18	19	19	20	32	31
Network Technology (CCNP) Cert	3	1	3	2	1		3	4			
Outdoor Power Equipment Technician	15	13	13	11	13	13	13	13	11	16	18
Paramedicine - Primary Care Paramedic			36	40	42	41	40	39	38	39	48
Pharmaceutical Manufacturing		12	9	11	18	26	23	23	21	24	23
Piping Trades	36	36	20	18							
Plumbing Five-Month Program		20	35	62	73	77	76	69	76	78	
Precision Metal Machining	8	7				5	12	9	18	19	18
Professional Baking	20	20	21	19	21						
Professional Baking & Patissiere						19	19	22	21	21	22
Refrigeration and Air Conditioning	20	19	17	14	17	20					
Refrigeration and Air Conditioning Tech							18	34	34	34	36
Welding	36	34	35	36	35	35	35	38	33	36	35
Wood Products Manufacturing - Certificate	7	6	13	10							
Apprenticeship Programs											
Aircraft Maintenance Engineer	82	89	121	124	101	90	79	50	58	66	57
Automotive Service Ed Prg (ASEP)	44	45	50	65	55	51	37	47	48	47	37
Auto Service Tech ASSET	36	31	30	34	36	33	21	33	29	36	38
Auto Service Technician	185	165	202	207	195	172	166	167	173	176	198
Automotive Service - Paint	13	6	8	10	19	7	13	8	4	8	7
Boilermaker	50	57	67	76	72	57	77	74	78	73	69
Boilermaker - Entry Level	21	30	28	20	15	23					
Boom Truck Hoist Operators					3						
Bricklaying	39	39	43	41	38	40	46	48	44	38	38
Cabinet Maker	22	20	27	30	35	32	28	26	34	25	25
Carpenter	209	328	411	441	387	412	445	451	493	509	464

	1	2	3	4	5	6	7	8	9	10	11
Construction Craft Worker						7					
Construction Electrician	703	720	784	875	856	937	886	871	923	950	930
Cook	7	9	28	76	33	25	21	20	21	22	21
Crane Operator	30	24	24	34	31						
Diesel Engine Mechanic							48	96	93	82	
Gas A License									13	10	
Gas B License						7	8	38	78	85	112
Gas Turbine				74	15	14	15			15	
Gas Turbine (Contract)				44	15	14	15			10	
Insulator			27	35			15	16	19	23	31
Ironworker	32	13	24	44	33	44	52	40	45	39	38
Landscape Horticulturalist	14	22	23	16	19	2	8	18	22	22	11
Lather	20	36	56	54	56	54	51	52	67	79	44
Machinist	58	66	73	71	40	47	35	35	41	35	34
Marine Outdoor Power Equipment					9	17	16	14	17	14	21
Mobile Crane Operator						39	47	39	27	29	10
Motor Veh Body Repairer	61	73	90	77	85	76	75	79	82	77	77
Painting & Decorating	21	26	15	21	25	6	12	24	30	23	17
Plumbing	203	266	307	353	376	423	364	377	420	415	369
Power Electrician	28	55	48	68	135	121	96	66	76	50	39
Railway Car Technician							48	96	60	43	
Refrig & Air Conditioning Mechanic Residential							7	13	8	9	13
Refrigeration	150	151	183	180	198	185	202	186	159	157	158
Roofer	13	23	30	35	35	31	31	28	16	19	24
Sheet Metal	51	62	71	104	89	98	84	98	92	95	92
Sprinkler/Fire Prot Installer	27	24	29	43	43	44	30	41	49	50	34
Steamfitting	36	35	43	66	54	32	56	59	60	72	72
Tool & Die Maker	8	7	5	6							14
Tower Crane Operator										12	3
Transport Trailer Technician	31	39	34	24	17	13	13	21	15	21	15
Transport Truck/Bus	160	215	222	201	206	187	189	199	193	220	248
Language Training Programs											
Academic Eng for Univ/College Entrance	97	104	93	89	104	102	93	78	67	64	52
Bridge to Civil Technology								14	13		
Bridging for Internationally Ed.Nurses Level 1			20	11	19	20	20	16	34	12	30
Bridging Program for Internationally Ed Nurses			21	48	42	64	68	121	132	106	137
Cdn Communications for Phys Trained Abroad		21	21	19	19	19	16				
Cdn. Communication for International Educated Dentist						9					
Communication & Prof Prac for MLTs											7
Communication for Construction Skills											21

	1	2	3	4	5	6	7	8	9	10	11
Communication for Int Educated Health Professions									25	16	
Communication for Transportation Technology											20
Communications Culinary Arts											29
Communications for Business and Finance									38	94	104
Communications for Health Professions									36	36	51
Communications for Professional									11		
Communications for Technical Purposes									39	39	67
English for Business Purposes	22	22	22	33	39	33	36	19			
English for Health Care Aides	18	19	21	16	22	15	15				
English for Nursing Purposes	19	18	22	23	20	24	22	20			
English for Professional Purposes	41	60	40	35	45	31	35	28			
English for Apprenticeship and Trades			39	28	29		24				
English for Technical Purposes	42	41	41	28	13	14		34			
Intensive Eng. as an Additional Language	544	550	568	506	529	548	543	431	442	427	364
Intensive Eng. for International Students				171	197	188	215	256	336	466	416

Program Cost

Red River College has provided financial information regarding its program costs for college-level programs for 2015-2016 (Table 3). It uses the same program cost calculation in response to a previous demand from Manitoba Education and Training.

Table 3 provides an overall look at the average cost per FLE student. The average program cost is $27,110 in 2015-2016. The three most expensive programs include nursing ($13.9 million), business administration ($9.7 million) and culinary arts ($4.7 million). Those programs generate interest among students, thus reducing the average cost per FLE student to $22,885, $12,364 and $34,432, respectively.

The three most expensive programs by cost per FLE student is:
- the Technical Communication program, with a program delivery cost of $490,000, with an FLE cost per seat of $61,500 (7.97 FLE in program); and
- the Manufacturing Technician program, with a program delivery cost of $1.26 million, with an FLE cost per seat of $58,700 (21.42 FLE in program); and
- the Geographic Information Systems Technology, with a program delivery cost of $424,000, with an FLE cost per seat of $53,000 (8 FLE in program).

Table 3: Red River College's Program Cost for academic year 2015-2016.			
PROGRAM	**2015-2016 Total Costs ($)**	**FLE Students***	**Cost per FLE Student**
3D Computer Graphics	286,387.22	13.00	22,029.79
Aboriginal Self-Gov Admin-FT	596,667.51	15.38	38,795.03
ACCESS Civil Eng. Tech FT	298,507.16	7.92	37,690.30
Aerospace Manufacturing-FT	646,271.25	26.58	24,314.19
Aircraft Maintenance Eng.-Ft	2,452,203.47	95.88	25,575.76
American Sign Lang-English-FT	565,908.39	18.55	30,507.19
Animal Health Technology-FT	1,211,117.99	47.61	25,438.31
Architectural/Engineer Tech-FT	732,024.45	21.77	33,625.38
Auto Tech-Certificate-FT	1,391,353.01	91.18	15,259.41
Auto Tech - Diploma-FT	522,282.14	21.49	24,303.50
Build Design Technology-Ft	411,581.01	21.70	18,966.87
Business Administration-FT	9,709,838.01	785.29	12,364.65
Business Admin Integ-FT	719,520.45	48.64	14,792.77
Chem and Biosc (Co-Op)-FT	737,898.22	39.31	18,771.26
Child & Youth Care-FT	772,509.22	54.85	14,084.03
Civil Engineering Technology	3,267,004.41	175.17	18,650.48
Collision Refinishing-FT	178,356.61	5.23	34,102.60
Collision Repair and Ref-FT	572,617.47	28.36	20,191.02
Commerce/Ind Sales & Mrkt-FT	480,408.69	28.74	16,715.68
Community Dev/Econ Dev DP.FT	423,181.46	15.69	26,971.41
Co-op Vocational Education-FT	17,114.92	3.64	4,701.90
Creative Communications-FT	2,812,477.54	118.07	23,820.42
Culinary Arts-FT	4,670,443.52	135.64	34,432.64
Deaf Studies-FT	282,101.58	11.58	24,361.10
Dental Assisting -Ft	1,063,218.61	43.40	24,498.12
Rural Nursing	158,162.55		
Disability & Com Supt-DP FT	697,266.79	45.16	15,439.92
Early Childhood Education-FT	1,608,253.67	109.25	14,720.86
Early Childhood Ed Wrkpl-FT	1,729,902.10	103.26	16,752.88

Electrical Eng. Technology-FT	3,489,287.33	161.33	21,628.26
Electronic & Network Tech	524,437.57	26.86	19,524.85
Electronic Eng. Technology-FT	1,241,935.75	39.74	31,251.53
Environmental Technology -Ft	323,588.11	7.11	45,511.69
Geographic Info Sys Tech-FT	424,045.55	8.00	53,005.69
Geomatics Technology-FT	661,010.11	33.07	19,988.21
Graphic Design-FT	1,449,721.11	77.06	18,812.89
Graphic Design Advanced-FT	393,299.63	15.50	25,374.17
Health Care Aid - FT	556,686.65	99.77	5,579.70
Health Information Mngt-Ft	319,637.09	19.00	16,823.00
Heavy Duty Equip Mech-FT	1,539,224.86	59.96	25,670.86
Hospitality & Tourism Mgmt-FT	1,481,722.81	54.32	27,277.67
Hotel & Restaurant Mgmt-FT	1,199,137.63	30.45	39,380.55
Instrumentation Eng.Tech-FT	632,565.74	15.45	40,942.77
International Business-FT	1,828,201.54	169.93	10,758.56
Intro Aircraft Maintenance-FT	268,261.60	15.38	17,442.24
Introduction to Trades-FT	531,439.38	40.00	13,285.98
Library & Info Technology-FT	310,855.86	14.26	21,799.15
Manufacturing CAD-FT	324,230.92	12.33	26,296.10
Manufacturing Technician-FT	1,256,841.62	21.42	58,676.08
Mechanical Eng. Technology-FT	2,044,280.20	98.21	20,815.40
Medical Lab Sciences-FT	1,744,577.79	62.25	28,025.35
Medical Radiologic Technologist-FT	1,284,493.31	64.20	20,007.68
MRI & Spectroscopy-FT	301,623.02	11.28	26,739.63
Municipal Eng Technology-FT	990,201.81	147.93	6,693.72
Non-Destructive Testing-FT	66,428.55	16.50	4,025.97
Outdoor Power Equip Tech-FT	313,873.25	13.00	24,144.10
Plumbing Cross Conctn Cntrl-FT	51,174.50	0.00	
Power Eng. Technology-FT	1,086,346.22	40.21	27,016.82
Precision Metal Machining-Ft	571,521.24	16.00	35,720.08
QA/QC Pharmaceutical Ind-FT	638,882.47	30.57	20,899.00
Structural Eng. Technology-FT	927,900.54	77.54	11,966.73
Teacher Education – FT	1,860,304	54.09	34,392
Technical Communication-FT	490,525.39	7.97	61,546.47
Technology Management-FT	313,412.16	24.39	12,850.03
Technical Vocational Teacher E	510,182.57	10.21	49,968.91
Welding-FT	713,866.88	35.39	20,171.43
App Aircraft Maintenance Eng.-Ft	869,028.97	16.50	52,668.42
App Auto Service Technician	993,641.90	44.70	22,229.13
App Boilmaker-FT	408,964.26	18.33	22,311.20
App Bricklaying-FT	207,118.32	12.33	16,797.92
App Cabinet Maker	230,778.44	7.85	29,398.53
App Carpenter-FT	2,561,216.37	126.00	20,327.11
App Construction Electrician	6,052,180.57	237.25	25,509.72
App Cook-FT	195,402.34	11.00	17,763.85
App Ironworker	242,582.81	13.00	18,660.22
App Landscape Horticulturalist	227,271.61	7.38	30,795.61
App Lather	360,838.58	21.70	16,628.51
App Machinist	159,479.84	9.07	17,583.22
App Automotive Service-Paint	64,678.43	4.00	16,169.61
App Auto Service Tech ASSET	344,609.77	9.00	38,289.97
App Motor Vehicle Body Repair-FT	554,451.06	19.25	28,802.65
App Painting & Decorating	168,511.86	7.67	21,970.26
App Plumbing	2,568,353.40	82.80	31,018.76
App Power Electrician	405,027.45	12.50	32,402.20
App Refrigeration-FT	1,150,423.89	39.25	29,310.16
App Sheet Metal	624,117.91	23.75	26,278.65

App Sprinkler System Installer	298,180.65	12.50	23,854.45
App Steamfitting	549,958.58	17.77	30,948.71
App Transport Truck/Bus-FT	992,186.60	55.00	18,039.76
App Transport Trailer Tech-Ft	225,466.06	7.00	32,209.44
Auto Service Ed Prg (ASEP)-FT	355,149.32	11.67	30,432.68
Apprentice Roofer -FT	138,303.41	6.33	21,848.88
Bus/TechTeacherEdAcc(BUSSF)	120,433.77		
Computer Applications for Bus	497,678.64	19.58	25,417.70
Grade 12 FT	177,226.95	0.00	
Grade Eleven-FT	88,955.26	0.00	
Network Technology-CCNA Crt-FT	640,236.60	22.20	28,839.49
Pharmaceutical Manufacture-FT	494,988.34	21.20	23,348.51
Health Care Aide - High School	120,545.11	17.00	7,090.89
Apprenticeship Insulator FT	99,764.62	7.33	13,610.45
Carpentry	972,973.22	63.89	15,228.88
Electrical	952,671.89	90.67	10,507.02
Plumbing	844,621.22	73.00	11,570.15
Paramedicine Primary Care Para	1,322,541.97	35.11	37,668.53
Electrical Eng Tech Integrated	410,072.15	10.10	40,601.20
Apprentice Gas Turbine	288,406.45	7.50	38,454.19
ACCESS Aircraft Maint & Mnf	212,444.50	8.26	25,719.67
Business Information Tech	4,015,164.55	241.12	16,652.14
Intro to Business Info Tech	516,407.57	57.63	8,960.74
Nursing	13,852,886.41	605.32	22,885.23
Construction Management	1,253,626.18	96.86	12,942.66
Cabinetry & Woodworking Tech	682,654.08	29.34	23,267.01
ACCESS Nursing	1,184,343.93	65.00	18,220.68
Applied Accounting	1,762,297.11	140.04	12,584.24
Bridging Interntl Nurses Lev 2	1,415,106.35	90.67	15,607.22
App Marine Outdoor Power Equip	182,512.69	4.67	39,081.95
Apprenticeship Gas B License	601,919.75	42.00	14,331.42
Prof Baking & Patisserie	484,684.55	18.38	26,370.21
Digital Media Design	1,425,503.99	80.11	17,794.33
Cabinetry & Woodworking-Cert	255,495.10	18.85	13,554.12
App Diesel Engine Mechanic-FT	509,958.75	27.99	18,219.32
App Railway Car Technician-FT	336,082.02	14.33	23,453.04
Refrig & Air Cond Tech - Ft	446,208.86	31.95	13,965.85
Greenspace Horticulture - Ft	285,511.55	2.66	107,335.17
Aboriginal College Enrichment	734,244.12	18.42	39,861.24
Ultrasound - Diag Med Sonograp	738,214.20	27.73	26,621.50
Science Laboratory Technology	813,702.72	27.77	29,301.50
Greenspace Horticulture Diploma	747,011.42	45.20	16,526.80
Business Technology Management	276,929.60	13.05	21,220.66
Advanced Care Paramedic	254,737.12	11.67	21,828.37
Apprenticeship Gas A License	120,836.38	5.00	24,167.28
Introduction to EET - Ft	386,085.41	63.92	6,040.13
Environmental Engineering Tech	286,789.55	6.20	46,256.38
Diagnostic Cardiac Sonography	108,176.05	3.16	34,232.93
related math - unallocated portion	94,851.42		
Tech Comm & Business - unallocated portion	31,905.20		
Advanced Tech Comm	287,271.29		
Staff Teacher Ed	256,904.08		
Acad Eng Prep Univ & Coll-FT	423,213.91	55.00	7,694.80
Int. Eng as a Second Lang-FT	3,285,506.93	519.00	6,330.46
Communication for Health Prof	74,565.87	0.00	
Communication for Technical Pu	87,913.87	0.00	
LTC EAL	2,765,561.08		

Communication for Business Fin	199,817.79	0.00	
Comm for Int Educated Health P	12,933.65	0.00	
LTC CIC	439,440.61		

Chapter 3: Student Success: Student Learning, Retention, and Graduation

Our review explored the ability of each institution to recruit, retain and graduate its students. For those reasons, Red River College, along with the four other institutions included in this review, were requested to provide key data on student success measures, including enrolment and graduation rates. This chapter provides a detailed analysis of the information provided by Red River College.

Enrolments

Red River College has experienced an enrolment growth of 36% over the past 14 years, starting with 7,543 FLE students in 2003-2004, and growing to 10,226 FLE students in 2016-2017 (Table 4).

Slightly less than half of Red River College's students are enrolled in a two-year diploma program. In 2003-2004, roughly 53% of all Red River College students were in diploma programs. By 2016-2017, that percentage had decreased to 42%, in part because of the growth in other parchment types particularly Apprenticeship. The proportion of Red River College's certificate programs have remained constant during this 14-year period, at 16%. The number of apprentices in each academic year has increased significantly, from a low of 1,819 apprentices in 2004-2005 to a high of 3,656 apprentices in 2015-2016. Apprenticeship has grown by 75% over this time period. Finally, the level of interest in Red River College's post-graduate certificate program has increased by 74% during this period, from 117 students in 2003-2004 and growing to 203 students in 2016-2017.

In the 2010-2011 academic year, Red River College added degree programs, with 331 students in degree programs in 2010-2011 and growing quickly to 864 students in 2014-2015. In the most recent academic year, the overall number of degree students decreased slightly, at 712 students.

Table 4: Total enrolment by program type at Red River College, between academic year 2003-2004 to 2016-2017. Note this table does not include certificate programs offered at the Language Training Centre.							
Program Name	**2003**	**2004**	**2005**	**2006**	**2007**	**2008**	**2009**
Degree Programs	-	-	-	-	-	-	-
Post-Graduate Diploma Programs	117	90	101	116	110	113	122
External Accreditation Programs	302	300	315	290	296	322	311
Diploma Programs	3,988	3,876	4,158	4,322	4,158	4,332	4,335
Certificate Programs	1,220	1,115	1,086	1,093	1,144	1,150	1,299
Apprenticeship Programs	1,916	1,819	1,985	2,369	2,679	3,103	3,575
Total Programs	**7,543**	**7,200**	**7,645**	**8,190**	**8,387**	**9,020**	**9,642**
	2010	**2011**	**2012**	**2013**	**2014**	**2015**	**2016**
Degree Programs	331	521	732	798	864	811	712
Post-Graduate Diploma Programs	137	135	198	178	234	287	203
External Accreditation Programs	212	125	9	10	8	8	9

Diploma Programs	4,501	4,340	4,245	4,235	4,307	4,228	4,288
Certificate Programs	1,423	1,561	1,453	1,456	1,474	1,532	1,654
Apprenticeship Programs	3,336	3,408	3,336	3,430	3,587	3,656	3,360
Total Programs	**9,940**	**10,090**	**9,973**	**10,107**	**10,474**	**10,522**	**10,226**
Source: Red River College							

Table 5 presents the percentage changes in enrolment by program type in that 14-year period. The greatest percentage increase relates to degree programs, in light of the introduction of degree programs in the middle of this time period. The external accredited programs have been replaced by degree programs during this period. Apprenticeship had the second greatest rate of increase at 75%, while post-graduate programs grew by 74%. The other parchment types had slower growth rates, at 36% for certificate programs and 8% for diploma programs.

Table 5: Percentage of enrolment change by program type at Red River College, between academic year 2003-2004 to 2016-2017	
Program Name	
Degree Programs	712%
Post-Graduate Diploma Programs	74%
External Accreditation Programs	-97%
Diploma Programs	8%
Certificate Programs	36%
Apprenticeship Programs	75%
Total Programs	**36%**

Red River College has also provided detailed enrolment by program type for multiple years. This report focuses on the two most recent completed academic year (Table 6).

There are two programs, with Nursing degree students representing 588 students in September 2016, a reduction of 63 students since September 2015. This reduction is partly due to the reduction of new take in the ACCESS Nursing program in September 2016, and reduced numbers of students continuing with the program (both through term 1 and upper years), as the intake of 225 students remained constant in both years. The enrolment in the Construction Management degree program dropped slightly during this two-year period, from 109 to 99 students.

The post-graduate certificate programs represent 3% of all Red River College students in its peak year of 2015-2016, and a reduction to 2% of all students in the most recent completed academic year. The International Business post-graduate program was the most preferred of all programs in this category, representing 59% of all post-graduate
certificate students in 2015-2016. While remaining the most popular program in 2016-2017 as well, the program experienced decreasing enrolments, reducing the program enrolment to 88 students in 2016-2017, compared to 166 students in 2015-2016. Some medical post-graduate certificate programs have limited enrolments, and those programs had very stable enrolment over both years.

In its diploma programs, there are four programs whose enrolments represents roughly half of the total student enrolment in Red River College's diploma program. Those programs are: Business Administration (964 students in 2016-2017); Business Information Technology (400 students in 2016-2017); Civil Engineering Technology (494 students in 2016-2017); and the Electrical Engineering Technology family of programs (299 students in 2016-2017).

As for certificate programs, Red River College had a slight decrease in enrolments in those programs in 2016-2017, with 2,404 students in comparison to 2,485 new intake students in 2015-2016. Language programs for new residents and international students represent the largest percentage of students in certificate programs, with 40% and 42% of all certificate programs in 2016-2017 and 2015-2016, respectively.

Finally, the number of apprentices decreased in 2016-2017, in comparison to the previous year (3,478 vs. 3,636). The three apprentice programs with the greatest number of learners were Construction Electrician (950 students), Carpenter (509) and Plumbing (415) in 2015-2016. Those three programs represent approximately 50% of all apprentices registered at Red River College.

Program Name	New Intake (Term 1 Capacity) 2016-17	Total 2016-17	New Intake (Term 1 Capacity) 2016-17	Total 2016-17
Degree Programs				
ACCESS Nursing	25	25	50	51
Construction Management	28	99	30	109
Nursing	225	588	225	651
Total Degree Programs	**278**	**712**	**305**	**811**
Post-Graduate Diploma Programs				
3D Computer Graphics	16	14	15	13
Diagnostic Cardiac Sonography	4	4	4	4
Geographic Information Systems Tech	16	14	16	9
Graphic Design - Advanced	18	13	18	16
International Business	74	88	140	166
MRI and Spectroscopy	20	11	20	13
QA/QC in Pharmaceutical Industry	36	29	36	32
Technology Management	28	26	28	26
Total Post-Graduate Diploma Programs	**212**	**199**	**277**	**279**
Diploma Programs				
Aboriginal Self-Government Admin	10	16	10	18
ACCESS Civil/CAD Technology	12	6	12	14
Advanced Care Paramedic	16	28	16	14
Aircraft Maintenance Engineer	48	97	60	109
American Sign Language-English	16	21	16	21
Animal Health Technology	30	55	30	54
Applied Biology		1		
Applied Chemistry				1
Automotive Technician - Diploma	30	25	24	23
Business Administration	589	964	551	920
Business Administration Integrated	20	48	35	57
Business Information Technology	205	400	200	350
Business Teacher Ed-After Degree		3		5
Business/Technology Teacher Ed		4		2
Business Technology Management	60	81	30	28
Cabinetry and Woodworking Technology	40	31	40	33
Chemical & Biosciences Tech Co-op		6		49
Child and Youth Care	31	57	31	67

Table 6: Enrolments in all Red River College programs in academic year 2015-2016 and 2016-2017.

Civil Engineering Technology	198	198	208	221
- Architectural/Engineering Tech		48		50
- Building Technology		24		22
- Environmental Technology		35		18
- Geomatics Technology		47		39
- Municipal Engineering Technology		68		72
- Structural Engineering Technology		74		71
Community Development /Economic Dev	25	29	25	17
Computer Applications for Business	20	19	20	21
Creative Communications	81	132	75	127
Culinary Arts	80	128	120	167
Digital Media Design	45	91	45	89
Disability and Community Support	35	52	35	60
Early Childhood Education	65	143	65	142
Early Childhood Education-Workplace	60	110	55	112
Electrical Engineering Technology	124	223	134	241
Electrical Engineering Technology - Integrated				11
- Electronic Engineering Technology		63		57
- Instrumentation Engineering Tech		13		19
Graphic Design	45	90	45	84
Greenspace Horticulture Diploma	23	34	23	44
Health Information Management	34	34		20
Hospitality & Tourism Management	80	71	80	71
- Hotel and Restaurant Management		29		42
Ind Arts/Tech Teacher Ed-After Deg		1		3
Industrial Arts/Tech Teacher Ed	14	22	14	32
Industrial Arts/Tech Teacher Ed Acc		1		3
Library and Information Technology	15	29	15	15
Manufacturing Technician	17	27	17	28
Mechanical Engineering Technology	54	129	54	120
Medical Laboratory Sciences	40	74	38	62
Medical Radiologic Technology	39	68	39	70
Power Engineering Technology	26	42	26	46
Science Laboratory Technology	45	89	45	42
Technical Communication				7

Technical Vocational Teacher Ed		11		13
Ultrasound - Diagnostic Medical Sonography	12	24	12	24
Total Diploma Programs	**2284**	**4115**	**2245**	**4047**
Certificate Programs				
Aboriginal College Enrichment	50	23	50	34
Academic Eng for Univ/College Ent	52	52	78	64
Academic Foundations	40	21	40	17
ACCESS Aircraft Maintenance and Manufacturing			24	17
Aerospace Manufacturing	32	32	32	31
Applied Accounting	202	199	165	192
Automotive Technician - Certificate	108	114	90	96
Cabinetry and Woodworking - Certificate	20	12	22	18
Carpentry	80	75	80	64
Collission Refinishing			10	5
Collision Repair and Refinishing	36	36	32	31
Commerce/Industry Sales & Marketing	35	24	35	35
Communication for Business and Finance	100	61	120	55
Communication for Health Professionals	65	30	40	21
Communications for Technical Purposes	100	39	40	23
Culinary Skills	40	40		
Deaf Studies	22	14	20	14
Dental Assisting - Level II	53	53	53	51
Electrical	96	93	96	92
Electronic and Network Technician	19	21	32	32
Grade 11	30	18	30	18
Grade 12	60	33	60	38
Greenspace Horticulture	8	6	8	3
Health Care Aide - Notre Dame Campus	114	90	114	107
Heavy Duty Equipment Mechanic	64	64	64	65
Intensive Eng. as an Additional Language	350	364	440	427
Intensive Eng for International Students	450	416	475	466
Intro to Aircraft Maintenance	18	16	18	15
Introduction to Business Info Technology	68	59	66	59

Introduction to EET	48	46	48	43
Introduction to Trades	64	30	64	41
Manufacturing CAD	15	14	15	14
Network Technology (CCNA) Cert	34	31	34	32
Outdoor Power Equipment Technician	18	18	14	16
Paramedicine - Primary Care Paramedic	48	48	40	39
Pharmaceutical Manufacturing	25	23	25	24
Plumbing	80	78	80	76
Precision Metal Machining	18	18	20	19
Professional Baking & Patisserie	20	22	20	21
Refrigeration and Air Conditioning	36	36	36	34
Welding	36	35	36	36
Total Certificate Programs	**2754**	**2404**	**2766**	**2485**
Apprenticeship Programs				
Aircraft Maintenance Engineer	72	57	84	66
Auto Service Tech ASSET	48	38	48	36
Auto Service Technician	204	198	216	176
Automotive Service - Paint	8	7	8	8
Boilermaker	96	69	96	73
Bricklaying	42	38	42	38
Cabinet Maker	36	25	48	25
Carpenter	476	464	528	509
Construction Electrician	950	930	924	950
Cook	24	21	24	22
Diesel Engine Mechanic		108	24	82
Gas A License				10
Gas B License	126	112	98	85
Gas Turbine			12	15
Insulator	36	31	36	23
Ironworker	48	38	48	39
Landscape Horticulturalist	12	11	36	22
Lather	98	44	112	79
Machinist	48	34	48	35
Marine Outdoor Power Equipment	24	21	24	14
Mobile Crane Operator	12	10	32	29
Motor Veh Body Repairer	88	77	88	77

Painting & Decorating	24	17	36	23
Plumbing	504	369	546	415
Power Electrician	58	39	70	50
Railway Car Technician			84	43
Refrig & Air Conditioning Mechanic Residential	14	13	14	9
Refrigeration	182	158	196	157
Roofer	24	24	36	19
Sheet Metal	96	92	108	95
Sprinkler/Fire Prot Installer	42	34	56	50
Steamfitting	84	72	84	72
Tool & Die Maker	24	14		
Tower Crane Operator	4	3		12
Transport Trailer Technician	24	15	36	21
Transport Truck/Bus	252	248	204	220
Automotive Service Ed Prg (ASEP)	48	47	48	37
Total Apprenticeship Programs	**3828**	**3478**	**4094**	**3636**
Total Programs	**9,356**	**10,908**	**9,687**	**11,258**

Graduation

Red River College has also presented its graduation data in a variety of means, including year-by-year breakdown and a summary over the past decade. This report has opted to present the summary over the past decade, by program. The number of years those programs were offered is also provided. As such, Table 7 lists the name of each program, followed by the number of years the program was offered between 1998-1999 and 2011-2012, and the average graduation rate for the years the program was offered.

Red River College notes that its overall graduation rate for all its programs during this period was 61%. There are many programs with graduation rates that exceed 85%, including Creative Communication (15 cohorts – 85%), Medical Laboratory Sciences (11 cohorts – 91%), and Medical Radiologic Technology (15 cohorts – 89%).

There are also many programs that fall below RRC's graduation average of 61%. The list includes programs such as: Business Administration (15 cohorts – 49%); Hospitality and Tourism Management (9 cohorts – 45%), Manufacturing Technician (15 cohorts - 51%) and Mechanical Engineering Technology (15 cohorts – 48%).

The overall sector report makes comparisons between Red River College and three other institutions: Algonquin College, Fanshawe College and Saskatchewan Polytechnic. In the 2016 Key Performance Indicator report for Ontario Colleges, Algonquin College had an average graduation rate of 66.0% and Fanshawe College, 70.4%. As such, Red River College's graduation

grade is roughly between 5 and 10 percentage point lower than similar colleges in Ontario, placing it in the bottom quartile of Ontario results.[5]

Saskatchewan Polytechnic reports on the number of graduates by program annually. Regrettably, there is no publicly available graduation rates for Saskatchewan Polytechnic programs, which limits our ability to compare and contract Red River College's results with Saskatchewan Polytechnic or other similar colleges and institutes in Western Canadian jurisdictions.

There are several factors within the graduation rate measure that account for some of this difference. One factor is the relative share of different achievement levels, on the final number. Graduation rates vary with different achievement levels. For example, Post Diploma programs have a ten-year average graduation rate of 86.7% compared to 57% for diploma programs. Another factor is that Red River College offers two- and three-year diploma programs, compared to the more standard two-year programs in Ontario. The program length also has an impact on graduation rates.

Both the authors of this report and senior administrators at Red River College recognize the need to continuously strive to improve graduation rates. Such actions must be done without increasing the admissions requirements (thus not changing the access agenda that Red River College has fully embraced) or lowering the programs' learning outcomes (thus raising concerns among future employers). The lower-than-anticipated graduation rates is the main finding from our Red River College report, and it should be a strategic priority for Red River College moving forward.

Determining graduation rates is a complex process in light of the unique pathways within an institution and the motivation of learners to complex their original or subsequent program choices. There is also benefits of tracking students who opt for other programs of studies at the institution, to ensure they are not counted in a lower program-specific graduation rate.

The College is currently revamping its readiness programming (ACCESS and Integrated programs) which have traditionally had very low graduation rates (less than 25%).

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[5] Colleges Ontario reports annually the graduation rates for Colleges across Ontario. See: Colleges Ontario, Key Performance Indicators 2016, released on April 19, 2017. Accessed on November 1, 2017 and available at: http://collegesontario.org/outcomes/key-performance-indicators/2017KPIreport_Eng_final.pdf.

Table 7: The average graduation rates by Red River diploma programs offered between 1998-1999 and 2011-2012		
Program name	Number of years offered	Graduation Rate (Average)
Aboriginal Interpreter	2	63%
Aboriginal Language Specialist	7	56%
Aboriginal Self-Government Administration	11	52%
Administrative Assistant	4	55%
Aircraft Maintenance Engineer	11	81%
American Sign Language-English Interpretation	13	55%
Animal Health Technology	15	70%
Applied Biology	4	67%
Applied Chemistry	1	100%
Automotive Technician-Diploma	15	72%
Aviation Management	11	29%
Business Administration	15	49%
Business Administration - Laptop	6	22%
Business Administration Integrated	15	23%
Business Administration Rural	7	67%
Business Information Tech	3	51%
Business/Technology Teacher Ed-Acc	2	67%
Business/Technology Teacher Education	14	53%
Business/Technology Teacher Education - After Degree	12	71%
Chemical and Biosciences Technology (Non Co-Op)	13	67%
Chemical and Biosciences Technology Co-Op	15	62%
Child and Youth Care	15	67%
Civil Engineering Technology	15	57%
Community Centred Therapy	8	81%
Community Development/Community Economic Development	6	56%
Comp Analyst/Prog Integrated	5	16%
Computer Analyst/Programmer	13	53%
Computer Applications for Business	6	44%
Creative Communications	15	85%
Culinary Arts	15	55%
Developmental Services Worker	5	76%
Digital Media Design	1	82%
Digital MultiMedia Technology	9	79%
Diploma Nursing (Accelerated)	11	79%

Disability and Community Support	11	61%
Early Childhood Education	15	61%
Early Childhood Education Workplace	12	79%
Electrical Engineering Technology	3	47%
Electrical Engineering Technology Integrated	4	11%
Electronic Engineering Technology	15	47%
Electronic Engineering Technology Integrated	6	25%
Graphic Design	15	78%
Greenspace Management	15	52%
Health Information Management	7	69%
Hospitality & Tourism Management	9	45%
Hotel and Restaurant Administration	7	41%
Industrial Arts/Technology Teacher Education	15	64%
Industrial Arts/Technology Teacher Education-Accelerated	9	67%
Industrial Arts/Technology Teacher Education-After Degree	11	90%
Information & Office Administration	2	27%
Information Systems Technology	12	61%
International Vocational Teacher Education	2	94%
Library and Information Technology	8	83%
Manufacturing Technician	15	51%
Mechanical Engineering Technology	15	48%
Medical Laboratory Sciences	11	91%
Medical Radiologic Technology	15	89%
Metis Child, Family and Community	1	76%
Network Technology (CCNP) Diploma	5	83%
Power Engineering Technology	7	60%
Technical Communication	9	50%
Technical Vocational Teacher Education	4	93%
Tourism	4	55%
Vocational Industrial Teacher Education	11	79%
Wood Products Manufacturing Technology-Diploma	13	46%
Overall		**61%**

Graduate Employment Rate

Red River College notes that it has achieved "strong graduate employment outcomes in an environment where meaningful labour market data to inform post-secondary strategy and program alignment has been scarce."

For the past 18 years, Red River College has published an annual Graduate Satisfaction and Employment Report. The *2015-2016 Graduate Satisfaction and Employment Report* notes the following results:

- Of all full-time day program graduates who responded to the survey, 90 percent were employed or furthering their education;
- Of those graduates who were in the labour force and seeking employment, 93 percent found jobs. Only 7 percent were looking for work.
- Of the responding employed graduates who reported an employer's address, 97 percent were in Manitoba, contributing to the province's labour-market needs.[6]

These graduate employment results are a clear sign of the value of investing in Red River College.

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[6] Red River College, *2015-2016 Graduate Satisfaction and Employment Report*. http://blogs.rrc.ca/numbers/wp-content/uploads/2017/07/20152016-GSES-Rpt_Final_webpg.pdf.

Chapter 4: Financial Management

This chapter is focused on the financial management of the college, both over the past 10 years.

Revenues

Red River College's revenues have increased over the past few years, from a total revenue of $161.8 million in 2011-2012 to $194.7 million in 2015-2016 (Table 8). That represents an increase of 20% over the past five years.

The grants and reimbursements form the provincial government to the Red River College has grown by 20% over the past five years, increasing from $88.7 million in 2011-2012 to $102.2 million in 2015-2016. The second source of revenue is tuition and student fees. In 2011-2012, Red River College collected $30.2 million in revenue from students, representing 24% of all revenues. Five years later, the tuition and student fees generated $47.2million, thus representing the same 24% percentage increase of all revenues. The tuition revenues have increased by 20% during this five-year period. Together, the provincial grant and tuition and student fees represent most years 79% of the total institutional revenue.

The fastest growing source of revenue for Red River College during this period relates to its internationalization activities, which brought in $6.5 million in 2015-2016, a 147% increase over the previous five years (Table 9).

Table 8: Summary of Statement of Operations (Revenues) for the RRC ('000)					
	2011-2012	**2012-2013**	**2013-2014**	**2014-2015**	**2015-2016**
Academic training fees	$39,180	$39,953	$42,074	$44,784	$47,160
Grants and reimbursements	$88,736	$94,218	$98,252	$100,058	$102,211
International Education	$2,619	$3,761	$4,676	$4,495	$6,481
Continuing Education	$9,682	$9,306	$9,236	$11,497	$12,621
Sundry and other revenue	$14,783	$14,601	$16,855	$17,004	$17,480
Amortization of deferred contributions	$6,756	$7,798	$8,155	$7,916	$8,754
Total	**$161,756**	**$169,654**	**$179,259**	**$185,754**	**$194,707**

Table 9: Percentage increase or decrease in revenue sources over the past 5 years (from 2011-2012 to 2015-2016)	
Academic training fees	20%
Grants and reimbursements	15%
International Education	147%
Continuing Education	30%
Sundry and other revenue	18%
Amortization of deferred contributions	30%
Total	**20%**

Expenditures

RRC's expenditures have increased over the past five years as well, increasing from a total expenditure of $158.0 million in 2011-2012 to $188.5 million in 2015-2016 (Table 10). In addition to the total expenses, the three largest expenditures in each of those five years were:

- Instruction costs (between 56% and 60% of total expenditures),
- Administration and general (between 17% and 18% of total expenditures), and
- Physical plan (between 10% and 11% of total expenditures).

Table 10: Summary of Statement of Operations (Expenditure) for the RRC					
	2011-2012	**2012-2013**	**2013-2014**	**2014-2015**	**2015-2016**
Instruction	$94,985	$100,064	$105,721	$110,156	$110,515
Library	$2,135	$2,267	$2,422	$2,634	$2,818
Administration and general	$28,717	$30,031	$33,539	$33,271	$34,307
Physical plant	$17,687	$17,664	$19,363	$18,917	$19,703
Student services	$6,243	$7,158	$7,895	$8,636	$9,066
Amortization of capital and intangible assets	$9,826	$10,594	$10,324	$9,128	$9,500
Loss on disposal of capital assets	$23	$0	-	-	
Future employee benefits	$678	$734	$2,199	$948	$2,545
Total	**$160,294**	**$168,512**	**$181,463**	**$183,690**	**$188,454**

Among the expenditures, Red River College's contribution to student services has increased the fastest, at a rate of 45% during this five year period, followed by library costs at a 32% increase and administration and general, at a 27% increase (Table 11). The accounting rules and procedures for calculating and reporting future employee benefits has changed during this five-year period, with future employee benefits now reported separately in more recent audited financial statements. In Table 10, the amount of future employee benefits has been pulled out to allow year-over-year comparison.

Table 11: Percentage increase or decrease in expenditures by line item over the past 5 years (from 2011-2012 to 2015-2016)	
Instruction	16%
Library	32%
Administration and general	19%
Physical plant	11%
Student services	45%
Amortization of capital and intangible assets	-3%
Loss on disposal of capital assets	N/A
Future employee benefits	275%
Total	**18%**

In each of the past five years, Red River College has been able to avoid operational deficits, with the excess of revenues over expenditures ranging from $1.2 million in 2013-2014 to $6.3 million in 2015-2016 (Table 12).

Table 12: Calculation of the excess of revenues over expenditures for the last five audited financial years ('000).					
	2011-2012	**2012-2013**	**2013-2014**	**2014-2015**	**2015-2016**
Revenues	$161,756	$169,654	$179,259	$185,754	$194,707
Expenditures	$160,294	$168,512	$181,463	$183,690	$188,454
Excess of revenues over expenditures	$1,462	$1,142	$2,204	$2,064	$6,253

Salaries and Benefits

Finally, the percentage of expenditures linked to salaries and benefits has been decreasing over the past five years, with relatively steady rates at 68%-69% between 2011-2012 and 2013-2014 and 62%-63% in the last two audited financial years (Table 13). Those averages are lower than other institutions in the province of Manitoba.

Table 13: Percentage of salaries and employee benefits as a percentage of overall expenses, between 2013-2014 and 2017-2018.					
	2011-2012	**2012-2013**	**2013-2014**	**2014-2015**	**2015-2016**
Total expenses	$160,294	$168,512	$181,463	$183,690	$188,454
Salaries and employee benefits	$107,348	$119,106	$128,380	$132,992	$135,707
Percentage	67.0%	70.7%	70.7%	72.4%	72.0%
Source: RRC's Annual Budget Book, 2011-2012 to 2015-2016. The total salaries and employee benefits information is taking following budget line item 54100.					

Chapter 5: Stakeholder Consultations

Red River College is the province's central college training delivery agency. Depending on the metric used, it represents between 65% and 80% of system capacity, and it has almost a monopoly over apprenticeship training (though not trades training). In addition to being the main provider of college training in the City of Winnipeg, it also provides programming in a number of smaller communities outside the city. In a very real sense, the success of the college system in Manitoba is dependent on the success of Red River College.

One of the consequences of this status is that the College is required to maintain a much larger set of stakeholder relationships than any other institution. This is not simply a reflection of the greater number of employers with which it must deal: it also is in a more complex set of relationships with government, school boards, and other post-secondary institutions than other colleges, not to mention with Indigenous stakeholders and with communities across southern and south-eastern Manitoba where it maintains teaching facilities. There must be some concern that this set of relationships is a heavy burden on management, particularly with a newly-slimmed senior leadership team. As it moves forward, the college may wish to think seriously about what parts of its mission it may wish to pass on to other institutions so that it may better focus on a set of core functions.

Roughly five years ago, Red River College went through a crisis of leadership. In the public eye, this had to do mostly with issues of executive privileges; among stakeholders the difficulties were somewhat different. The institution to some considerable degree lost contact with its core stakeholders, the province's employers. Most of those consulted in the course of our process mentioned these events when asked about Red River College. However, equally, stakeholders were generally positive about current management. They see significant improvements in all areas, but specifically in the institution's level of responsiveness to business concerns.

Similarly, the institution has struggled over the past decade in terms of dealing with issues related to Indigenous students and relations with Indigenous groups. Though we see no lack of willingness to tackle these issues at the college, frequent changes of leadership and difficulty in staffing a senior position responsible for Indigenous students has taken its toll on relationships with Indigenous stakeholder groups. New hires in this area and greater stability in senior management are grounds for optimism here, however.

Other positive changes internal to the organization are evident too. The executive team has been slimmed down, putting the college ahead of the curve with the broader public sector in terms of administrative restraint. Of particular note are the business processes the institution has adopted to identify and fix problems in individual programs, specifically through its system of "program storybooks" which allow college managers to see all the key data about a program instantly. This is definitely a best practice in Canadian college education, and though identifying problems is usually easier than actually making the necessary changes, this initiative demonstrates a real commitment to solving the very real challenges all colleges face with respect to keeping curricula relevant in a fast-changing world. Moreover, it seems to be the case that graduates are generally

well-satisfied with their experiences at the college, and find the skills they receive relevant in their search for employment.

All of this said, Red River College would appear to have one significant weakness, and that is with respect to completion rates. These are consistently five to ten percentage points lower compared both to Assiniboine Community College and to comparable large institutions in Ontario delivering similar mixes of programming. If there is an area where Red River College needs to focus its attention it is here.

Chapter 6: Reflections and Plans for Improvement

Though Red River College's last decade has not been without challenges, we find it at the moment to be a well-run institution which is pursuing quality control in a sustained and commendable manner. With respect to recommendations for Red River College, most of the points that we would make here stem from overall observations about the system rather than the institution itself.

1) Red River College should seek to continue to expand Indigenous access to its regular programs and adopt a formal target for Indigenous enrolments as part of its operational planning. Though the exact target numbers should be determined locally and in consultation with local Indigenous communities, the institution should consider increases in the order of 20% over the next five years. Such targets continue to build on Red River recent steps in strengthening Indigenous Education, which were highlighted in their 2016-2021 Strategic Plan and other documents.

2) As part of its ongoing program reviews, Red River College should pay particular attention as to how to better integrate "soft" or "transversal" skills into the general technical curriculum.

3) Because of its large mandate, Red River College faces a continual danger of mission over-extension. The college should be reviewing on an ongoing basis whether it needs to reduce some of its peripheral commitments and responsibilities in order to concentrate more on core missions. This will be particularly important with respect to the recommendations contained in the main report with respect to increasing provision of college services in southern and south-eastern Manitoba.

4) Completion rates should be increased. The college should commit to finding ways to increase these rates, without creating barriers to access, by five to ten percentage points over the next five years.

University College of the North

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Executive Summary

The University College of the North and its antecedents have been serving Northern Manitoba for slightly more than 50 years. In creating the University College of the North, the Government of Manitoba sought to create a single institution which integrated both college and university-level instruction to serve the needs of Northern Manitoba, with a focus on culturally sensitive and collaborative partnership to ensure the region's social and economic development.

UCN has two main campuses, in The Pas and Thompson, as well as 12 regional centres which operate through community partnerships to broaden access to post-secondary education options and strengthen communities.

Over the past ten years, the University College of the North's budgets have nearly doubled, from $25.2 million in 2005-2006 to $47.3 million in 2015-2016. The provincial grant has more than doubled during this ten-year period (101%), with tuition and student fees also increasing by 79%. With the exception of the 2011-2012 fiscal year, UCN has ended each of its fiscal years with a surplus.

In 2015-2016, UCN spent roughly $11.7 million in college programs at its the Pas campus, and $6.5 million at its Thompson campus. There was also $2.8 million spent on college-level programs at its regional centres, for a total of $21 million. This amounts to 44% of the institution's total operating costs in 2015-2016.

During this time frame, the number of base-funded university enrolments have increased almost 50%, from 410 FTE in 2011-2012 to 604 FTE in 2015-2016. At the same time, college enrolments have increased by 19% during this five-year period, from 488 FTE in 2011-2012 to 583 FTE in 2015-2016.

There are other key findings that emerged from our qualitative and quantitative research. The main findings include the following:

- *College Programs.* Administrative decisions have led to a decrease in the number of college-level programs during this ten-year period, from 44 programs offered in 2006-2007 compared to 28 programs in 2015-2016, despite a doubling of its operating budget and a 17% increase in college-level FLE enrolments. Many community members felt that UCN was becoming a university-focused institution, with the perception that it was taking resources away to serve university-level programs. Many key informants also felt that UCN was maintaining the same suite of programs, thus saturating the labour-market in some areas while ignoring other labour-market needs.

- *Graduation rates.* UCN continues to struggle with graduation rates. In its diploma programs, the 10-year graduation rate average for students enrolled in its diploma program averages between a high of 67% and a low of 40% during this period. For its certificate programs, UCN's 10-year graduation rate averages from a high of 76% and a low of 49% during this period.

- UCN suffered from a lack of public engagement, that it was unresponsive in dealing with stakeholders and in some cases stumbled when trying to meet community needs. The community and industry have therefore turned to various workarounds to try to meet their training and educational needs without UCN.

- Perhaps the strongest indication of the flagging spirit of serving the community is the fall-off in income in contract teaching – from $2.9 million in 2007-2008 to $600,000 in 2015-2016. Industry and Indigenous communities no longer really looks to UCN for solutions to training and educational challenges.

- There has been a tendency on the part of some observers to conflate the issue of introducing university programming with the issue of decreased responsiveness and on the basis of it suggesting that the institution's university side should be pared back or eliminated. We understand why people are making this link, but we disagree. The mission of UCN – providing Northern-centric training and education at both the college and university levels – remains as valid now as it was ten years ago. The region has university-level training needs (especially in health and social services), and perhaps more importantly students themselves (particularly Indigenous students) desire university-level education. A well-run local institution conscious of the need for inclusion of Indigenous content will undoubtedly provide a superior service than one run from the province's south.

Perhaps more to the point, the current economic condition of the province's North suggests that many of the trades and colleges skills which were in shortage for much of the past decade are no longer in shortage. UCN should not spend time re-litigating what should have happened in the last decade: it needs to be focused on future needs and it is by no means self-evident that the demand for college-level skills will be higher than that for university-level skills in the next decade. The point is to stay close to employers (both private- and public-sector), listen to their needs and those of communities, and design programming appropriately.

But, evidently, that means a change in management style. It means that all stakeholders need to be heard and their needs balanced. What students want is important, but so are the needs of employers. Providing university-level education is important, but so is providing better trades and college-level education. What is needed is a new management team which is energetic, entrepreneurial, diplomatic and holistic. We have confidence that the recent change in management represents an opportunity to reset UCN along these lines.

At the same time, the government should make a few legislative changes to the *University College of the North Act*, including:
- Introducing a new category of "non-voting" members of the Governing Council, where some Governors are part of the Governing Council by virtue of holding another office (elder's council, governing council, staff and faculty union leadership, student leadership). Non-voting members of the Governing Council help inform the discussion, but do not get a vote on decisions made by Governing Council.

- Bringing clarification to the role of the Elders Council, which have become perceived as a third decision-making body of equal standing to the Governing Council and the Learning Council, despite explicit reference otherwise in the legislation. The role and responsibilities of the Elders Council should be clarified to focus on providing advice on Indigenous community needs and student supports.

Introduction: Institutional Context

The history of the University College of the North spans more than 50 years. On October 11, 1966, the Northern Manitoba Vocational Center opened its doors, to support the province's efforts to industrialize its hydro, mining and forestry resources. Those resource development efforts required an increasing skilled workforce with familiarity in using the new technologies and equipment. With its main training centre in The Pas, a second campus opened in Thompson in the early 1980s.

In March 1993, the Government of Manitoba decided to align the regulatory framework for vocational training centres through the introduced the Colleges Establishment Regulation Manitoba Regulation 39/93, under the Colleges Act. Section 1 of that Regulation, established Assiniboine Community College, while section 2 established Keewatin Community College. The regulation came into force on April 1, 1993.[7]

On June 10, 2004, the *University College of the North Act* received royal assent, allowing the transformation of Keewatin Community College into a university college, under the name of the University College of the North. The legislation recognized that:

- "an integrated college and university approach offers northern Manitoba greater access to the breadth of post-secondary education programming;
- providing post-secondary education in a culturally sensitive and collaborative manner is fundamental to the social and economic development of northern Manitoba;
- post-secondary education in northern Manitoba should be learner and community centred and characterized by a culture of openness, inclusiveness and tolerance and respectful of Aboriginal and northern values and beliefs;
- elders have a unique role in fostering that environment."[8]

The University College of the North now operates two main campuses, one in The Pas, the other in Thompson. It also operates a series of regional centres as a means of bringing post-secondary education options, including adult academic upgrading, closer to Northern communities.

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[7] The *Colleges Act* (C.C.S.M. c. C150.1), Colleges Establishment Regulation, Regulation 39/93, Registered March 15, 1993. Accessed on July 10, 2017 and available at: http://web2.gov.mb.ca/laws/regs/current/_pdf-regs.php?reg=39/93.

[8] *The University College of the North Act*. Accessed on July 10, 2017 and available at: http://web2.gov.mb.ca/laws/statutes/ccsm/u055e.php.

Chapter 1: Institutional Governance and Role

UCN operates two main campuses in The Pas and Thompson and 12 regional facilities operated through community partnerships which enable UCN to pursue its goal of providing education to people where they live: Flin Flon, Churchill, Swan River, Pimicikamak Cree Nation (Cross Lake), Tataskweyak Cree Nation (Split Lake), Chemawawin Cree Nation (Easterville), Nisichawayasihk Cree Nation (Nelson House), Mathias Colomb Cree Nation (Pukatawagan), Norway House Cree Nation, Misipawistik Cree Nation (Grand Rapids), Bunibonibee Cree Nation (Oxford House), and St. Theresa Point First Nation.

Figure 1: Map of UCN delivery sites across Manitoba, with its main campuses (red dots) and its regional campus (represented with a black dot). UCN does not deliver programs in Brandon or Winnipeg.
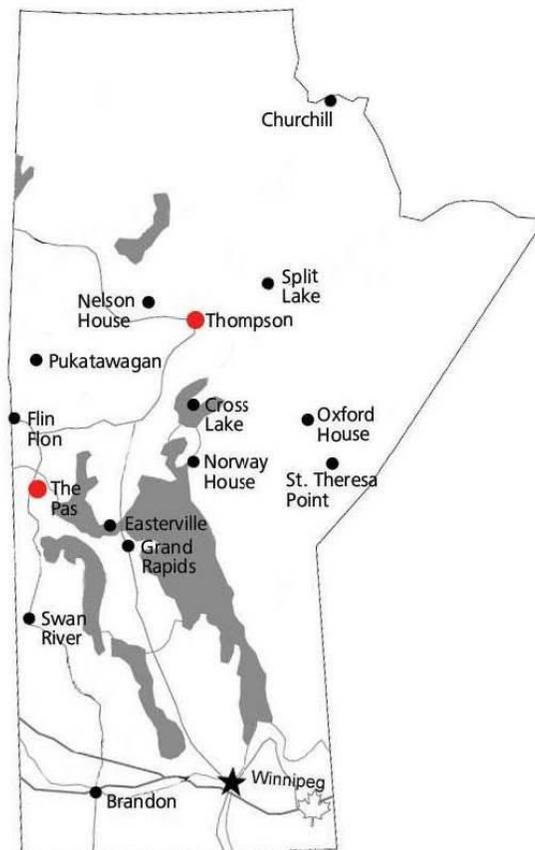
Dual Mandate

The qualitative and quantitative data found in the report focuses primarily on UCN's college education mandate. However, since UCN receives base funding to enable the delivery of both university and college programming, an analysis of its financial environment may lead to inaccurate analysis, as some overhead and administrative cost for college-level activities may be covered through their university grant.

Table 1 notes that the number of full-time equivalent student at UCN has grown over the past five years, going from 894 full-time equivalent (FTE) students in 2011-2012 to 1,168 students in 2015-2016. During that time, the university enrolments have increased by almost 50%, from 410 university FTE in 2011-2012 to 604 university FTE in 2015-2016. At the same time, the enrolment in college programs have increased, but at a slower pace. In 2011-2012, there were 484 FTE students in college-level programs, and in 2015-2016, that number had reached 564. This represents a 17% increase in the past five years.

Table 1: UCN full-time equivalent (FTE) enrolment for its university- and college-level programs between 2011-2012 and 2015-2016.						
FTE	2011-2012	2012-2013	2013-2014	2014-2015	2015-2016	Change
University	410	433	442	551	604	47%
College	484	493	529	535	564	17%
Total	894	926	971	1086	1168	31%
Source: UCN, with notes that the data is from the Government of Manitoba. Base funded programs only. University FTE = FT enrolment + (PT / 3.5); College FTE = theory + practicum hours						

UCN also reported on its number of graduates from its university and college programs (Table 2). In the five years between 2010 and 2015, the number of college graduates from UCN programs increased, as reflective of growing enrolments. At the same time, the number of university graduates has increased each year, with 56 university graduates in 2010 and more than doubling to 114, in 2015.

Table 2: The number of college and university graduates from UCN between 2010 and 2015.						
Graduates	2010	2011	2012	2013	2014	2015
University	25 / *56	23 / *42	36 / *67	37/ *71	27 / *51	72 / *114
College	233	186	210	213	200	266
Total	258 / *314	209 / *251	246 / *313	250 / *321	227 / *278	338 / *452
Source: UCN. *includes Bachelor of Nursing						

Chapter 2: Programs

This chapter focuses on the non-degree programs delivered by the University College of the North during the past 10 years, the period of study for this college review. The chapter presents information on a variety of ways, including the program clusters at UCN and the years such programs were offered, the evolution of programs during this period, and the program costs.

Program Clusters: Regular Programs

The University College of the North has organized its university and college programs within six faculties or centres. They are:

- Faculty of Arts, Business and Science;
- College of Trades and Technology;
- Centre for Aboriginal Languages and Culture;
- Kenonow Faculty of Education;
- Faculty of Health; and
- UCN Adult Learning Centres.

The number of college-level programs (certificates and diplomas) has fluctuated over the past decade, with 44 programs offered in 2006-2007 compared to 28 programs offered in 2015-2016.

A) Faculty of Arts, Business and Science

The Faculty of Arts, Business and Science has offered 9 certificate programs and 8 diploma programs as part of its programs offerings over the past 10 years (Table 3). The number of college-level programs has decreased over the decade, with 12 programs offered in 2006-2007, and reducing to 4 programs in 2015-2016. During this 10-year period, only one program has been offered every year: a diploma program in business administration. In recent years, the programs in computer sciences has been winded down, with such programs last being offered in 2012-2013 and 2013-2014, respectively.

Table 3: List of non-degree programs offered by the Faculty of Arts, Business and Science between 2006-2007 and 2015-2016.										
	2006-07	2007-08	2008-09	2009-10	2010-11	2011-12	2012-13	2013-14	2014-15	2015-16
Certificate Programs										
Basic Business Principles		X	X						X	X
Business Accountancy	X									
Computerized Business Skills	X	X	X	X	X	X	X	X		
Computerized Business Applications	X	X	X	X	X	X	X	X		
Computerized Office Skills	X	X	X	X	X	X	X	X		
General Studies Non-Program	X								X	
Management Studies	X									
Office Assistant Certificate									X	X
Recreation Leadership	X									
Diploma Programs										
Aboriginal Self-Government Administration	X	X	X	X						
Administrative Assistant	X	X	X	X	X	X	X	X		
Administrative Assistant Finance	X									
Business Administration Diploma	X	X	X	X	X	X	X	X		
Community Economic Development	X	X	X	X						
Ininiw Nekani Human Resource Management										X
Office Administration							X	X		
Restorative Justice and Conflict Resolute	X	X	X	X						

B) College of Trades and Technology

The College of Trades and Technology have been offering 3 apprenticeship programs, 17 certificate programs and 7 diploma programs as part of its programs offerings between 2006-2007 and 2015-2016 (Table 4). While there were 21 programs offered in 2006-2007, the number of programs offered in 2015-2016 was reduced to 14. Five certificate programs have been offered every year of the past decade: carpentry/woodworking, culinary arts, electric trades fundamentals, heavy duty mechanics and industrial welding. The three apprenticeship programs have been offered every year of past decade. There have been two diploma programs offered within this Faculty for the past two academic years.

Table 4: List of non-degree programs offered by the College of Trades and Technology between 2006-2007 and 2015-2016.	2006-07	2007-08	2008-09	2009-10	2010-11	2011-12	2012-13	2013-14	2014-15	2015-16
Apprenticeship										
Carpentry Apprenticeship	▪	▪	▪	▪	▪	▪	▪	▪	▪	▪
Industrial Electrical Apprenticeship	▪	▪	▪	▪	▪	▪	▪	▪	▪	▪
Industrial Mechanic Apprenticeship	▪	▪	▪	▪	▪	▪	▪	▪	▪	▪
Certificate Programs										
Automotive Technician	▪									
Building Construction	▪									
Carpentry/Woodworking	▪									
Civil/CAD Technician	▪		▪							
Commercial Cooking Aide	▪									
Computer Systems Technician	▪						▪			
Culinary Arts	▪	▪								
e-business Application Developer	▪	▪	▪							
Electrical Trades Fundamentals	▪	▪								
Exploration Technician	▪						▪		▪	
Facilities Basic Maintenance	▪									
Heavy Duty Mechanics	▪	▪								
Heavy Equipment Operator Training		▪								
Industrial Welding	▪	▪								
Plumbing Trades Fundamentals	▪	▪								▪
Preparation for Technology	▪									▪
Small Motor Repair	▪									▪
Diploma Programs										
Chemical Engineering Technology	▪	▪	▪	▪	▪	▪	▪	▪	▪	▪
Civil/CAD Technology Co-op	▪	▪	▪	▪	▪	▪	▪	▪		
Computer Programmer/Analyst	▪	▪	▪	▪	▪	▪	▪	▪	▪	
Computer Systems Technology	▪	▪	▪	▪	▪	▪	▪	▪	▪	
Electrical/Electronic Technology	▪	▪	▪	▪	▪	▪	▪	▪	▪	▪
Facilities Technician	▪	▪	▪	▪	▪	▪	▪	▪	▪	▪
Natural Resources Management Technology	▪	▪	▪	▪	▪	▪	▪	▪	▪	▪

C) Kenonow Faculty of Education

The Faculty of Education has the most focused mandate of all faculties and centres on campus (Table 5). Within its college-level programs, this Faculty has three certificates and two diploma programs. The diploma in early childhood education is the only college-level program that has been offered continuously for the past ten years.

Table 5: List of non-degree programs offered by the Faculty of Education between 2006-2007 and 2015-2016	2006-07	2007-08	2008-09	2009-10	2010-11	2011-12	2012-13	2013-14	2014-15	2015-16
Certificate Programs										
Aboriginal & Northern Counelling Skill										▪
Early Learning and Child Care						▪	▪	▪	▪	▪
Educational Assistant Certificate	▪					▪				
Diploma Programs										
Early Childhood Education		▪	▪	▪	▪	▪	▪	▪	▪	▪
Educational Rehabilitation Assistant	▪									

D) Faculty of Health

The Faculty of Health have been offering 9 certificate programs and 1 diploma program as part of its programs offerings between 2006-2007 and 2015-2016 (Table 6). Three of the programs have been offered each year throughout the period, including dental assisting, health care aide and law enforcement. In 2016-2017, UCN announced the cancellation of the dental assisting program. The diploma in practical nursing has been offered six times during this period, from 2010-2011.

Table 6: List of non-degree programs offered by the Faculty of Health between 2006-2007 and 2015-2016.										
	2006-07	2007-08	2008-09	2009-10	2010-11	2011-12	2012-13	2013-14	2014-15	2015-16
Certificate Programs										
Dental Assisting										
General Studies Preparation for Health										
Health Care Aide										
Health Education Access Program										
Health Transition Certificate										
Law Enforcement										
Law Enforcement Correctional Officer										
Mental Health for Licensed Practical Nurse										
Preventive Dentistry Scaling										
Diploma Programs										
Diploma in Practical Nursing										

E) Adult Learning Centres

The Adult Learning Centres has been focusing on multiple strategies to support learning with their preparation for post-secondary program (Table 7). They have offered their mature high school diploma each year during the past 10 years, and they have launched in previous years general studies programs: literacy certificate and a general studies: college preparation certificate. In recent years, only the mature high school diploma program was offered. UCN is planning to run its adult learning centres in a different iteration, starting in 2018-2019.

Table 7: List of non-degree programs offered by Adult Learning Centres between 2006-2007 and 2015-2016.										
	2006-07	2007-08	2008-09	2009-10	2010-11	2011-12	2012-13	2013-14	2014-15	2015-16
Certificate Programs										
General Studies: Literacy										
General Studies: Adult Education										
General Studies: College Preparation										
Diploma Programs										
Mature High School Diploma										

F) Centre for Aboriginal Languages and Culture

UCN's Centre for Aboriginal Languages and Culture works in partnership to strengthen indigenous languages and culture in Northern Manitoba. The Certificate in Teaching Ininimowin is the only post-secondary program that is offered entirely in Cree. The program is offered in partnership with the UCN Community Based Services and/or federal/provincial schools. It is offered one week per month to community people or certified teachers who are fluent Cree

speakers and are interested in learning Cree teaching methods in school programs. The one week module offering also gives teachers the opportunity to continue teaching while enrolled in the program. The certificate program consists of 31 credit hours (ten 3 credit hour courses and one 1 credit course). It has been successfully offered at Norway House 2009-2010 and Opaskwayak Cree Nation (OCN) 2011-2012. Norway House graduated 10 students and OCN graduated approximately 12 students June 2013.

Program Clusters: Contract Training and Corporate Training.

The University College of the North has delivered programs beyond their regular programs to respond to local needs. The following two tables summarizes their list of programs offered through contract training or corporate training (Tables 8 and 9). In some years, UCN was more active in delivering such programs, with 2007-2008 as being among the busiest years. In recent years, UCN's activities in such programs have reduced considerably.

Here are a few examples of how such programs have altered over time.

- The content and learning outcomes of the Applied Counselling Skills was revised, and subsequently relaunched as the Aboriginal and Northern Counselling Skills Certificate. That program is being offered in 2 regional centre locations currently, with another starting in the Opaskwayak Cree Nation (OCN) community in The Pas.
- The Manitoba First Nations Education Resource Centre is also delivering program in partnership with UCN.
- Health Care Aid has also been offered in more recent years in some communities as contract training.
- The Community Development Administration and First Nation Active Measures Social Development are actually diploma programs created in response to specific needs of client, and were approved for one time delivery only. That's why only one delivery is shown.
- The downturn in the mining economy over the past decade has reduced demand for training in mineral processing and underground mining.
- Truck driver training has been delivered 2 to 4 times per year for the last 4 years.

Table 8: List of continuing education programs offered between 2006-2007 and 2015-2016.	2006-07	2007-08	2008-09	2009-10	2010-11	2011-12	2012-13	2013-14	2014-15	2015-16
Aboriginal Languages - Certificate Programs										
Certificate in Teaching Ininimowin							X	X	X	
Faculty of Education - Certificate Programs										
Applied Counselling Skills	X	X	X	X	X	X	X	X	X	
Education Assistant Certificate		X	X	X	X	X	X	X	X	
Faculty of Education - Diploma Programs										
Early Childhood Education										
Faculty of Arts, Business, and Science - Certificate Programs										
Certification in Computer Applications	X									
General Studies: Non-Program										
Natural Resource Worker										
Faculty of Arts, Business, and Science - Diploma Programs										
Business Administration		X								
Community Development and Administration							X	X	X	
First Nation Active Measures Social Development										X
Faculty of Health - Certificate Programs										
Health Care Aide										
College of Trades and Technology - Certificate Programs										
Applied Building Construction										X
Heavy Equipment Operator		X								
Wilderness Safety Training										X
College of Trades and Technology - Diploma Programs										
Civil/CAD Technology Co-op			X							

Table 8: List of continuing education programs offered between 2006-2007 and 2015-2016.	2006-07	2007-08	2008-09	2009-10	2010-11	2011-12	2012-13	2013-14	2014-15	2015-16
Aboriginal Languages - Certificate Programs										
Certificate in Teaching Ininimowin	X	X	X	X	X	X	X	X	X	
Adult Learning - Certificate Programs										
General Studies: Adult Education	X	X	X	X	X	X	X	X	X	X
General Studies: College Preparation	X	X	X	X	X	X	X	X	X	X
Adult Learning - Diploma Programs										
Mature High School Diploma	X	X	X	X	X	X	X	X	X	X
Faculty of Education - Certificate Programs										
Applied Counselling Skills	X									
Childcare Assistant	X									
Education Assistant Certificate	X									
Faculty of Education - Diploma Programs										
Early Childhood Education	X	X	X	X	X	X	X	X	X	X
Faculty of Arts, Business, and Science - Certificate Programs										
Basic Business Principles		X	X	X	X	X	X	X	X	X
Business Accountancy		X	X	X	X	X	X	X	X	X
Housing Management			X							
General Studies: Non-Program		X	X	X	X	X	X	X	X	X
Recreation Leadership		X	X	X	X	X	X	X	X	X
Faculty of Arts, Business, and Science - Diploma Programs										
Business Administration		X	X	X	X	X	X	X	X	X
Community Development and Administration				X	X	X	X	X		
First Nation Active Measures Social Development							X	X	X	X
Ininiw Nekani Human Resource Management								X	X	X
Faculty of Health - Certificate Programs										
Health Care Aide		X	X	X	X	X	X			
Health Transition Certificate							X	X		
College of Trades and Technology - Certificate Programs										
Applied Building Construction								X	X	
Automotive Technician								X	X	
Basic Drywall Applicator			X							
Carpenter Training Level 1			X	X						
Carpentry Apprenticeship		X		X						
Carpentry/Woodworking				X						
Cook's Helper	X									
Culinary Arts		X						X	X	
Exploration Camp Training Entry Level			X							
Facilities Basic Maintenance										
Heavy Equipment Operator	X			X		X		X		
Industrial Electrical Apprenticeship										
Industrial Mechanic Apprenticeship			X							
Introduction to Industry Certificate					X					
Maintenance Management Professional										
Mineral Processing			X		X					
Prospector Training					X					
Small Motor Repair				X						
Underground Core Mining Phase One			X							
Underground Core Mining Phase Two			X							
Welder Training Level 1			X							
College of Trades and Technology - Diploma Programs										
Facilities Technician			X				X		X	

14

Program Review

The University College of the North (UCN) provides a summary of its schedule to review its regular programs (Table 10). The January 2014 *Procedures for the Faculty Review of Programs* outlines the process of bringing three external reviewers, and those costs are planned for through the regular budget cycle. At the same time, every program is assessed to strengthen the indigenous content of each program.

Table 10: Program Review Schedule	
2016-2017	
Health Care Aide	Health
Automotive Technician	Certificate
2017-2018	
Diploma in Practical Nursing	Diploma
Carpentry/Woodworking	Certificate
2018-2019	
Law Enforcement	Health
Culinary Arts	Certificate
2019-2020	
Office Assistant	Cert
Early Childhood Education	Diploma
Electrical Trades Fundamentals	Certificate
2020-2021	
Natural Resources Mgmt Technology	Diploma
Early Learning and Childcare	Post-Dip
Facilities Technician	Diploma
2021-2022	
Educational Assistant	Certificate
Heavy Duty Mechanics	Certificate
Industrial Welding	Certificate
Plumbing Trades Fundamentals	Certificate

Overall College Program Costing

The University College of the North (UCN) has provided financial data relating to its program delivery cost, by academic program (Table 11). The information provides the ability to conduct both an historical comparison of program costs (both academic delivery and overhead costs) at its The Pas and Thompson campuses as well as for all regional delivery sites. The institution has also provided the number of full-load equivalent students, thus allowing a comparison of cost per full-load equivalent student. The methodology used in calculating program costs was determined in consultation with the Ministry of Education and Training more than 15 years ago, and some post-secondary institutions have continued preparing these reports.

In 2015-2016, UCN expended $21 million to support non-degree programs and activities. Of this amount, UCN expends roughly 51% of its budget on programs delivered at its The Pas campus, starting at roughly $8.5 million in 2005-2006 and rising to $11.7 million in 2015-2016. At the same time, the number of FLE has fluctuated, with the lowest FTE count in 2006-2007 with 174.5 FLE and the highest FLE count in the most recent available year (2015-2016) with 418.3 FLE. When the FLE was at their lowest within this period (2006-2017), the cost per FLE reached almost $48,000. At its highest FLE, the cost per FLE roughly $28,000. The total program costs have

increased by 39% while the cost per FLE has remained stable throughout the 10-year period, and a possible decrease when adjusting all figures in constant 2017 dollars.

The Thompson campus has also seen increased program costs between 2005-2006 and 2015-2016, starting at a total program cost of $5.7 million in 2005-2006 and increasing to $6.5 million in 2015-2016. However, the pace of growth has been slower than at the The Pas campus, a 13% increase over the decade. The main story at the Thompson campus is the decreasing FLE count in college programs, with a high point in 2005-2006 of 272.3 FLE to a low point of 123.7 FLE in 2015-2016. This significant reduction over the past decade has led to rising cost per FLE at the Thompson campus, reaching $52,310 per FLE in 2015-2016.

Finally, the delivery of academic programs has also become an increasing focus for UCN, heading to communities where learners are located. In 2005-2006, UCN allocated program costs of $3 million to academic program delivery in its regional centres in 2005-2006, and that investment has increased in recent years, reaching a high of $5 millions in both 2013-2014 and 2014-2015. It should be noted that expenditures in regional centres decreased significantly ($2.8 million) in the last year of the reference period. Despite the fluctuating FLE numbers, the program delivery cost was lower than at its main campuses in The Pas and Thompson, with cost per FLE ranging from $9,945 in peak student enrolment years to $23,510 when enrolled were among the lowest recorded during this period. This is primarily a reflection of the nature and the length of the programs offered in regional centres.

Table 11: Total program cost, full-load equivalent students and cost per FLE at The Pas, Thompson and Regional Centres per year, between 2005-2006 and 2015-2016.								
	The Pas Campus			**Thompson Campus**			**Regional Centres**		
	Total Costs	**FLE**	**Cost per FLE**	**Total Costs**	**FLE**	**Cost per FLE**	**Total Costs**	**FLE**	**Cost per FLE**
05-06	$8,467,714	320.3	$26,434	$5,727,098	272.3	$21,033	$3,037,575	211.0	$14,388
06-07	$8,369,551	174.5	$47,952	$5,021,223	137.1	$36,633	$2,668,697	141.4	$18,873
07-08	$9,340,659	367.7	$25,400	$5,711,646	176.4	$32,386	$3,271,500	249.7	$13,104
08-09	$9,647,246	413.3	$23,342	$4,804,011	121.9	$39,422	$4,279,190	262.8	$16,286
09-10	$10,598,154	403.4	$26,273	$5,982,765	175.8	$34,024	$4,556,104	186.3	$24,452
11-12	$10,322,610	353.1	$29,235	$5,978,426	177.1	$33,759	$3,350,400	272.0	$12,316
12-13	$11,616,108	399.8	$29,053	$6,072,904	166.4	$36,491	$3,971,314	252.4	$15,737
13-14	$11,186,977	394.1	$28,386	$5,664,701	199.8	$28,350	$5,028,340	402.4	$12,496
14-15	$10,958,209	410.5	$26,696	$5,597,075	133.0	$42,096	$5,026,140	505.4	$9,945
15-16	$11,743,035	418.3	$28,073	$6,472,336	123.7	$52,310	$2,841,711	120.9	$23,510

Individual College Program Costing

Beyond the summary of total cost, full load equivalent (FLE) students and costs per FLE student, it is possible to do a deeper dive, at the program level. The following four tables uses the same format at the previous table to present the data at the program level, for The Pas (Table 12) and

Thompson (Table 13) campuses and the Regional Centres for full-time (Table 14) and part-time programs (Table 15).

At The Pas campus, the four most expensive programs for delivery were the industrial mechanic apprenticeship program at $1.4 million, followed by the natural resources management technology at $1.2 million, business administration, at $800 000 and dental assisting, at $700,000 (Table 12). The natural resources management technology had fewer enrolled students – 15.24 in 2014-2015 and 23.92 FEL in 2015-2016 – resulting in cost per FLE student of $81,000 in 2014-2015 and $57,000 in 2015-2016.

Among the apprenticeship programs, the cost per FLE student for the industrial mechanic apprenticeship program was one of the lowest at The Pas campus, at roughly $10,000 in both years, given 139 FLEs in 2014-2015 and 128 FLEs in 2015-2016.

Other programs have significantly higher cost per FLE student in light of lower enrolments. The highest cost per FLE student in 2014-2015 and 2015-2016 was for dental assisting, at $97,000 in 2014-2015 and $200,000 in 2015-2016. Industrial mechanics cost roughly $90,000 per FLE student in 2014-2015. Other trades programs also had higher cost per FLE than other programs that are more classroom based. For example: the cost per FLE student in 2015-2016 for trades programs were the following: $70,000 for automotive technician; $59,000 for heavy duty mechanics; $57,000 for carpentry/woodworking; and $53,000 for basic electrical. For some of mostly classroom-based programs, the cost per FLE student in 2015-2016 was the following: $16,000 for Aboriginal and northern counselling skills; and $17,000 for mature high school diploma; and $24,000 for business administration.

At the Thompson campus (Table 13), the program offerings are more limited, with 183.59 FLE in 2015-2016. Among these, almost 60% were in three programs: 48.29 FLE in early childhood education, 39.13 in mature high school diploma and 20 FLE in carpentry apprenticeship. The program delivery cost for early childhood education in 2015-2016 was $1.6 million, or $33,000 per FLE student. Some programs had fewer than 20 FLE, resulting in significantly higher cost per FLE student: $85,000 for pre-employment plumbing; $65,000 for culinary arts; $62,000 for basic maintenance; and $29,000 for office assistant.

Finally, at Regional Centres, UCN has been able to deliver programs at lower operating cost, on average (Table 14). For example, here are some costs per FLE in 2015-2016: basic electrical in Norway House, at $27,000; early childhood education in Churchill, at $25,000; health care aide delivery in Flin Flon and in Swan River, $21,000; and heavy duty mechanic in Swan River, $20,000. The highest cost per FLE within a regional centre was for the diploma in practical nursing at Swan River, at $84,000.

Part-time programs mostly focus on general studies and pre-employment programs (Table 15). With 17 students in general studies in Cross Lake, the cost per FLE student is slightly under $10,000. The same program offered in St. Theresa Point with only 2 students leads to costs of $78,000 per student.

PROGRAM	Total Costs ($) 2014-15	Full Load Equivalent Students*	Cost per FLE Student	Total Costs ($) 2015-16	Full Load Equivalent Students*	Cost per FLE Student
Office Administration/ Administrative Assistant	336,480	6.63	50,751	410,190	12.39	33,107
Automotive Technician	327,096	6.95	47,064	439,323	6.27	70,067
Aboriginal & Northern Counselling Skills	NA	NA	NA	95,496	6.01	15,890
Business Administration	804,536	32.16	25,017	911,323	37.69	24,179
Basic Business Principles	NA	NA	NA	36,092	1.00	36,092
Basic Electrical	554,881	7.86	70,595	635,840	11.86	53,612
Culinary Arts	448,125	9.53	47,023	463,667	11.47	40,424
Computer Programmer Analyst	55,836	-	55,836	1,348	-	1,348
Dental Assisting	722,582	7.42	97,383	694,854	3.47	200,246
Early Childhood Education	631,797	14.74	42,863	782,672	16.73	46,783
Carpentry/Woodworking	567,806	11.03	51,478	557,797	9.79	56,976
General Studies	434,203	19	22,853	148,041	5	29,608
Heavy Duty Mechanics	504,278	10.65	47,350	515,365	8.70	59,237
Health Care Aide	294,009	5.72	51,400	324,787	11.14	29,155
Ininiw Nekani Human Resource	NA	NA	NA	5,849	5.45	1,073
High School Power Mech.	448,531	11	40,776	365,923		33,266
High School Industrial Welding	127,725	2	63,862	154,951	6	25,825
Industrial Electrical Apprenticeship	485,397	37	13,119	436,766	14	31,198
Industrial Electrical Apprenticeship - CN Electrical	323,569	33	9,805	320,861	32	10,027
Industrial Mechanic Apprenticeship	1,365,804	139	9,826	1,405,287	128	10,979
Industrial Welding	418,215	4.65	89,939	571,422	11.90	48,019
Law Enforcement/Law Enforcement Correctional Officer	693,357	20.02	34,633	526,414	10.89	48,339
Natural Resources Management Technology	1,237,915	15.24	81,228	1,372,685	23.92	57,387
Mature High School Diploma	176,067	16.88	10,430	566,083	33.63	16,833
Subtotal The Pas Campus	**10,958,209**	**410.0**	**26,727**	**11,743,035**	**418.31**	**28,073**

*Numbers that are presented without a decimal point are actual head counts, and not FLE. In the review of this table, UCN commented that some information was missing or perceived to be inaccurate. However, no additional information was provided by UCN to provide corrections.

Table 13: Program Costing at the Thompson Campus by individual programs, with the number of full-load equivalents (FLE) students and cost per FLE						
PROGRAM	**Total Costs ($) 2014-15**	**Full Load Equivalent Students**	**Cost per FLE Student**	**Total Costs ($) 2015-16**	**Full Load Equivalent Students**	**Cost per FLE Student**
Culinary Arts	387,534	5.94	65,241	703,601	10.82	65,028
Business Administration	776,499	27.45	28,288	691,995	19.70	35,127
Basic Maintenance				1,029,446	16.57	62,127
Carpentry Apprenticeship	1,666	-	1,666	284,998	20.00	14,250
Civil /CAD Technology Coop	2,799	-	2,799	1,651	-	1,651
Computerized Business Applications	2,799	-	2,799	NA	NA	NA
Computer Systems Technology	68,023	-	68,023	NA	NA	NA
Early Childhood Education	149,624	-	149,624	1,584,756	48.29	32,817
Electrical/Electronic Technology	425,073	5.19	81,902	4,268	-	4,268
Facilities Tech	425,073	5.19	81,902	NA	NA	NA
General Studies	1,039,979	31.00	33,548	378,995	12.00	31,583
Health Care Aide	116,532	4.06	28,702	136,612	7.17	19,053
Pre-Employment Plumbing	111,295	2.72	40,917	151,931	1.78	85,355
Office Assistant	300,557	9.94	30,237	376,225	8.13	46,276
Mature High School Diploma	310,363	29.82	10,408	1,127,856	39.13	28,823
Subtotal Thompson Campus	**5,597,075**	**132.96**	**42,096**	**6,472,336**	**183.59**	**52,310**

*Numbers that are presented without a decimal point are actual head counts, and not FLE. In the review of this table, UCN commented that some information was missing or perceived to be inaccurate. However, no additional information was provided by UCN to provide corrections.

Table 14: Program Costing at the Regional Centres, full time programs by individual programs, with the number of full-load equivalents (FLE) students and cost per FLE			
PROGRAM	**Total Costs ($) 2015-16**	**Full Load Equivalent Students***	**Cost per FLE Student**
Small Motor Repair (Cross Lake)	235,056	12.25	19,188
Early Childhood Education (Churchill)	49,914	1.97	25,337
ECE (Grand Rapids)	35,645		35,645
Office Assistant (Flin Flon)	28,632		28,632
Health Care Aide (Flin Flon)	143,749	6.83	21,047
General Studies (Nelson House)	312,445	27.69	11,284
Automotive Technician (Norway House BC 16027)	2,481		2,481
Basic Electrical (Norway House)	328,758	11.89	27,650
ECE (Norway House)	426,103	16.00	26,631
Health Care Aide (Norway House)	8,511		8,511
ECE (Pukatawagan)	51,418		51,418
Diploma in Practical Nursing (Swan River)	670,915	8	83,864
Industrial Mechanic Apprenticeship (Swan River)	56,168	8	7,021
Industrial Welding (Swan River)	164,204	9.95	16,503
Automotive Technician (Swan River)	8,455	0.51	16,578
Business Administration (Swan River)	66,070	5.30	12,466
Heavy Duty Mechanics (Swan River)	95,378	4.84	19,706
Health Care Aide (Swan River)	157,810	7.64	20,656
Subtotal Regional Centres	**2,841,711**	**120.87**	**23,510**

*Numbers that are presented without a decimal point are actual head counts, and not FLE. In the review of this table, UCN commented that some information was missing or perceived to be inaccurate. However, no additional information was provided by UCN to provide corrections.

Table 15: Program Costing at the Regional Centres, part-time programs by individual programs, with the number of full-load equivalents (FLE) students and cost per FLE

PROGRAM	Total Costs ($) 2015-16	Full Load Equivalent Students*	Cost per FLE Student
General Studies (Churchill)	10,416	26	401
Carpentry/Woodworking (Cranberry Portage)	159,656	38	4,201
Pre-Employment Plumbing (Norway House)	98,686	2.44	40,445
Northern Manitoba Mining Academy	316,810	-	316,810
Education Assistant (Flin Flon)	9,780	-	9,780
Applied Counselling Skills (Flin Flon)	3,750	-	3,750
Applied Counselling Skills (Swan River)	14,165	2.19	6,468
Basic Business Principles (Swan River)	7,402	0.65	11,388
Applied Business Construction (The Pas)	6,628	5	1,326
Educational Assistant Certificate (The Pas)	81,485	-	81,485
General Studies (The Pas)	40,755	43	948
Wilderness Safety Training (The Pas)	26,051	18.67	1,395
Early Learning and Child Care (Grand Rapids)	1,531	0.68	2,251
General Studies (Thompson)	34,124	62	550
Facilities Technician (Oxford House)	126,407	2.58	48,995
Education Assistant (Cross Lake)	4,416		4,416
General Studies (Cross Lake)	160,296	17	9,429
General Studies (Oxford House)	74,099	3	24,700
General Studies (Pukatawagan)	126,883	6	21,147
General Studies (Grand Rapids)	27,726	5	5,545
General Studies (Nelson House)	91,831	10	9,183
General Studies (Norway House)	79,554	-	79,554
Early Learning and Child Care (Norway House)	3,069	1.29	2,379
General Studies (Split Lake)	181,073	9	20,119
General Studies (St. Theresa Point)	155,120	2	77,560
Subtotal Regional Centres	**1,841,711**	**254.50**	**7,237**

*Numbers that are presented without a decimal point are actual head counts, and not FLE. * In the review of this table, UCN commented that some information was missing or perceived to be inaccurate. However, no additional information was provided by UCN to provide corrections.

Chapter 3: Student Success: Student Learning, Retention, and Graduation

The review of the college sector in Manitoba is also interested in exploring the ability of each institution to recruit, retain and graduate its students. For those reasons, the University College of the North, along with the four other institutions included in this review, were requested to provide key data on student success measures, including enrolment and graduation rates. This chapter provides a detailed analysis of the information provided by the University College of the North.

Enrolments

Table 16 summarizes the number of enrolled students (both headcounts and FTE) in UCN's apprenticeship, certificate and diploma programs from 2006-2007 and 2015-2016.

In that 10-year span, UCN always attracted around 200 unique students in its apprenticeship programs, representing between 46 and 74 FTE, depending on the year. There were more students were enrolled certificates programs than diploma or apprenticeship programs. In 2008-2009, UCN had the highest number of students enrolled in certificate programs, with 421 unique students, representing 283 FTE. By 2015-2016, those numbers had decreased to 300 unique students, or 256 FLT.

Finally, UCN recruited a growing number of students in its diploma programs, with 325 unique students, or 174 FTE, in 2008-2009, and growing to 399 unique students, or 234 FTE.

Table 16: List of headcount and FTE by base-funded programs at UCN between 2008-2009 and 2015-2016.																
Program	2008-2009		2009-2010		2010-2011		2011-2012		2012-2013		2013-2014		2014-2015		2015-2016	
	#	FTE	#	FTE	#	FTE	#	FTE	#	FTE	#	FTE	#	FTE	#	FTE
Carpentry Apprenticeship	45	3.9	34	5.1	23	2.1	27	9.1	10	2.3	16	5	20	7.1	20	7
Industrial Electrical Apprenticeship	27	11.5	28	12.3	23	8.5	48	17.2	55	26.3	74	32.5	70	29.3	46	21.8
Industrial Mechanic Apprenticeship	156	38.2	159	37.4	155	35.3	146	46	127	40.4	128	42.2	139	45.5	136	45.6
Total Apprenticeship	228	53.5	221	54.8	201	45.8	221	72.2	192	69	218	79.7	229	82	202	74.4
Aboriginal & Northern Counselling Skills	-	-	-	-	-	-	-	-	-	-	-	-	-	-	11	1.2
Automotive Technician	-	-	-	-	2	2.7	4	4.8	8	8.7	18	25.4	11	13.6	10	9.4
Basic Business Principles	10	7.9	-	-	-	-	10	7.3	-	-	5	1	1	0.3	5	2
Building Construction	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
Business Accountancy	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
Carpentry/Woodworking	18	13.4	25	20.2	28	20.7	34	21.3	40	29.9	54	45.7	51	31.1	10	13.5
Civil/CAD Technician	-	-	1	0.3	-	-	-	-	-	-	-	-	-	-	-	-
Commercial Cooking Aide	1	1.4	6	7.3	12	12.3	-	-	-	-	-	-	-	-	-	-
Computer Systems Technician	-	-	-	-	-	-	-	-	-	-	1	0.2	-	-	-	-
Computerized Business Skills	8	6.5	6	3.7	3	2.4	5	2.7	1	0.1	-	-	-	-	-	-
Computerized Business Applications	23	22.1	7	4.4	5	3.4	9	6.5	8	7	1	0.5	-	-	-	-
Computerized Office Skills	-	-	-	-	-	-	-	-	5	3.8	2	0.5	-	-	-	-
Culinary Arts	12	15.2	7	8.6	15	16.6	8	9.3	10	11.8	6	7.6	16	20.8	23	29.7
Dental Assisting	22	23.4	8	8.5	7	5.3	11	9.3	10	11.1	8	5.5	8	9.6	7	5.3
Early Learning and Child Care	-	-	-	-	-	-	7	0.3	7	1.7	6	0.9	3	0.1	12	2.5
e-business Application Developer	1	0.8	-	-	-	-	-	-	-	-	-	-	-	-	-	-
Educational Assistant Certificate	32	10.3	54	12.6	-	-	16	2	-	-	-	-	-	-	-	-
Electrical Trades Fundamentals	19	16.2	26	38.1	14	20	10	13.4	13	16.7	13	18.6	9	11.8	24	33
Exploration Technician	-	-	-	-	-	-	-	-	8	1.9	11	5	-	-	-	-
Facilities Basic Maintenance	11	16.2	2	2.9	8	7.4	-	-	6	0.6	5	6.9	11	15.6	18	25.1
General Studies Literacy	3	0.4	-	-	-	-	-	-	-	-	-	-	-	-	-	-
General Studies Preparation for Health Careers	1	0.6	-	-	-	-	-	-	-	-	-	-	-	-	-	-
General Studies: Adult Education	58	20.6	64	29.8	64	20.4	36	11.7	51	20.6	43	16.2	47	16.2	17	5.9
General Studies: College Preparation	21	12.4	19	10	27	14.3	33	14.9	9	3.8	37	20.4	21	11.8	20	11.3
General Studies: Non-Program	35	8.7	5	0.2	21	8.7	14	9.1	-	-	-	-	2	-	-	-

Health Care Aide	45	24.1	42	18.6	38	14	49	17.1	28	12.8	38	18.2	29	15.1	41	19.5
Health Education Access Program	8	4.7	-	-	-	-	-	-	-	-	-	-	-	-	-	-
Health Transition Certificate	-	-	50	17.9	35	17.2	24	12.3	29	16.2	-	-	-	-	-	-
Heavy Duty Mechanics	33	31.9	34	37.8	31	28.3	33	32.4	21	28	13	15.8	25	29.6	16	18.2
Heavy Equipment Operator Training	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
Industrial Welding	22	20.2	16	12.7	12	9.8	10	5.4	10	8.8	10	10.3	11	9.9	23	24.3
Law Enforcement	18	16	10	8.1	12	11	6	5.1	10	9.6	14	12.3	20	19.2	12	12.5
Law Enforcement Correctional Officer Training	5	5.9	2	1.6	5	6.2	2	2.4	4	4.4	-	-	-	-	-	-
Management Studies	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
Mental Health for Licensed Practical Nurses	9	1.2	9	1	-	-	-	-	-	-	-	-	-	-	-	-
Office Assistant Certificate	-	-	-	-	-	-	-	-	-	-	-	-	25	21.5	24	22.9
Plumbing Trades Fundamentals	-	-	-	-	11	11.4	7	7.1	11	7	4	1.5	18	19.5	15	7.2
Preparation for Technology	3	1.8	3	1.4	8	6.3	2	1.5	4	3.2	-	-	-	-	-	-
Preventive Dentistry Scaling	3	0.7	-	-	-	-	-	-	-	-	-	-	-	-	-	-
Recreation Leadership	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
Small Motor Repair	-	-	-	-	8	7.4	-	-	-	-	-	-	-	-	12	12.2
Total Certificate	421	283	396	246	366	246	330	196	293	208	289	213	308	246	300	256
Aboriginal Self-Government Administration	5	1.7	1	0.5	-	-	-	-	-	-	-	-	-	-	-	-
Administrative Assistant	13	10.9	18	14.7	11	8.7	16	12.1	4	2.3	2	0.7	-	-	-	-
Business Administration	123	52.9	126	63.7	148	62.6	108	50.8	84	46.2	84	52.1	99	56.3	92	51.7
Chemical Engineering Technology	5	3.4	6	4.2	2	1.2	-	-	-	-	-	-	-	-	-	-
Civil/CAD Technology Co-op	5	4.7	6	7.8	5	5.9	6	5.4	2	0.8	-	-	-	-	-	-
Community Economic Development	2	1.1	-	-	-	-	-	-	-	-	-	-	-	-	-	-
Computer Programmer/Analyst	1	0.1	-	-	4	2.4	13	6.8	7	4.4	1	0.7	-	-	-	-
Computer Systems Technology	5	3.5	5	5.1	3	1.8	2	2	4	2.6	1	1	-	-	-	-
Diploma in Practical Nursing	-	-	-	-	31	13.1	11	11	18	8.2	15	16.3	15	7.7	8	8.8
Early Childhood Education	68	30.8	64	50	59	58.8	36	31.4	96	60	89	55.9	97	71.8	111	81.4
Educational Rehabilitation Assistant	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
Electrical/Electronic Technology	7	7.6	8	7.8	9	5.9	7	6.3	4	4.1	3	3.2	-	-	-	-
Facilities Technician	11	13.1	40	39.4	15	13.8	23	26.7	28	24.6	31	39.1	18	12	10	4.2
Ininiw Nekani Human Resource Management	-	-	-	-	-	-	-	-	-	-	-	-	-	-	12	0.6
Mature High School Diploma	55	28.8	39	21.1	97	43.2	74	37.4	69	32.4	100	43.2	110	41.8	134	62.1
Natural Resources Management Technology	20	13.5	32	22.6	37	23.6	42	26.3	35	27.1	30	23.4	20	17.5	32	25.3

Natural Resources Management Technology	20	13.5	32	22.6	37	23.6	42	26.3	35	27.1	30	23.4	20	17.5	32	25.3
Office Administration	-	-	-	-	-	-	-	-	6	3.8	2	1.4	-	-	-	-
Restorative Justice and Conflict Resolution	5	1.8	3	1.6	-	-	-	-	-	-	-	-	-	-	-	-
Total Diploma	**325**	**174**	**348**	**238.5**	**421**	**241.1**	**338**	**216.2**	**357**	**216.6**	**358**	**237.1**	**359**	**207.1**	**399**	**234.1**
Total	**974**	**510.1**	**965**	**539.3**	**988**	**532.8**	**889**	**484.4**	**842**	**493.2**	**865**	**529.4**	**896**	**535**	**901**	**564.1**

As a Northern institution, UCN draws many Indigenous students into programs. In fact, the percentage of Indigenous students has continued to increase, from 67% in 2011-2012 to 74% in 2015-2016. At the same time, more than two-thirds of college students are Indigenous, reaching 79% in 2013-2014 and 68% in 2015-2016 (Table 17). The average age of the college student at UCN is 27, a consistent age throughout the last five years.

Table 17: Percentage of Indigenous students in university and college programs, between 2011-2012 and 2015-2016.					
	2011-2012	2012-2013	2013-2014	2014-2015	2015-2016
Indigenous students in base-funded university programs	67%	72%	74%	77%	74%
Indigenous students in base-funded college programs	71%	74%	79%	75%	68%

Graduation

An important metric within the post-secondary sector is graduation outcomes. UCN has also reported on the breakdown by individual program within its certificate (Table 18) and diploma (Table 19) programs.

The average certificate program graduation rate in the most recent year (2015-2016) was 68%. That overall graduation rate for certificate programs increased to 76% in 2012-2013 and 2013-2014, and dipped as low as 49% in 2007-2008.

Table 18: Graduation rate by certificate program per year over the past 10 years										
Certificate Program	2006 2007	2007 1008	2008 2009	2009 2010	2010 2011	2011 2012	2012 2013	2013 2014	2014 2015	2015 2016
Aboriginal & Northern Counselling Skills	0%	0%	0%	0%	0%	0%	0%	0%	0%	86%
Automotive Technician	0%	0%	0%	0%	100%	100%	100%	89%	100%	50%
Basic Business Principles	0%	67%	80%	0%	0%	60%	0%	0%	0%	100%
Building Construction	67%	0%	0%	0%	0%	0%	0%	0%	0%	0%
Business Accountancy	50%	0%	0%	0%	0%	0%	0%	0%	0%	0%
Carpentry/Woodworking	50%	100%	60%	90%	78%	100%	100%	56%	82%	90%
Civil/CAD Technician	100%	100%	0%	0%	0%	0%	0%	0%	0%	0%
Commercial Cooking Aide	100%	50%	100%	0%	91%	0%	0%	0%	0%	0%
Computerized Business Skills	60%	40%	40%	0%	0%	100%	0%	0%	0%	0%
Computerized Business Applications	60%	43%	83%	33%	100%	80%	100%	0%	0%	0%
Computerized Office Skills	0%	0%	0%	0%	0%	0%	50%	0%	0%	0%
Culinary Arts	22%	67%	60%	43%	64%	75%	67%	83%	69%	57%
Dental Assisting	88%	100%	94%	100%	100%	100%	100%	67%	100%	67%
Early Learning and Child Care	0%	0%	0%	0%	0%	100%	0%	0%	0%	100%
e-business Application Developer	0%	17%	0%	0%	0%	0%	0%	0%	0%	0%
Educational Assistant Certificate	0%	0%	100%	0%	0%	0%	0%	0%	0%	0%
Electrical Trades Fundamentals	59%	69%	80%	92%	86%	80%	77%	100%	75%	83%
Facilities Basic Maintenance	100%	29%	100%	100%	0%	0%	100%	100%	100%	71%
General Studies Preparation for Technology	57%	25%	100%	0%	67%	0%	0%	0%	0%	0%
General Studies: College Preparation	20%	14%	35%	6%	33%	86%	0%	0%	0%	25%
Health Care Aide	61%	66%	5%	68%	93%	91%	73%	81%	100%	90%
Health Education Access Program	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%
Health Transition Certificate	0%	0%	0%	18%	38%	23%	58%	0%	0%	0%
Heavy Duty Mechanics	100%	75%	74%	82%	100%	90%	76%	83%	84%	54%
Industrial Welding	46%	33%	58%	100%	50%	75%	80%	100%	45%	55%
Law Enforcement	60%	45%	40%	40%	50%	33%	80%	53%	72%	67%

Law Enforcement Correctional Officer Training	0%	0%	60%	50%	80%	100%	50%	0%	0%	0%
Office Assistant Certificate	0%	0%	0%	0%	0%	0%	0%	0%	72%	84%
Plumbing Trades Fundamentals	0%	0%	0%	0%	55%	50%	67%	0%	56%	0%
Preparation for Technology	0%	0%	0%	0%	0%	0%	100%	0%	0%	0%
Recreation Leadership	87%	0%	0%	0%	0%	0%	0%	0%	0%	0%
Small Motor Repair	0%	0%	0%	0%	0%	0%	0%	0%	0%	58%
Total	**60%**	**49%**	**57%**	**54%**	**62%**	**74%**	**76%**	**76%**	**70%**	**68%**

The graduation rates within UCN's diploma program is almost consistently lower than the certificate programs. In the most recent year, the graduation rate from UCN's diploma program was an average of 58% in 2015-2016. The peak graduation rate was in 2014-2015, with a 67% graduation rate. UCN, however, has had a few years with graduation rates from its diploma programs of 40% and 41% (2011-2012 and 2007-2008, respectively).

Table 19: Graduation rate by diploma program per year over the past 10 years										
Diploma Programs	**2006 2007**	**2007 1008**	**2008 2009**	**2009 2010**	**2010 2011**	**2011 2012**	**2012 2013**	**2013 2014**	**2014 2015**	**2015 2016**
Aboriginal & Northern Counselling Skills	0%	0%	0%	0%	0%	0%	0%	0%	0%	86%
Aboriginal Self-Government Administration	0%	20%	100%	0%	0%	0%	0%	0%	0%	0%
Administrative Assistant	60%	100%	22%	50%	50%	0%	0%	100%	0%	0%
Business Administration Diploma	28%	37%	51%	31%	41%	39%	45%	36%	46%	15%
Chemical Engineering Technology	100%	50%	67%	33%	0%	0%	0%	0%	0%	0%
Civil/CAD Technology Co-op	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%
Community Economic Development	100%	25%	0%	0%	0%	0%	0%	0%	0%	0%
Computer Programmer/Analyst	50%	0%	0%	0%	0%	33%	33%	0%	0%	0%
Computer Systems Technology	0%	0%	50%	100%	0%	0%	50%	0%	0%	0%
Diploma in Practical Nursing	0%	0%	0%	0%	69%	0%	100%	0%	80%	0%
Early Childhood Education	83%	42%	63%	77%	75%	54%	54%	77%	81%	82%
Electrical/Electronic Technology	75%	0%	80%	100%	67%	0%	50%	0%	0%	0%
Facilities Technician	100%	0%	47%	43%	38%	18%	48%	27%	0%	0%
Mature High School Diploma	100%	66%	79%	67%	86%	100%	100%	95%	100%	100%
Natural Resources Management Technology	20%	43%	75%	65%	55%	52%	47%	45%	67%	17%
Office Administration	0%	0%	0%	0%	0%	0%	17%	0%	0%	0%
Restorative Justice and Conflict Resolution	100%	0%	0%	0%	0%	0%	0%	0%	0%	0%
Total	**56%**	**41%**	**57%**	**51%**	**57%**	**40%**	**58%**	**56%**	**67%**	**58%**

In this final table (Table 20), UCN has converted percentages into actual student numbers, both enrolled students and graduates. The table also summarizes the number of programs offered each year. With the data from this ten-year period, we conclude that the number of programs offered decreased during the period, from 19 to 16 certificate programs, and from 14 to 5 diploma programs. In addition, there were an average of 196 students enrolled in certificate programs each, with 125 graduating annually (65% graduation rate). For diploma programs, there were on average 188 enrolled students each year, with 74 students graduating on average each year, for a graduation rate of 54% during this decade.

	Certificate				Diploma			
Table 20: Summary of number of programs, enrolments, graduates and graduation rates by program type each year for the past 10 years.								
	Number of programs	Enrolled	Graduates	Graduation rate	Number of programs	Enrolled	Graduates	Graduation rate
2006-2007	19	240	144	60%	14	124	69	56%
2007-2008	18	197	97	49%	12	144	59	41%
2008-2009	19	225	129	57%	12	145	82	57%
2009-2010	16	204	111	54%	10	158	81	51%
2010-2011	18	206	128	62%	10	153	87	57%
2011-2012	18	157	116	74%	10	134	53	40%
2012-2013	16	167	127	76%	10	173	100	58%
2013-2014	11	153	117	76%	6	129	72	56%
2014-2015	14	186	130	70%	6	138	93	67%
2015-2016	16	224	152	68%	5	135	78	58%
Average	**17**	**196**	**125**	**65%**	**10**	**143**	**77**	**54%**

Chapter 4: Finances

This chapter is focused on the financial position of the University College of the North, both over the past 10 years, and with their projected cost pressures over the next five years.

Revenues

The revenues of the University College of the North have increased over the past ten years, increasing from a total revenue of $25.2 million in 2005-2006 to $47.0 million in 2015-2016 (Table 21). That represents an increase of 86% over the past decade. The increasing revenues was more pronounced in the earlier years of this decade, as new programs were approved by the Ministry.

The provincial grant to the University College of the North has grown faster than the overall revenue increase over the past decade. In 2005-2006, the provincial grant was valued at $17.8 million, representing 70% of the total budget. By 2015-2016, the provincial grant was $35.7 million or 76% of their total budget. During the past decade, the value of the provincial grant has doubled, from $17.8 million to $35.7 million.

The second source of revenue is tuition and student fees. In 2005-2006, UCN collected $2.36 million in revenue, representing 9% of all revenues. Ten years later, the tuition and student fees generated $4.2 million, thus still 9% of all revenues. Some years, the percentage of tuition and student fees has decreased below 9%. For example, in 2012-2013, the tuition and student fees represented only 7.5% of total revenue.

Together, the provincial grant and tuition and student fees represent most years between 79% and 85% of the total revenue. The source of funding from other government sources (other provincial departments and the federal government) has decreased in relative portion to the growing UCN revenue source.

The revenues from contract training is also decreasing over the years, reaching a high of $2.9 million in 2007-2008 and a low of $615,000 in 2015-2016. As such, the focus seems to shift away from contract training as a revenue source.

Table 21: Summary of Statement of Operations (Statement 2) for the University College of the North between 2005-2006 and 2015-2016.					
	2005-2006	**2006-2007**	**2007-2008**	**2009-2010***	**2010-2011***
Provincial Grant	$17,799,882	$18,785,821	$23,540,296	$27,113,324	$23,993,685
Other MB Ministries	$713,175	$597,504	$612,443	$632,892	$498,018
Govt. of Canada	$313,949	$93,844	$16,830	$163,981	$488,397
Amortization	$159,087	$181,647	$203,279	$372,538	$349,156
Ancillary sales and services	$1,603,091	$1,572,255	$1,640,844	$1,852,097	$1,515,262
Donations	$121,750	141039	141740	$279,604	$409,877
Investment Income	$160,424	$288,184	$403,947	$14,066	$48,472
Contract Training**	$1,237,125	$1,701,186	$2,911,782	$1,987,880	$1,202,528
Tuition and student fees	$2,364,715	$2,386,851	$2,504,425	$3,028,594	$2,304,121
Other revenues	$775,954	$1,228,089	$1,038,143	$1,251,313	$900,254
Bad Debt Recovery	0	0	0	$200,000	-
Total Revenues	**$25,249,152**	**$26,976,420**	**$33,013,729**	**$36,896,289**	**$31,709,770**
	2011-2012	**2012-2013**	**2013-2014**	**2014-2015**	**2015-2016**
Provincial Grant	$30,540,258	$32,532,844	$33,640,174	$33,619,187	$35,723,783
Other MB Ministries	$1,503,649	$848,449	$726,273	$586,459	$605,136
Govt. of Canada	$334,725	$454,505	$388,806	$364,715	$252,915
Amortization	$602,901	$811,976	$884,299	$922,601	$987,479
Ancillary sales and services	$1,788,910	$1,952,698	$2,185,818	$2,680,713	$3,041,530
Donations	$312,472	279089	374728	226239	$264,169
Investment Income	$113,061	$79,252	$80,715	$116,496	$86,978
Contract Training**	$1,114,013	$898,059	$916,464	$727,729	$615,473
Tuition and student fees	$3,114,965	$3,182,637	$3,636,049	$3,866,851	$4,224,202
Other revenues	$1,467,306	$1,625,435	$1,821,917	$866,368	$1,480,536
Gain on disposal of capital assets	$1,254	$11,635	0	$9,474	0
Total Revenues	**$40,893,514**	**$42,676,579**	**$44,655,243**	**$43,986,832**	**$47,282,201**

*UCN went from fiscal year ending on June 30th in 2010, to March 31st in 2011 (thus only a 9-month period in this fiscal year). UCN did not provide its audited financial statement for 2007-2008.

**The Vice-President for Community-Based Services questioned the figures for contract training in the audited financial statements. She notes that, while the figures until 2012-2013 are identical, the officially recorded values differ from her figures. For example, in 2015-2016, while the audited financial statement reports revenues of $615,473, the CBS notes actuals of $745,799. Despite these differences, the trend remains the same, from peaks of $3M to lows of $615,743 (official) or $745,799 (unofficial).

Over the past decade, each source of revenue has experienced increases or decreases in relations to the 86% revenue increase during this period (Table 22). For example, the provincial grant has increased by 101% during this period, while other government revenue sources have decreased, by 15% from other provincial ministries and by 19% for the federal government.

According to the audited financial statements, contract training is now contributing 50% in 2015-2016 than it did in 2005-2006. When comparing contract training revenues for its peak year (2007-2008) to the most recent year, revenues from this source is down five-fold. Tuition and student fees as a source of revenue has increased by 79% while other sources of revenue increased by 91%.

Table 22: Percentage increase or decrease in revenue sources over the past 11 years (from 2005-2006 to 2015-2016)	
Provincial Grant	101%
Other MB Ministries	-15%
Govt. of Canada	-19%
Amortization	521%
Ancillary sales and services	90%
Investment Income	-47%
Contract Training	-50%
Tuition and student fees	79%
Other revenues	91%
Total Revenues	**86%**

Expenditures

The Statement 2 of the University College of the North's audited financial statements were used to highlight the institution's expenditures during this period. The expenditures have increased over the past ten years, increasing from a total expenditure of $24.1 million in 2005-2006 to $46.6 million in 2015-2016 (Table 23). In addition to the total expenses, the four largest expenditures were pulled out from their statements of operation, including salaries and employee benefits (reporting separately in earlier years, and reported jointly in later years), operational supplies and services, facility costs, and furniture and minor equipment.

Table 23: Summary of Statement of Operations for the University College of the North, between 2005-2006 and 2015-2016.					
	2005-2006	**2006-2007**	**2007-2008**	**2009-2010***	**2010-2011***
Total expenses	**$24,116,590**	**$26,161,231**	**$31,852,244**	**$36,825,567**	**$28,697,106**
Salaries and employee benefits	$16,389,039	$17,282,818	$20,649,928	$24,193,446	$18,590,665
Operational supplies and services	$2,191,414	$2,810,764	$3,538,593	$4,439,817	$3,468,524
Facility Costs	$765,141	$828,847	$817,388	$983,774	$758,934
Furniture and minor equipment	$517,375	$589,165	$1,769,625	$1,031,355	$1,094,063
	2011-2012	**2012-2013**	**2013-2014**	**2014-2015**	**2015-2016**
Total expenses	**$41,644,375**	**$41,797,117**	**$42,777,070**	**$43,162,270**	**$46,581,644**
Salaries and employee benefits	$25,636,822	$27,733,883	$28,359,312	$28,309,587	$29,995,796
Operational supplies and services	$6,771,864	$5,312,939	$4,222,484	$4,204,812	$5,311,967
Facility Costs	$1,026,204	$1,37,345	$1,625,431	$1,996,996	$2,273,605
Furniture and minor equipment	$1,630,335	$603,071	$1,484,997	$886,271	$1,170,526
*UCN went from fiscal year ending on June 30th in 2010, to March 31st in 2011 (thus only a 9-month period in this fiscal year)					

While many post-secondary institutions report human resources costs that exceeds 70%, the statement of operation of the University College of the North confirm that salaries and benefits for its employees has remained constant in percentage terms over the past decade, representing roughly two-thirds of the overall expenditures (Table 24).

Table 24: Percentage of salaries and employee benefits as a percentage of overall expenses, between 2005-2006 and 2015-2016.

	2005-2006	2006-2007	2007-2008	2009-2010*	2010-2011*
Total expenses	$24,116,590	$26,161,231	$31,852,244	$36,825,567	$28,697,106
Salaries and employee benefits	$16,389,039	$17,282,818	$20,649,928	$24,193,446	$18,590,665
Percentage	68%	66%	65%	66%	65%
	2011-2012	2012-2013	2013-2014	2014-2015	2015-2016
Total expenses	$41,644,375	$41,797,117	$42,777,070	$43,162,270	$46,581,644
Salaries and employee benefits	$25,636,822	$27,733,883	$28,359,312	$28,309,587	$29,995,796
Percentage	62%	66%	66%	66%	64%

*UCN went from fiscal year ending on June 30th in 2010, to March 31st in 2011 (thus only a 9-month period in this fiscal year)

Over the past decade, UCN has remained in a positive financial standing, with an excess revenue at the end of nine of the 10 reported years (Table 25). In fact, the excess revenue from these 10 fiscal years is almost $9.7 million.

Table 25: Summary of Annual Statements of Operation (Statement 2) with a focus on total revenues, total expenses, and excess revenues, between 2005-2006 and 2015-2016.

	2005-2006	2006-2007	2007-2008	2009-2010*	2010-2011*
Revenues	$25,249,152	$26,976,420	$33,013,729	$36,896,289	$31,709,770
Expenses	$24,116,590	$26,161,231	$31,852,244	$36,825,567	$28,697,106
Excess Revenues	$1,132,562	$815,189	$1,161,485	$70,722	$3,012,664
	2011-2012	2012-2013	2013-2014	2014-2015	2015-2016
Revenues	$40,893,514	$42,676,579	$44,655,243	$43,986,832	$47,282,201
Expenses	$41,644,375	$41,797,117	$42,777,070	$43,162,270	$46,581,644
Excess Revenues	($750,861)	$879,462	$1,878,173	$824,562	$700,557

*UCN went from fiscal year ending on June 30th in 2010, to March 31st in 2011 (thus only a 9-month period in this fiscal year)

Cost Pressures and Financial Sustainability

UCN shared its 2017-2018 Preliminary Budget Submission that projects costs for the next three years. UCN recognizes that it is not able to run a deficit. It notes that its expected expenditures will increase from an actual of $44.9 million in 2015-2016 to projected expenditures of $47.9 million in 2016-2017, $51.2 million in 2017-2018, $52.3 million in 2018-2019 and $53.5 million in 2019-2020. In 2017-2018, the increase expenditure is driven by GSI and inflation ($972 000) and new expenditures ($2.3 million). Some of the new expenditures are linked to increase staffing of 14 new full-time employees, bringing UCN staffing complement to 393.85 full-time staff members.

In future years, UCN reports a projected increase of 44 additional students at The Pas campus and 130 additional students at the Thompson campus over the next three years, and those additional tuition revenues are added in the projection. There does not seems to be any new

programs added in 2017-2018, thus the focus would be on increasing the enrolment rates in current programs.

Based on its current projections and without the increase in revenues, UCN projects a deficit in the next three academic years, of: $1.2 million in 2017-2018; $1.8 million in 2018-2019; and $2.3 million in 2019-2020. As UCN recognizes that it is not able to run a deficit, management decisions may be needed to reduce expenditures.

UCN notes that its 2017-2018 priorities remain aligned with its five-year strategic goals, which are: Northern and Aboriginal Culture; Innovative and Responsive Education; Student Centered; and Trades and Industrial Skills.

Chapter 5: Stakeholder Consultations and Observations

There were consultations with many key leaders throughout Northern Manitoba, including individuals with:

- Current or past roles with UCN (board members, institutional leadership team members, employees);
- Industry leaders from Northern Manitoba;
- Public sector leaders in Northern Manitoba;
- Indigenous community leaders; and
- Government of Manitoba representatives.

Throughout these discussions, the following points were raised by more than one key informant, thus meriting their inclusion on this list below.

However, it is important to note that many key informants were made comments based on the UCN prior to June 2017, under the leadership of the previous administrators and members of the Board of Governors. In many ways, some of the comments are already outdated.

What we heard

Limited engagement and responsiveness

Many key informants noted a general lack of engagement and responsiveness from UCN in meeting labour-market needs or supporting skills development throughout its geographical region. Their comments focussed on the following points:

- UCN was perceived not to actively engage employers across the region in identifying the academic programs that would lead to building skills required in the region (few to no discussions with Manitoba Hydro, Vale, Hudbay Minerals, Canadian Kraft Paper).
- UCN was not perceived to be an important player in supporting big project developments in Northern Manitoba, when such projects are launched by government and industry.
- Even when specific private sector employers' needs were identified, UCN opted not to work with such employers to devise a strategy for moving forward.

Reduced nimbleness

Some key informants noted that UCN's program approval processes to launch any form of training, including contract training, continuing education and post-secondary programs, is slow, taking up to 12 months or longer to launch a program. Some lamented the new approval process within UCN that reduces their ability to be nimble and responding in a timely manner to employers' needs. Some key informants were confused as to why faculty members outside those responsible for the program would be able to weigh in on the content of the training.

Recruit and Retain

Many employers noted the high cost to recruit and retain employees from other regions of Manitoba, Canada and beyond. They realize the benefits of training local citizens for work in their

industries. Yet these key informants noted a lack of engagement with UCN to develop programs (full-time post-secondary programs, corporate training, professional development) to meet the needs of Northern Manitoba employers.

Saturating market with same skills
Some key informants wondered if UCN could not rotate its programs over a three-year period, rather than having the same core programs offered every year. These key informants noted that graduates of the same programs are saturating the market, making hard for new graduates of the same programs to remain in the North, while other credentials needed by employers are not available in Northern Manitoba.

Governing Council
Some key informants wondered if the Governing Council's composition at UCN reflect the normal composition at other universities. Some felt that internal stakeholder groups are a significant block of votes on the Governing Council, making up close to 50% of the total voting members on the Council. Some articulated that the presence of so many internal stakeholders made it difficult for new views to emerge, as there was a reluctance to challenge the status quo.

Elders Council
The role and responsibilities of the Elders Council was a point of discussion with some key informants. Some articulated that the current role extends beyond the legislative intention. Other commented that UCN as a perceived tri-cameral structure was unique and problematic within a modern university context. Others felt that the Elders Council should really be focused on recommending means of indigenizing the curriculum, recommending academic and non-credit programs that may serve beneficial to Indigenous communities, and reviewing student services to ensure all possible supports are available and delivered in a way that meets Indigenous learners and ensures their retention to graduation.

Program wind-down decisions
Some key informants were critical of UCN for decisions to wind-down programs. The one example that was often mentioned was dental assisting, in light of the lack of dentists in Northern Manitoba and the critical work that dental assistants could play in promoting health literacy in dentistry. Such decisions were used to question the competency of the previous leadership team at UCN.

Issues with Policy Governance
Many internal and external stakeholders raised questions regarding the internal operations of UCN, with some focusing on legislative interpretation of the act governing UCN, others focusing on financial decisions made by the University. Such comments clearly suggest that UCN lacks the rigour of policy governance to strengthen and standardize its operational activities.

High cost of training outside region
Some key informants lamented the high cost of training for employees when the program is not available within Northern Manitoba. These key informants pointed out the loss in productivity

for the employer alongside the financial cost to the employer and the financial cost and personal hardship for an employee and their family to have to be separated for extended periods of time or temporary relocate to Winnipeg for training that is required.

Workaround solutions

Many key informants noted that they had to find workaround solutions to ensure the required skills development in the North. Here are some examples:

- Kelsey School Division, with the support of industry, is offering the first levels of the power engineering technologist program. The program is certified by the Manitoba Office of the Fire Commissioner.
- The Northern Manitoba Mining Academy (NMMA) was launched to support the needs of the mining sector in the region, and key informants may or may not have known that the NMMA was part of UCN. Their website notes that UCN offers three relevant courses delivered when needed. In addition, the Manitoba Heavy Construction Association works with the NMMA to deliver 28 courses, while the NMMA offers a suite of 14 of its own courses.
- Some Indigenous communities have retained the services of other Manitoba universities to deliver cohort-based four-year university programs in teacher education and social work within their communities.

Some respondents feel that UCN has lost its way in responding to the post-secondary training needs of Northern Manitoba.

Focus on training, not on the institution delivering the training

Many key informants were prioritizing access to training in the North, rather than the role of a single institution to deliver all programs in the North. Many welcomed the presence of the University of Manitoba and Assiniboine Community College, among others, when they come to Northern Manitoba to deliver academic programs and training.

Significant investment in education in Northern Manitoba

Some key informants pointed out that many government departments and agencies are supporting training development in the North beyond the funding allocated to UCN. Such funds are coming in to support public and private sector activities in the North to support economic development. This education funding is provided to ensure employers have access to the skilled workforce they need. By working beyond UCN, there is no coordination of training needs across the region. There are no economies of scale. There are no build-in recognition of learning outcomes and laddering to other post-secondary programs.

No program review

Some key informants wondered how UCN was validating its program offering to reflect the evolving needs of the region. These key informants noted that UCN offers the same programs each year, and were saturating the market with graduates who could not find jobs in the North. At the same time, the resources could be applied to fill important gaps in other areas.

No maximizing of infrastructure investments

Some key informants noted the high cost of infrastructure development for the campuses in The Pas and Thompson, the overall limitation on infrastructure in Northern Manitoba and the lamentation that such buildings were not being maximized. Some noted that gates were installed to close off one of the campuses after 5pm, rather than developing evening and weekend programs to support the communities' development.

Debating past debates

Some key informants made references that UCN has prioritized university-level programs over college-level program since becoming a university college. These key informants felt that the mandate of UCN should be linked directly to the needs of the North, by which they meant the needs of industry and graduates in trades and technology programs. Some key informants went as far as describing the "us" versus "them" camps, with "us" being industry and "them" being past institutional and community leaders pushing for university programs, despite their perception that jobs in the North require college-level education.

Optimism for future training activities

Following the appointment of a new Governing Council in April 2017, and subsequently a new president, starting on August 1, 2017, some key informants were confident that past challenges and limitations would be replaced by more closely aligning the training needs of the North with the programs offered by UCN.

Perceived disconnect between learners and jobs

A few key informants noted that jobs in Northern Manitoba require a college-level education, and that students interested in staying in the North and studying in the North should be encouraged to take college-level programs. Some were quite direct regarding the lack of proper career education in Northern Manitoba to help primary and secondary students learn about the high paying jobs available in the North for those with the right academic credentials.

Chapter 6: Reflections and Plans for Improvement

There are clear priorities that emerge for UCN and the Government of Manitoba through this review.

1) It is vital to the needs of Northern Manitoba that UCN remains a university college, strongly anchored and administrated from Northern Manitoba, and that responds to the needs of its communities and employers. A well-run local institution conscious of the need for inclusion of Indigenous content will undoubtedly provide a superior service than one run from the province's south. Both college and university programs are crucial to the development of the North, and the introduction of university programs should not decrease the institution's responsiveness to industry, nor should the institution pare back or eliminate university programs that are meeting the needs of Northern communities. The right suite of university and college programs are needed to respond to private and public sector employers.

2) UCN should play the strongest possible role in coordinating economic development activities in Northern Manitoba. With the new leadership at UCN in place, government should be comforted that they have the right partner in the North to support and lead community economic development.

3) UCN must embark on a long series of consultations with its stakeholders – Indigenous communities, municipal leaders and private and private sector employers. They must listen to the needs of these stakeholders and forge a path forward with their stakeholders as a means of improving their reputation, and demonstrating their profound interest in supporting their training needs. The Government should mandate UCN to generate a list of stakeholders it has engaged on an annual basis, and demonstrate how those engagement sessions has translated to action.

4) UCN needs to strengthen its policy governance by exploring means of adding a university secretary to support the work of the Governing Council, with expertise in legal matters.

5) UCN needs to reinvigorate its previous entrepreneurial spirit, which helped generate roughly $2.9 million (2007-2008) in contract training activities. Those activities were crucial for two reasons: 1) the ability to increase revenues that can then be reinvested in priority activities; and 2) the ability of fostering skills development within organizations that require those greater levels of skills among its workforce to produce stronger results. In recent years, UCN has turned away from such activities, generating only $600,000 in the most recent fiscal year. Both the revenues and the activities of sector-specific skills development are crucial, for UCN and for those employers. UCN should set the goal of reaching $2.5 million per year in contract training activities within five years, with the goal of $1 million in 2018-2019, $2 million in 2019-2020 and $ 2.5 million in 2020-2021.

6) UCN should not feel that they alone should develop and deliver all training needs across the North. Other institutions have already demonstrated an interest in supporting UCN

and Northern Manitoba in training for specific labour-market needs, using their own existing post-secondary programs to come to Northern Manitoba to respond to periodic and specialized training needs. UCN can and should play a brokering role in this respect. Better outcomes occur when post-secondary institutions work together.

7) UCN should strengthen its student retention strategies with a keen eye of increasing its graduation rates, without decreasing the level of learning outcomes for the various programs. UCN's graduation rates are the lowest in the province, and the negative impact on the individual and their community is often great when a student is not academically successful. They must do so without increasing their admissions requirements, as UCN plays a critical role as an access institution, allowing traditionally underrepresented groups of students gain access to post-secondary programs. UCN should set a target of improving graduation rate by program by twenty percentage points within three years, and to establish stretch targets 75% or higher for certificate programs, and 60% or higher for diploma programs within five years.

8) UCN should strengthen its pipeline of potential students to ensure that it can maximize the economic and social impact of its college-level programs in the North. Increasing enrolments also generates additional revenues while reducing the program cost per FLE student. UCN should review the effectiveness of its regional centres as pipeline for admissions to other post-secondary programs.

9) UCN must be a stronger community ally, allowing its infrastructure to be used by community and industry groups, when not in use for academic purposes, for the betterment of the communities.

10) The Government of Manitoba should clarify the roles and responsibilities of the various members of the Governing Council, including creating categories of voting and non-voting members of the Governing Council. The following suggestions are made regarding possible amendments to Section 5 (1) of the *University College of the North Act*:

5(1) There is to be a Governing Council of the university college, consisting of not more than 20 members, as follows:

(a) by virtue of office,

   (i) the chancellor, and

   (ii) the president, and

(b) up to 10 persons appointed by the Lieutenant Governor in Council, at least two of whom must be students of the university college; and

(c) one or two persons who are not employees or students of the university college, appointed.

The members identified in sections (a), (b) and (c) shall be voting members of the Governing Council of the University College of the North.

The following members serve on the Governing Council in light of other roles within the institution, and shall be non-voting members of the Governing Council of the university college.

(d) a student of the university college selected by the students' association of the university college;

(e) a representative of the Learning Council, appointed by that council;

(f) a representative of the Council of Elders, appointed by that council;

(g) up to three employees of the university college, elected in accordance with a by-law made under subsection 11(1);

11) UCN should clarify the role and responsibility of the Council of Elders, established in section 16 of the *University College of the North Act*. The legislation currently notes in section 16 (2) that: "The Council of Elders is to promote an environment at the university college that respects and embraces Aboriginal and northern cultures and values. The Council of Elders is also to promote an understanding of the role of elders within the university college." While their mandate is clear, the Council of Elders has been operating as a third decision-making body of equal standing to the Governing Council and the Learning Council. The role and responsibilities of the Elders Council should be clarified by the Governing Council, who set the duties of the Council of Elders, as per by-law 16 (3). The Governing Council should ensure that the Council of Elders advise on community needs and student supports.

Chapter 7: Conclusion

Through our various qualitative and quantitative measures, we have heard many stories regarding UCN, with many being less encouraging than at other institutions. Over the past decade, since it was given the power to develop and deliver university programming, the number of college programs offered has declined, while enrolments at the college level have been modest. This occurred during a period when the North was undergoing significant economic expansion due to high commodity prices which in turn led to labour shortages in areas where college-level training is required. This was a badly missed opportunity.

The transformation of the former Keewatin Community College into the University College of the North did not have to entail a drop in college-level programming and seems set by management direction. There appears to be consensus, both from industry and community leaders, that UCN suffered from a lack of public engagement, that it was unresponsive in dealing with stakeholders and in some cases stumbled when trying to meet community needs.

There has been a tendency on the part of some observers to conflate the issue of introducing university programming with the issue of decreased responsiveness and on the basis of it suggesting that the institution's university side should be pared back or eliminated. We understand why people are making this link, but we disagree. The mission of UCN – providing Northern-centric training and education at both the college and university levels – remains as valid now as it was ten years ago. The region has university-level training needs (especially in health and social services), and perhaps more importantly students themselves (particularly Indigenous students) desire university-level education. A well-run locally-managed institution conscious of the need for inclusion of Indigenous content will undoubtedly provide a superior service than one run from the province's south.

Perhaps more to the point, the current economic condition of the province's North suggests that many of the trades and colleges skills which were in shortage for much of the past decade are no longer in shortage. UCN should not spend time re-litigating what should have happened in the last decade: it needs to be focused on future needs and it is by no means self-evident that the demand for college-level skills will be higher than that for university-level skills in the next decade. The point is to stay close to employers (both private- and public-sector), listen to their needs and those of communities, and design programming appropriately.

Université de Saint-Boniface

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Executive Summary

The Université de Saint-Boniface has a long and proud history. In 2018, the Université will be celebrating the 200th anniversary of French-language education in Manitoba. Today, the Université de Saint-Boniface is one of the main anchors in the linguistic, cultural, social and economic development of Manitoba's French-language community.

In 2015-2016, the Université de Saint-Boniface served roughly 1,000 FLE students who choose to attend one of its university and college programs, with roughly two-thirds selecting university programs and one-third selecting college programs. In the past five years, the Université de Saint-Boniface has experienced a 7% increase in FLE enrolments, with a slightly higher increase for university than college programs.

Over the past decade, enrolments in regular college programs offered by the Université de Saint-Boniface remained constant, with only a 3% FLE increase over the past five years. During this period, the Université has added three new college-level programs: a bachelor of nursing, a diploma in practical nursing (the last two replacing older programs), and an early childhood education workplace program, a version of its early childhood education targeted at employees in the field to meet changing education requirements set out in new provincial legislation. Another post-graduate certificate program in early childhood education leadership was wound down in 2016-2017.

Although the FLE increase appears modest, the Université de Saint-Boniface has seen an increasing headcount enrolment of 54% increase over the past ten years, reaching 410 students in college-level programs. However, many students are registered with less than a 100% course load, thus reducing the FLE count to 284 in 2015-2016.

International enrolment at Université de Saint-Boniface's college programs has risen substantially from 130 international students in college programs in 2006-2007 to 203 international students in 2015-2016. In 2015-2016, international students represented 52% of all students in college-level programs. If the bachelor of nursing students (who is listed among the Université de Saint-Boniface's college programs) is excluded from this total, the percentage of international students for the other college programs increases to 83% (including permanent residents and international students with an education visa). While this new enrolment increase has been a welcome source of additional income, it does mean Université de Saint-Boniface's college programs are financially vulnerable to a decline in international enrolments.

The Université de Saint-Boniface has also seen a decrease in its conversion rates over the past decade, as more international students gain admission to the institution, without all receiving an international student visa to allow their enrolment. The average cost per full-time international student has increased only slightly during the past decade, from $16,400 in 2007-2008 to $21,000 in 2016-2017. When adjusting for inflation, the actual increase per student is modest ($19,174 in 2007-2008 to $21,000 in 2016-2017, in constant dollars).

At the program level, the total cost per headcount ranges from a low of $15,000 for a student in its diploma in tourism management to a high of $31,000 per student in the health care aid certificate program. In the latter example, the number of registered students in that program decreased from a high of 34 students in 2013-2014 to a low of only 5 students in 2016-2017. The per FLE cost for the diploma in licensed practical nursing and the diploma in computer science tends to be slightly higher than other programs. It is noted that all calculations also reflect changes to indirect cost and overhead allocation rates during the reference period.

As for its operating budget, the Université de Saint-Boniface's revenues increased from $29.2 million in 2012-2013 to $33.2 million in 2016-2017. In constant dollars, the increase in more modest ($31.3 million in 2012-2013 to $33.2 million in 2016-2017, in constant 2017 dollars). The largest source of funding increase is tuition, a reflection of the higher number of students (particularly international students) in more recent years.

The Université de Saint-Boniface also presented separate budgets for its college and university revenues and expenditures. It notes that, for its college programs, the Université de Saint-Boniface had greater expenditures than revenues, resulting in a net loss in seven of the last ten years, for a net loss of $712,000 during the reference period. The Université de Saint-Boniface reports an operational deficit in its college operations. The cause of this imbalance is the historical structure of financing. Funding through base and college expansion initiative would have considered fixed costs being covered by pre-existing university base funding, therefore the college funding historically covers only direct program costs.

Overall, the Université de Saint-Boniface has ensured the financial sustainability of its operations. It continues to face labour-market cost increases as well as financial pressures from provincial regulatory bodies that demand technology and curriculum enhancements and structural changes. In past years, those funds had to be found through internal cost savings measures or delayed expenditures in other areas, in the absence of funds from government.

The Université de Saint-Boniface continues to benefit from the tireless support and appreciation from the community it serves. The stakeholders and stakeholder organizations noted a desire for even more engagement by the institution, although the levels of engagement have increased over the years. There have been limited community discussions regarding the programs the Université de Saint-Boniface offers in the context of limited budgets.

The report concludes with 11 recommendations to strengthen the strategic activities of the Université de Saint-Boniface, including recommendations regarding:
- Launching a concerted process to review its college and university programs with community stakeholders and bilingual employers;
- Strengthening the pathways from DSFM and French-immersion programs;
- Adding new programs as a means of growing its domestic enrolments;
- Exploring how the Université and the DSFM can partner on trades exploration in high school and delivery of trades programs for high school graduates; and
- Ensuring greater articulation between the college and university programs within the Université de Saint-Boniface for the benefit of learners and the institution itself.

Introduction: Institutional Context

The Université de Saint-Boniface has a long and proud history. In 2018, the Université will be celebrating the 200th anniversary of French education in Manitoba. It institutional origins stem from teaching young men from the French-speaking Red River Settlement in 1818. Today, the Université de Saint-Boniface welcomes Francophone and Francophile students from Manitoba and around the world.

Over the centuries, the institution's identity has changed, but it continued to play a vital role in supporting the linguistic, cultural, social and economic development as well as supporting the growth of Manitoba's Francophone and Francophile. Its unique role in the province is also framed in its governing legislation.

From its modest origins, the institution was incorporated as Le Collège de Saint-Boniface in 1871. It adopted the name Collège universitaire de Saint-Boniface in 2005, following legislative changes. Most recently, the *Université de Saint-Boniface Act* was adopted by the Legislative Assembly of Manitoba on June 16, 2011, creating the Université de Saint-Boniface, starting in September 2011.

The qualitative and quantitative data found in the report focuses primarily on the Université de Saint-Boniface's college education mandate. However, since the Université de Saint-Boniface receives base funding to enable the delivery of university and college programming, the financial analysis in this report extends slightly beyond the institution's college-specific mandate.

Chapter 1: Institutional Governance and Role

In September 2011, the post-secondary landscape in Manitoba changed, with the adoption of the *Université de Saint-Boniface Act*, which changed the institution's name from a university college to a university. Its focus, however, remains on delivery of both university and college programs.

In the process of creating the Université de Saint-Boniface, the Government of Manitoba did not modify its affiliation status with the University of Manitoba, and the use of that University's senate to review the content and approve new university degrees.

The new legislation did permit an important change in the type of programs the Université de Saint-Boniface could offer. In the *Collège universitaire de Saint-Boniface Act,* the institution could offer "certificates and diplomas; baccalaureate degrees with an applied focus; and degrees in theology and divinity, including honorary degrees in those subjects."[9] In the 2011 Act creating the Université de Saint-Boniface, the Board was now given the authority to " (a) establish and maintain such faculties, schools, institutes, departments, chairs and courses of instruction as the board considers appropriate; (b) give university and college-level instruction and training in all branches of learning; and (c) grant degrees, including honorary degrees, certificates and diplomas."[10] As such, the previous explicit focus on applied or theology degrees was removed from the new Act.

Administrative Units

At the current time, the Université de Saint-Boniface has structured its college-level programs along the following administrative divisions:

1) The *École technique et professionnelle* (ETP) is responsible for all non-health related college-level programs within the Université de Saint-Boniface, with three separate administrative units:

   - *Département des affaires*, which offers two programs: the diploma in business administration and the diploma in tourism management;

   - *Département des technologies*, which is responsible for the two certificates in multimedia communications and computer science; and

   - *Département des services communautaires*, which is responsible for the early childhood education programs and the joint post-graduate certification program in management of health and community services.

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[9] *Le Collège universitaire de Saint-Boniface Act*, Article 6, http://beta.canlii.org/en/mb/laws/stat/ccsm-c-c150.2/latest/ccsm-c-c150.2.html
[10] The Université de Saint-Boniface Act, Section 4 (Specific Powers)

2) The *Écoles des sciences infirmières et des études de la santé* (new unit, as of 2017) groups together all health-related programs, including the health care aid certificate, the licensed practical nurse diploma program and the bachelor of nursing program.

3) The *Faculté des Arts et Facultés des Sciences* is focused on university programs in the arts and sciences.

4) The *Faculté d'éducation et des études professionnelles* is responsible for offering the University's programs in education, business administration, social work and translation.

5) The *Division de l'éducation permanente* leads the university's efforts in language training, youth programs and continuing education.

As such, the Université de Saint-Boniface's college programs are grouped within two administrative units. The most important in terms of student enrolment is the École technique et professionnelle, which offers all college-level programs, with the exception of the health-related programs. Since 2017, the bachelor of nursing, the diploma in licensed practical nursing and the health care aid certificate are now administered through the *Écoles des sciences infirmières et des études de la santé.*

There are no adult learning centres or trades training programs offered by the Université de Saint-Boniface. The adult learning centre programming has been offered through Pluri-elles and the DSFM, whereas trades training is offered by MITT in partnership with DSFM. As such, there is a recognition of the importance of not duplication existing services.

Dual Mandate

The qualitative and quantitative data found in the report focuses primarily on the Université de Saint-Boniface's college education mandate. However, since the Université de Saint-Boniface receives base funding to enable the delivery offers university and college programming, an analysis limited to only the financial environment of its college programs may lead to inadequate analysis. The Université de Saint-Boniface has provided this summary table that provides a more complete of the Université de Saint-Boniface's entire mandate.

Table 1 notes that the number of full-time equivalent students at the Université de Saint-Boniface has grown over the past five years, going from 882 full-load equivalent (FLE) students in 2011-2012 to 941 FLE students in 2015-2016. During that time, the university enrolments have increased by 8%, from 606 university FLE in 2011-2012 to 657 university FLE in 2015-2016. At the same time, the FLE enrolment in college programs have remained relatively constant. In 2011-2012, there were 276 FLE students in college-level programs, and in 2015-2016, that number had reached 284 FLE students. The college programs are responsible for roughly a third of the total FLE enrolment during this time period.

Table 1: The Université de Saint-Boniface full-load equivalent (FLE) enrolment for its university- and college-level programs between 2011 and 2016.						
FLE	2011-2012	2012-2013	2013-2014	2014-2015	2015-2016	Five-year Change
University	606	630	622	682	657	8.42%
College	276	289	246	297	284	2.90%
Total	882	919	868	979	941	6.69%
Source: Université de Saint-Boniface						

Minority French-Language Context

The Université de Saint-Boniface, as the province's only post-secondary institution providing academic programs in French, is strongly aligned to universities and colleges with similar roles and responsibilities in other Canadian provinces. As such, the Université de Saint-Boniface maintains strong and unique partnerships with other French-language institutions in minority language contexts across Canada, including:

- *L'Association des collèges et universités de la francophonie canadienne* (the association that serves as a collective voice for Francophone colleges and universities in Canada outside Quebec);

- *Le Consortium national de formation en santé* (a national consortium of French-language colleges and universities in a Francophone minority language context that receive funding from Canadian Heritage to support training of health professionals at those institutions);

- *Le Consortium national de développement de ressources pédagogiques en français au collégial* (a national consortium that works together to ensure the availbility of French-language training resources by having English resources translated only once into French, and then shared among member-institutions);

- *Le Réseau des cégeps et collèges francophones* (the association of all French-language colleges across Canada (including in Québec) that works to strengthen partnerships among member-institutions);

- *Le Consortium de l'Ouest et du Nord pour l'éducation postsecondaire et la formation* (consortium of French-language post-secondary institutions in Western Canada and the three Canadian Territories); and

- *L'Association québécoise de pédagogie collégiale (*educators from Quebec and other French-language institutions who work together to enhance the teaching profession within their member-institutions).

The Université de Saint-Boniface's membership in the *Consortium national de la formation en santé* ensures that its School of Nursing and Health Studies receives federal funding of $265,000 each year. In addition, the university also receives non-monetary benefits, including access to

unique professional development activities for university administrators, faculty and staff. The Consortium also organizes, in collaboration with all members, videoconferences in the field of health that are open to the public.

The Université de Saint-Boniface currently sits on the Board of Directors of the national consortium for the development of pedagogical resources in French, which provides to the university and other member-institutions free access to all resources developed or translated by the consortium. As such, the Université saves costs related to making available all-too-rare excellent pedagogical materials in French.

There are also other financial benefits in being a member of such organizations. For example, the Université de Saint-Boniface received financial support for its early childhood education program and its prior learning assessment and recognition processes through the the association of all French-language colleges across Canada. In 2017-2018, the Université de Saint-Boniface received $50,000 from the same association to support faculty members' professional writing, in partnership with the Cégep de Sherbrooke (Sherbrooke, Québec) and Collège Boréal (Sudbury, Ontario)

Finally, through its participation in other organizations, including the western and northern consortium for post-secondary education and training and the Quebec Association of Collegiate Pedagogy, the college component of the Université de Saint-Boniface is seeking new partnerships and opportunities to share and learn from other institutions.

Chapter 2: Programs

This chapter focuses on the programs delivered by the Université de Saint-Boniface during the past 10 years (2007-2017), the period of study for this college review. The chapter presents information on a variety of ways, including the program clusters at the Université de Saint-Boniface and the years such programs were offered, the evolution of programs during this period, and the program costs.

Program Clusters: Regular Programs

The Université de Saint-Boniface has offered its college-level program through its *École technique et professionnelle* during most of this ten-year period. In the summer of 2017, the Board of Governors of the Université de Saint-Boniface created a new administrative unit – the *Écoles des sciences infirmières et des études de la santé* – as a means of grouping together college programs that related to health sciences, including the Bachelors of Nursing program which is deemed a college-level program. Moving forward, two administrators, instead of just one, would play a role in directly overseeing college-level programs.

Table 2: List of college-level programs offered by the Université de Saint-Boniface between 2007-2008 and 2016-2017.			
Name (French)	**Name (translated by the report authors)**	**Program Length**	**Program Updates (2007-2017)**
Diplôme en administration des affaires	**Diploma in Business Administration**	2 years	Ongoing
Certificat Aide en soins de santé	**Certificate in Health Care Aid**	7 months	Ongoing
Diplôme en communication multimédia	**Diploma in multimedia communications**	2 years	Ongoing
Diplôme en éducation de la jeune enfance	**Diploma in early childhood education**	2 years	Ongoing
Diplôme en éducation de la jeune enfance accéléré	**Diploma in early childhood education (accelerated delivery)**	2 years	Program launched in 2013-2014
Diplôme en informatique	**Diploma in computer science**	2 years	Ongoing
Baccalauréat en sciences infirmières	**Bachelor of Nursing**	4 years	Program launched in 2011-2012
Diplôme en sciences infirmières	**Diploma in practical nursing**	3 years	Program was winded down in 2012-2013
Diplôme en sciences infirmières auxiliaires	**Diploma in licensed practical nursing**	2 years	Program launched in 2012-2013
Diplôme en gestion du tourisme	**Diploma in tourism management**	2 years	Ongoing
Diplôme avancé en leadership pour la jeune enfance	**Post-graduate certificate in early childhood education leadership**	1 year	Program launched in January 2008, and was suspended in 2015-2016, with the last cohort graduating in 2016-2017.

The Université de Saint-Boniface has generated a comprehensive list of its college-level program offered during this 10-year period. They are listed in Tables 2 and 3. All the programs below reflect traditional college programs, with one exception. The Université de Saint-Boniface lists its Bachelor of Nursing among its college programs. The Université administration notes that this decision was made for the following reason: all nursing programs were conceived and approved

as college programs; the Université wanted to create a program similar to other colleges in Manitoba; college programs do not require the approval of the Senate of the University of Manitoba; and the university program differed significantly from the University of Manitoba programs.

Table 3: A visual representation of the delivery of each college program by year between 2007-2008 and 2016-2017.										
College-Level Programs	2007-2008	2008-2009	2009-2010	2010-2011	2011-2012	2012-2013	2013-2014	2014-2015	2015-2016	2016-2017
Diplôme en administration des affaires	■	■	■	■	■	■	■	■	■	■
Certificat Aide en soins de santé	■	■	■	■	■	■	■	■	■	■
Diplôme en communication multimédia	■	■	■	■	■	■	■	■	■	■
Diplôme en éducation de la jeune enfance	■	■	■	■	■	■	■	■	■	■
Diplôme en éducation de la jeune enfance accéléré	□	□	□	□	□	□	■	■	■	■
Diplôme en informatique	■	■	■	■	■	■	■	■	■	■
Baccalauréat en sciences infirmières	□	■	■	■	■	■	■	■	■	■
Diplôme en sciences infirmières	■	■	■	■	■	■	■	□	□	□
Diplôme en sciences infirmières auxiliaires	□	□	□	□	□	□	■	■	■	■
Diplôme en gestion du tourisme	■	■	■	■	■	■	■	■	■	■
Diplôme avancé en leadership pour la jeune enfance	□	■	■	■	■	■	■	■	■	□

The list of the college-level programs and timelines allows the following points to be made:
- There has been relative stability in the number of college-level programs offered during the past 10 years;
- The change of status from a university college to a university did not result in the reduction in the number of college programs; and
- The University of Saint Boniface responded to industry changes by adding three new programs: a 2-year Diploma in Practical Nursing, adding a fourth year to the Diploma in Nursing to attain a Bachelor of Nursing program, and the Early Childhood Education Workplace Program.

Program Costs

The Université de Saint-Boniface has provided the financial information regarding its program costs for college-level programs.

Table 4 aimed to examine the average cost per student for college-level programs. The total costs for college-level programs have increased from $4.3 million in 2007-2008 to $7.9 million in 2016-2017, in part as a result of adding three new programs, including the addition of state-of-the-art laboratories needed for their new Bachelor of Nursing program. This represents an 87% increase in the cost of delivering college programs during this 10-year period. At the same time, the headcount of college students has increase from 259 to 379, representing a 46% increase. An average cost per headcount generates the cost per student.

The Université, like other colleges in the province, aim to use the same program cost calculation in response to a previous demand from Manitoba Education and Training, making such interinstitutional comparisons more meaningful. However, that process has not been among many colleges. The use of headcount, not FLE, by the Université de Saint-Boniface in calculating average cost per seat generated a difficulty in comparing cost per seat using FLE counts across similar Manitoba institutions.

In 2007-2008, the average cost per headcount in college programs was $16,412. Ten years later, that average cost per headcount had increased to $20,975. This represents a 28% increase aFLEr 10 years. It is noted that all calculations also reflect changes to indirect cost and overhead allocation rates over the referenced period.

For the Université de Saint-Boniface, the challenge becomes one of economy of scale, with only 3.5% of the population of Manitoba having French as their first official language or nearly 9% who can speak both English and French.[11]

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[11] Office of the Commissioner of Official Languages, The French Presence in Manitoba. Data taken from the 2016 Statistics Canada Census. Accessed on September 1, 2017 and available at: http://www.ocol-clo.gc.ca/en/statistics/infographics/french-presence-manitoba

Table 4: Overall program cost for college-level programs at the Université de Saint-Boniface between 2007 and 2017.						
Academic year	Direct Costs	Indirect Costs	Overhead	Total Costs	College Headcount*	Average Cost per Headcount*
2016-2017	$4,541,269	$1,333,044	$2,075,367	$7,949,680	379	$20,975
2015-2016	$4,458,843	$1,337,725	$2,045,494	$7,842,062	366	$21,426
2014-2015	$4,325,583	$1,405,532	$2,064,086	$7,795,201	387	$20,143
2013-2014	$3,703,284	$1,385,913	$2,136,649	$7,225,846	332	$21,765
2012-2013	$3,532,486	$1,148,491	$1,426,533	$6,107,510	286	$21,355
2011-2012	$3,524,997	$950,396	$1,215,187	$5,690,580	276	$20,618
2010-2011	$3,028,696	$895,390	$975,434	$4,899,520	315	$15,554
2009-2010	$3,079,007	$801,937	$800,482	$4,681,426	332	$14,101
2008-2009	$2,885,108	$950,532	$627,620	$4,463,260	273	$16,349
2007-2008	$2,713,487	$873,620	$663,582	$4,250,689	259	$16,412

*This data provided by the Université de Saint-Boniface originally identified the student count as being an FLE count. However, those numbers were different from the enrolment counts provided by the registrar's office. Further discussion led to the conclusion that the Finance office at the university uses headcount, not FLE, which has the effect of reducing the cost per seat. Indirect Cost and Overhead Allocation Rates: These were updated from 15% to 19% in 2013-2014 and to 25% in 2014-2015, reflecting a more accurate apportionment of costs between university and college programs.

At the program level, the total cost per headcount ranges from a low of $15,000 for a student in its diploma in tourism management to a high of $31,000 per student in the health care aid certificate program (Table 5). In the latter example, the number of registered students in that program decreased from a high of 34 students in 2013-2014 to a low of only 5 students in 2016-2017. The per headcount cost for the diploma in licensed practical nursing and the diploma in communication multimedia tends to be slightly higher than other programs.

Table 5: Overall individual program cost for college-level programs at the Université de Saint-Boniface for the past five years (2012-2013 to 2016-2017)							
Program	Academic year	Direct Costs	Indirect Costs	Overhead	Total Costs	Headcount	Average Cost per headcount
Administration des affaires	2016/2017	$995,820	$372,830	$580,446	$1,949,096	106	$18,388
	2015/2016	$967,660	$358,188	$547,700	$1,873,548	98	$19,118
	2014/2015	$967,188	$457,615	$672,028	$2,096,831	126	$16,642
	2013/2014	$831,946	$367,350	$566,341	$1,765,637	88	$20,064
	2012/2013	$803,606	$296,274	$368,000	$1,467,880	74	$19,836
Éducation de la jeune enfance (régulier)	2016/2017	$403,657	$94,966	$147,849	$646,472	27	$23,943
	2015/2016	$431,826	$116,959	$178,841	$727,626	32	$22,738
	2014/2015	$434,074	$152,538	$224,009	$810,621	42	$19,301
	2013/2014	$386,704	$121,059	$186,635	$694,398	29	$23,945
	2012/2013	$425,261	$124,115	$154,162	$703,538	31	$22,695
Diplôme avancé jeune enfance (Leadership pour la jeune enfance)	2016/2017	$14,164	$3,517	$5,476	$23,157	1	$23,157
	2015/2016	$8,682	$3,655	$5,589	$17,926	1	$17,926
	2014/2015	$10,991	$7,264	$10,667	$28,922	2	$14,461
	2013/2014	$12,783	$12,523	$19,307	$44,613	3	$14,871
	2012/2013	$7,019	$13,727	$17,050	$37,796	3	$12,599

Aide en soins de santé	2016/2017	$110,337	$17,586	$27,380	$155,303	5	$31,061
	2015/2016	$122,701	$40,205	$61,477	$224,383	11	$20,398
	2014/2015	$134,995	$39,951	$58,669	$233,615	11	$21,238
	2013/2014	$133,655	$141,931	$218,813	$494,399	34	$14,541
	2012/2013	$137,565	$96,089	$119,351	$353,005	24	$14,709
Informatique	2016/2017	$280,022	$63,311	$98,566	$441,899	18	$24,550
	2015/2016	$249,583	$62,135	$95,009	$406,727	17	$23,925
	2014/2015	$237,090	$58,110	$85,337	$380,537	16	$23,784
	2013/2014	$214,262	$83,489	$128,714	$426,465	20	$21,323
	2012/2013	$228,384	$68,063	$84,541	$380,988	17	$22,411
Communication multimédia et Webmestre	2016/2017	$413,482	$66,828	$104,042	$584,352	19	$30,755
	2015/2016	$487,849	$65,790	$100,598	$654,237	18	$36,347
	2014/2015	$515,455	$65,373	$96,004	$676,832	18	$37,602
	2013/2014	$403,322	$108,535	$167,328	$679,185	26	$26,123
	2012/2013	$442,285	$113,819	$141,374	$697,478	28	$24,910
Tourisme	2016/2017	$117,249	$70,345	$109,518	$297,112	20	$14,856
	2015/2016	$108,228	$40,205	$61,477	$209,910	11	$19,083
	2014/2015	$109,944	$32,687	$48,002	$190,633	9	$21,181
	2013/2014	$104,011	$58,442	$90,100	$252,553	14	$18,040
	2012/2013	$96,248	$48,044	$59,676	$203,968	12	$16,997
Diplôme et Bac en sciences infirmières	2016/2017	$1,543,553	$510,004	$794,006	$2,847,563	145	$19,638
	2015/2016	$1,414,882	$511,698	$782,429	$2,709,009	140	$19,350
	2014/2015	$1,266,406	$450,351	$661,361	$2,378,118	124	$19,178
	2013/2014	$1,125,010	$379,874	$585,648	$2,090,532	91	$22,973
	2012/2013	$1,298,390	$356,330	$442,595	$2,097,315	89	$23,565
Diplôme en sciences infirmières auxiliaires	2016/2017	$361,259	$59,794	$93,090	$514,143	17	$30,244
	2015/2016	$358,826	$36,550	$55,888	$451,264	10	$45,126
	2014/2015	$380,895	$50,846	$74,670	$506,411	14	$36,172
	2013/2014	$339,713	$62,617	$96,535	$498,865	15	$33,258
	2012/2013	$93,728	$32,030	$39,784	$165,542	8	$20,693
Programme accéléré - éducation de la jeune enfance	2016/2017	$301,726	$73,863	$114,994	$490,583	21	$23,361
	2015/2016	$308,606	$102,340	$156,486	$567,432	28	$20,265
	2014/2015	$268,545	$90,797	$133,339	$492,681	25	$19,707
	2013/2014	$151,878	$50,093	$77,228	$279,199	12	$23,267

Note: This data provided by the Université de Saint-Boniface originally identified the student count as being an FLE count. However, those numbers were different from the enrolment counts provided by the registrar's office. Further discussion led to the conclusion that the Finance office at the university uses headcount, not FLE, which has the effect of reducing the cost per seat. Indirect Cost and Overhead Allocation Rates. These were updated from 15% to 19% in 2013/2014 and to 25% in 2014/2015, reflecting a more accurate apportionment of costs between university and college programs.

Chapter 3: Student Success: Student Learning, Retention, and Graduation

The review of the college sector in Manitoba is also interested in exploring the ability of each institution to recruit, retain and graduate its students. For those reasons, the Université de Saint-Boniface, along with the four other institutions included in this review, were requested to provide key data on student success measures, including enrolment and graduation rates. This chapter provides a detailed analysis of the information provided by the Université de Saint-Boniface.

Enrolments

The Université de Saint-Boniface provided two measures regarding the entry of students within its programs. The first were the number of offer of admissions issued by the institution, by year and by program. The second was the number of enrolments by year and by program of study.

Table 6 provides a summary of the number of letters of offer issued by the Université de Saint-Boniface over the past 10 years. In the absence of data from the 2011-2012 and 2012-2013 due to a software change, the table provides data for nine academic years, from 2006-2007 to 2010-2011 and from 2013-2014 to 2016-2017. The overall demand for the college programs at the Université de Saint-Boniface has been increasing in the past ten years, with 200 letters of offer issued in 2006-2007 and rising to 544 letters of offers in 2016-2017. The level of interest, and consequently the number of letters of admissions, has varied over the years, and the increase largely driven by international student demand. For example, in its Diploma in Business Administration program, the number of letters of offers have increased from 44 in 2007-2008 to 244 in 2016-2017. In other programs, including the health care aid certificate program, the annual number of letters of offers ranged from 10 in 2016-2017 to 50 in 2010-2011.

Table 6: Number of offers of admissions (new and transferring students) to the Université de Saint-Boniface's college-level programs (including its Bachelor of Nursing and its continuing education courses)									
Programmes	2006-2007	2007-2008	2008-2009	2009-2010	2010-2011	2013-2014	2014-2015	2015-2016	2016-2017
Baccalauréat en sciences infirmières						58	62	72	79
Certificat Aide en soins de santé	33	34	31	47	50	45	12	11	10
Diplôme avancé en leadership pour la jeune enfance		5	4	0	3	2	4	0	0
Diplôme en administration des affaires	64	44	93	88	109	146	188	198	244
Diplôme en communication multimédia	9	10	11	8	17	17	11	20	28
Diplôme en éducation de la jeune enfance	30	12	20	13	19	24	38	17	31
Diplôme en éducation de la jeune enfance accéléré						14	16	16	12
Diplôme en gestion du tourisme	6	8	7	12	14	22	12	26	24
Diplôme en informatique	17	15	16	20	26	47	46	64	91
Diplôme en sciences infirmières	34	43	36	40	37				
Diplôme en sciences infirmières auxiliaires						18	23	24	23
Éducation permanente (hors programme)	7	2	11	7	2	4	2	9	2
Total	200	173	229	235	277	397	414	457	544
Note: Université de Saint-Boniface reports that it is unable to extract data for academic years 2011-2012 and 2012-2013 due to an enrolment software change. Table 6 comprises the number of new students and students transferring into another program.									

The Université de Saint-Boniface has also provided a summary table that highlights the level of conversion from letter of offer to confirmed attendance for each cohort (Table 7). The confirmed enrolments were at their peak in 2013-2014, with 184 new students. The numbers of new students in college programs decreased over the next few years, decreasing to a low of 134 new students in 2015-2016, before going back up to 154 new students in 2016-2017.

In oversubscribed programs with a higher percentage of domestic students, the conversion rates are high, ranging between 42% and 62% over the past four years for its bachelor of nursing program. In programs with a strong appeal to international students, the conversion rates are lower for a variety of reasons, notably: students opt not to come to Canada; students cannot access an international student visa, or students opt for a different institution. In one such program – the Diploma in Business Administration – the conversion rate has ranged from 23% to 42% over the past four years.

Table 7: Number of confirmed enrolments (new and transferring students) by program cohort, between 2006-2007 and 2016-2017											
	2006-2007	2007-2008	2008-2009	2009-2010	2010-2011	2011-2012	2012-2013	2013-2014	2014-2015	2015-2016	2016-2017
Baccalauréat en sciences infirmières						33	32	36	34	38	33
Certificat Aide en soins de santé	13	24	23	40	41	21	21	30	8	7	5
Diplôme avancé en leadership pour la jeune enfance		15	2	8	5	4	2	1	2	0	0
Diplôme en administration des affaires	45	37	50	52	38	37	28	62	62	45	55
Diplôme en communication multimédia	3	4	7	5	10	9	13	9	6	7	10
Diplôme en éducation de la jeune enfance	16	8	12	19	14	10	14	12	29	7	11
Diplôme accéléré en éducation de la jeune enfance								14	15	14	8
Diplôme en gestion du tourisme	2	7	7	6	6	6	6	6	3	9	11
Diplôme en informatique	8	8	9	13	8	11	7	7	11	7	10
Diplôme en sciences infirmières	24	32	26	32	31	0					
Diplôme en sciences infirmières auxiliaires							8	7	7	3	11
Total	**111**	**135**	**136**	**175**	**153**	**131**	**131**	**184**	**177**	**137**	**154**

Over the past few years, as the number of admissions from international students have increased, the conversion rate has also decreased, from a high of 78.0% in 2007-2008 to a low of 28.3% in 2016-2017 (Table 8).

Table 8: Conversion rate from admissions to confirmed enrolments									
	2006-2007	2007-2008	2008-2009	2009-2010	2010-2011	2013-2014	2014-2015	2015-2016	2016-2017
Letters of offer	200	173	229	235	277	397	414	457	544
Confirmed new enrolments	111	135	136	175	153	184	177	137	154
Conversion rate	**55.5%**	**78.0%**	**59.4%**	**74.5%**	**55.2%**	**46.3%**	**42.8%**	**30.0%**	**28.3%**

The Université of Saint-Boniface also produced a table that includes total enrolments (all cohorts combined) by program of study, by academic year (Table 9). The total enrolments for the Université de Saint-Boniface's college programs continued to increase, from a low of 266 students in 2006-2007 to a new high of 410 students in 2016-2017, a 54% increase during the past decade.

Table 9: Number of headcount students enrolled in specific college-level programs for each academic year between 2006-2007 and 2016-2017.											
	2006-2007	2007-2008	2008-2009	2009-2010	2010-2011	2011-2012	2012-2013	2013-2014	2014-2015	2015-2016	2016-2017
Baccalauréat en sciences infirmières						55	64	90	123	140	145
Certificat Aide en soins de santé	28	27	24	38	38	23	23	34	10	9	5
Diplôme avancé en leadership pour la jeune enfance		11	13	18	12	11	12	9	6	5	4
Diplôme en administration des affaires	97	85	98	112	94	81	73	88	128	106	112
Diplôme en communication multimédia	15	8	10	8	15	18	22	19	12	13	19
Diplôme en éducation de la jeune enfance	32	30	25	36	31	24	31	41	42	32	30
Diplôme accéléré en éducation de la jeune enfance								10	25	27	20
Diplôme en gestion du tourisme	8	9	10	12	14	14	12	14	7	11	18
Diplôme en informatique	17	16	18	24	21	18	17	20	16	17	19
Diplôme en sciences infirmières	69	80	83	96	97	57	25	1			
Diplôme en sciences infirmières auxiliaires							8	15	14	9	18
Éducation permanente (hors programme)							21	23	16	20	20
Total	266	266	281	344	322	301	308	364	399	389	410

The institutional assessment also examined the level of interest in an institution's college programs by international students. There is indeed a strong interest in the Université de Saint-Boniface's college programs, as international students represented more than 50% of all students enrolled in its college programs. In some programs, international students represent the majority of students. For example, the Diploma in Business Administration in 2016-2017 had 112 full-load equivalent students, with 88% of the students being international students. In oversubscribed programs, the percentage of international students represents a smaller percentage. For example, there were 24 international students in the Bachelor of Nursing program, out of a total student population of 145 in 2016-2017, representing 17% of total enrolments.

If the Bachelor of Nursing program was grouped with the other university programs, rather than the college programs, the percentage of international students would represent a solid majority of all college students at the Université de Saint-Boniface in more recent years. For example, in 2015-2016, 83% of college students were international, either permanent residents or international students in Canada on an education visa.

Table 10: Number of international students enrolled in college-level program								
Program	**2006-2007 Total**	**2006-2007 Int.**	**2007-2008 Total**	**2007-2008 Int.**	**2008-2009 Total**	**2008-2009 Int.**	**2012-2013 Total**	**2012-2013 Int.**
Baccalauréat en sciences infirmières (USB)							64	18
Certificat Aide en soins de santé	28	19	27	15	24	19	23	18
Diplôme avancé en leadership pour la jeune enfance			11	2	13	2	12	5
Diplôme en administration des affaires	97	60	85	62	98	78	73	64
Diplôme en communication multimédia	15	4	8	1	10	3	22	8
Diplôme en éducation de la jeune enfance	32	15	30	17	25	11	31	23
Diplôme accéléré en éducation de la jeune enfance								
Diplôme en gestion du tourisme	8	0	9	0	10	4	12	8
Diplôme en informatique	17	9	16	11	18	17	17	17
Diplôme en sciences infirmières	69	23	80	13	83	15	25	
Diplôme en sciences infirmières auxiliaires							8	8
Total	**266**	**130**	**266**	**121**	**281**	**149**	**287**	**169**
% of International Students in College Programs	49%		45%		53%		59%	
	2013-2014 Total	**2013-2014 Int.**	**2014-2015 Total**	**2014-2015 Int.**	**2015-2016 Total**	**2015-2016 Int.**	**2016-2017 Total**	**2016-2017 Int.**
Baccalauréat en sciences infirmières (USB)	90	17	123	17	140	17	145	24
Certificat Aide en soins de santé	34	23	10	10	9	5	5	1
Diplôme avancé en leadership pour la jeune enfance	9	2	6	2	5	2	4	2
Diplôme en administration des affaires	88	77	128	117	106	98	112	98
Diplôme en communication multimédia	19	7	12	10	13	9	19	19
Diplôme en éducation de la jeune enfance	41	19	42	37	32	32	30	23
Diplôme accéléré en éducation de la jeune enfance	10	2	25	6	27	8	20	5
Diplôme en gestion du tourisme	14	6	7	1	11	9	18	12
Diplôme en informatique	20	20	16	16	17	17	19	16
Diplôme en sciences infirmières	1							
Diplôme en sciences infirmières auxiliaires	15	15	14	14	9	11	18	3
Total	**341**	**188**	**383**	**230**	**369**	**208**	**390**	**203**
% of International Students in College Programs	55%		60%		56%		52%	

Graduation

An important outcome within the post-secondary sector is graduation rates. In discussions with the Université de Saint-Boniface, a cohort analysis was determined to be easiest for the institution. Table 11 summarizes the cohort size, the graduation rate and the number of students that are still pursing that parchment, from the programs cohorts starting in 2012-2013, 2013-2014 and 2014-2015.

The graduation rates meet or exceed public data on graduation rates from Ontario colleges. In 2012-2013 and 2014-2015, the graduation rate from the health care aid certificate program was 91% and 100%, respectively. The graduation rates for the early childhood education program (regular delivery) ranged from 62% for the 2014-2015 cohort to 92% for the 2013-2014 cohort. The Université's lowest graduation rate was in the diplomas in tourism management and multimedia communication, that both had 33% of the students complete on-time (100% of the time allocated to complete the program) with another 33% of that cohort continuing to pursue the program three years aFLEr starting.

While 100% graduation rates should continuous be the target, without increasing the admissions standards, the Université de Saint-Boniface is demonstrating satisfactory graduation rates.

Table 11: Graduation rates for the Université de Saint-Boniface									
	2012-2013 cohort (3-year later)			2013-2014 cohort (2-year later)			2014-2015 cohort (2-year later)		
	Cohort Size	Grad rate	Ongoing	Cohort Size	Grad rate	Ongoing	Cohort Size	Grad rate	Ongoing
Certificat Aide en soins de santé	21	91%	5%	30	67%	10%	8	100%	-
Baccalauréat en sciences infirmières*	32	59%	22%	36	69%	19%	34	-	88%
Diplôme en sciences infirmières auxiliaires	8	88%	-	7	71%	14%	7	57%	29%
Diplôme en gestion du tourisme	6	50%	33%	6	68%	-	3	33%	33%
Diplôme en informatique	7	57%	14%	7	57%	14%	11	55%	27%
Diplôme accélérée – Éducation de la jeune enfance	N/A	N/A	N/A	14	71%	-	15	93%	-
Diplôme en éducation de la jeune enfance	14	64%	7%	12	75%	17%	29	55%	7%
Diplôme en communications multimédia	13	69%	7%	9	56%	11%	6	33%	33%
Diplôme en administration des affaires	28	71%	11%	62	52%	37%	62	57%	32

Chapter 4: Financial Management

This chapter is focused on the financial management of the college, both over the past 10 years, and with their projected cost pressures over the next five years.

Overall Revenues

The revenues of the Université de Saint-Boniface have increased over the past few years, increasing from a total revenue of $29.2 million in 2012-2013 to $33.3 million in 2016-2017 (Table 12). That represents an increase of 13.8% over the past four years.

The provincial grant to the Université de Saint-Boniface has grown by 12% over the past five years, increasing from $15.7 million in 2012-2013 to $17.7 million in 2016-2017. At the same time, the Université de Saint-Boniface benefits from federal programs that support post-secondary institutions in minority language environments. Those federal transfers remained relatively stable during this five year, with a 0.1% increase in five years.

The second source of revenue is tuition and student fees. In 2012-2013, the Université de Saint-Boniface collected $4.35 million in revenue from all students, representing a 15% of all revenues. Five years later, the tuition and student fees generated $5.25 million, thus representing 16% of all revenues. The tuition revenues have increased by 20.6% during this five-year period, reflecting increasing enrolments.

Together, the provincial and federal grants and tuition and student fees represent between 83% and 85% of the total revenue.

Table 12: Summary of Statement of Operations (Revenues) for the Université de Saint-Boniface					
	2012-2013	**2013-2014**	**2014-2015**	**2015-2016**	**2016-2017**
Provincial Government	$15,737,374	$16,235,857	$16,945,506	$18,301,325	$17,685,489
Federal Government	$4,675,105	$4,324,610	$4,454,001	$4,404,597	$4,680,341
Tuition	$4,351,479	$4,654,180	$5,360,095	$5,354,722	$5,249,700
Other Revenue	$2,439,082	$1,495,890	$1,700,055	$1,621,218	$1,472,139
Investments	$1,037,123	$1,505,134	$2,134,490	$2,323,933	$2,728,232
Housing and Parking	*	$759,367	$856,180	$737,088	$685,248
Donations	$977,390	$1,256,014	$950,309	$845,364	$752,154
Total	$977,390.00	$30,231,052.00	$32,400,636.00	$33,588,247.00	$33,253,303.00
Source: The audited financial statements of the Université de Saint-Boniface, 2012-2013 to 2016-2017. * In 2012-2013, the revenues from housing and parking were grouped under "Other Revenues". Starting in 2013-2014, housing and parking revenues were separated from Other Revenues.					

Over the five years, each source of revenue has experienced increases or decreases in relations to the general 13.8% revenue increase during this period (Table 13). For example, the provincial contribution has increased by 12.4% during this period, while revenue from federal government sources increased by only 0.1% in those five years. Tuition and student fees as a source of revenue has increased by 20.6%. Other sources of revenues, housing and parking and donations are all lower in 2016-2017 than they were in 2012-2013.

Table 13: Percentage increase or decrease in revenue sources over the past 5 years (from 2012-2013 to 2016-2017)	
Provincial Government	12.4%
Federal Government	0.1%
Tuition	20.6%
Other Revenue	-39.6%
Investments	163.1%
Housing and Parking	-9.8%
Donations	-23.0%
Total	**13.8%**

Overall Expenditures

The expenditures of the Université de Saint-Boniface have increased over the past five years, increasing from a total expenditure of $27.7 million in 2012-2013 to $30.8 million in 2016-2017 (Table 14). In addition to the total expenses, the three largest expenditures in each of those five years were:

- salaries and employee benefits (between 74% and 76% of total expenditures),
- material and equipment (between 18% and 21% of total expenditures), and
- amortization (between 5% and 6% of total expenditures).

Table 14: Summary of Statement of Operations (Expenditures) for the Université de Saint-Boniface					
	2012-2013	**2013-2014**	**2014-2015**	**2015-2016**	**2016-2017**
Salaries and benefits	$20,490,398	$21,745,153	$22,592,851	$23,152,971	$23,509,427
Materials and equipment	$4,329,244	$4,181,314	$4,553,026	$4,562,037	$4,335,655
Amortization	$1,266,581	$1,254,452	$1,373,967	$1,205,543	$1,130,160
Travel and conferences	$687,333	$657,015	$685,053	$696,326	$705,859
Utilities	$529,735	$609,291	$575,372	$564,468	$576,698
Bursaries and awards	$376,885	$382,234	$521,990	$488,371	$524,513
Total	**$27,680,176**	**$28,829,459**	**$30,302,259**	**$30,669,716**	**$30,782,312**

Over the past decade, the Université de Saint-Boniface has remained in a positive financial standing, with an excess revenue at the end of all 5 reported years. In fact, the excess revenue from these 5 reports years is almost $10.4 million (Table 15).

Table 15: Summary of Statement of Operations for the Université de Saint-Boniface					
	2012-2013	**2013-2014**	**2014-2015**	**2015-2016**	**2016-2017**
Revenues	$29,217,553	$30,231,052	$32,400,636	$33,588,247	$33,253,303
Expenditures	$27,680,176	$28,829,459	$30,302,259	$30,669,716	$30,782,312
Surplus	$1,537,377	$1,401,593	$2,098,377	$2,918,531	$2,471,091

College Programs: Revenues and Expenditures

The Université de Saint-Boniface also prepared a detailed budget of revenues and expenditures related to the operations of its college programs. Table 16 provides a summary of the actual budgets for operating college-level programs, with all direct human and material resource costs. The Université notes that the cost of operating its college programs have increased over the years, starting at $4 million in 2006-2007 and increasing to $8 million in 2015-2016. The decision to offer the Bachelors of Nursing program had a direct impact on the increasing cost during this period. The Université notes that this was a calculated decision to support the needs for skilled

health care professionals by government and community groups. In sum, their college expenditures represent 26% of the total Université de Saint-Boniface budget, and college students represent 30% of all student enrolment at the institution.

The revenues for the Université de Saint-Boniface to run its college programs have increased by 85% during this 10-year period, with the base funding from the Government of Manitoba increasing by 75% during this period. The growing number of college students has also generated more revenues for the college, a 179% increase during this same period. The institution has also dipped further into its investments, increasing the contribution of its investments to the revenues for college programs by 360%, from $75,000 in 2006-2007 to $345,000 in 2016-2017. The Université's decision to offer a Bachelors of Nursing program resulted in a need to expand its campus and build appropriate laboratories.

Table 16: Summary of actual budgets for college programs at the Université de Saint-Boniface between 2006-2007 and 2015-2016.										
	2006-2007	2007-2008	2008-2009	2009-2010	2010-2011	2011-2012	2012-2013	2013-2014	2014-2015	2015-2016
Base funding	1,924,235	1,974,505	2,098,805	2,347,655	2,406,000	2,598,000	3,160,500	3,368,890	3,508,150	3,365,631
College Expansion Initiative	926,920	882,052	948,704	967,137	1,269,840	1,134,700	1,179,700	1,203,700	1,228,000	1,252,560
Ministry of Families	-	-	-	-	-	-	-	-	-	265,000
Ministry of Families – Funding for 2014-2015	-	-	-	-	-	-	-	-	-	114,500
Tuition	500,475	472,618	583,385	764,814	761,354	664,224	847,816	1,024,320	1,350,946	1,397,789
Investments	74,928	33,400	(67,908)	171,368	134,290	91,058	120,783	195,883	331,942	345,026
Other Revenues	48,790	55,230	56,584	84,895	313,034	135,983	188,320	159,838	267,962	199,050
Rent	47,404	62,514	63,500	69,297	72,535	80,606	93,331	146,009	196,063	165,861
Canada-MB Agreement)	409,195	412,945	412,945	493,645	355,000	439,500	428,000	395,000	355,000	355,000
Special Projects	6,825	6,300	6,300	61,890	-	-	-	-	-	-
New technology acquisition	-	-	255,600	-	-	-	-	-	-	-
CNFS	200,000	200,000	200,000	200,000	200,000	200,000	200,000	208,539	181,982	195,598
Total	4,138,772	4,099,564	4,557,915	5,160,701	5,512,053	5,344,071	6,218,450	6,702,179	7,420,045	7,656,016
Year over year change		-1%	11%	13%	7%	-3%	16%	8%	11%	3%

The labour costs (salaries and benefits) have more than doubled, at 111% during this 10-year period, and represented 76% of the total operational budget in 2006-2007 and reaching 80% in 2015-2016 (Table 17). This increase is driven by the addition of three new programs, including the Bachelor of Nursing program. The second largest expense related to materials and equipment, increased by 97% in those same years. In comparison, utilities and property taxes

increased by 177% during that same decade. Overall, the expenditures to run these college programs increased by 101% over this decade.

Table 17: Summary of actual expenditures for college programs at the Université de Saint-Boniface between 2006-2007 and 2015-2016.										
Expenditures	2006-2007	2007-2008	2008-2009	2009-2010	2010-2011	2011-2012	2012-2013	2013-2014	2014-2015	2015-2016
Salaries and benefits	3,026,931	3,223,835	3,520,137	3,778,587	3,939,604	4,595,937	4,921,529	5,382,836	6,257,186	6,388,193
Materials and Equipment	525,585	527,685	496,378	528,916	677,964	810,287	790,449	860,861	1,034,319	1,039,137
Library Acquisitions	55,996	49,921	59,636	74,568	50,176	52,706	48,691	57,795	48,413	59,010
Utilities and Property Taxes	51,221	68,285	59,670	59,995	76,627	85,341	99,225	126,376	141,968	139,242
Bursaries and Awards	6,782	6,611	27,122	31,939	6,907	7,064	12,340	12,570	25,498	20,266
Travel and Conferences	66,313	75,951	89,098	84,110	56,902	100,537	109,381	113,162	132,429	135,787
Transition USB						11,090	64,765			
Capital Property	32,137	52,360	218,966	15,890	95,906	0	74,863	49,270	9,090	0
Cost covered by CNFS	200,000	200,000	200,000	200,000	200,000	200,000	200,000	208,539	181,982	195,598
Total Expenses	3,964,965	4,204,648	4,671,007	4,774,005	5,104,086	5,862,962	6,321,243	6,811,409	7,830,886	7,977,232
Year over year change		6%	11%	2%	7%	15%	8%	8%	15%	2%

Despite an 101% increase in revenues over the past ten years, the expenditures to run the programs grew at a slower pace, at 85%. Although revenues grew faster than expenses, the Université de Saint-Boniface notes a deficit in operating its college programs in 7 of the past 10 years, for a net loss of $712,000 during this period (Table 18).

A detailed financial discussion with representatives from the Université de Saint-Boniface lead to the following conclusion: when the college programming is analyzed individually, with accurate allocation of overhead and indirect costs, it appears to be in a deficit position while the opposite is true for its university programs. The cause of this imbalance is the historical structure of financing. Funding through base and college expansion initiative would have considered fixed costs being covered by pre-existing university base funding, therefore the college funding historically covers only direct program costs. The financial analysis presented by the Université allocates all costs (overhead and indirect costs) to college programming and therefore results may be misleading if not considering the overall budget for the Université de Saint-Boniface.

Table 18: Summary of actual expenditures for college programs at the Université de Saint-Boniface between 2006-2007 and 2015-2016.										
	2006-2007	2007-2008	2008-2009	2009-2010	2010-2011	2011-2012	2012-2013	2013-2014	2014-2015	2015-2016
Revenues	4,138,772	4,099,564	4,557,915	5,160,701	5,512,053	5,344,071	6,218,450	6,702,179	7,420,045	7,656,016
Expenses	3,964,965	4,204,648	4,671,007	4,774,005	5,104,086	5,862,962	6,321,243	6,811,409	7,830,886	7,977,232
Surplus/(Deficit)	173,807	(105,084)	(113,092)	386,696	407,967	(518,891)	(102,793)	(109,230)	(410,840)	(321,216)

Cost Pressures and Financial Sustainability

The Université of Saint-Boniface has noted two main cost pressures as it continues to deliver on its mandate. The first, and most significant change, relates to the launch of its new *École des sciences infirmières et des études de la santé* (School of Nursing and Health Studies). The institution's administration notes that the regulatory bodies for nurses and licensed practical nurses have requested curriculum changes and new material resources to support the programs' implementation and delivery, changes that required the reallocation of existing financial resources to meet these requirements and in the absence of government support. The other main driver within the post-secondary sector relates to wage increases, which will increase the institution's wage bill by roughly 1.9% per year.

Chapter 5: Reflections

During the consultation phase, many stakeholders and stakeholder organizations were contacted in order to capture their thoughts about the Université de Saint-Boniface. Some stakeholders were suggested by the university, notably its representatives from the Board of Governors. Other stakeholders and stakeholder organizations were directly solicited as a means of capturing their thoughts in light of their varied roles and responsibilities within the broader French-speaking community in Manitoba.

This section reflects the views of these stakeholder groups. These perceptions have not been validated by Université administrators.

1) *Positive Reputation.* The stakeholders were unanimous that the Université de Saint-Boniface continues to serve a vital role as an educational leader for all Manitobans and in particular in the linguistic, cultural, social and economic development and growth of the Manitoba's Francophone community. They were not simply stating the legislative role they play, but expressed sentiments about the importance of what and how they deliver their services for the benefit of learners, the Francophone community and the province. Many stakeholders noted that the Université de Saint-Boniface is the anchor institution to support all other organizations and services that support the province's Francophone community.

2) *Program Offerings.* Some key informants praised the type of college and university programs that the Université de Saint-Boniface was offering, noting that social services programs (in health and education sectors, for example) are critical to the development and needs of the Francophone community in the province. Some others noted that the programs offered at the Université de Saint-Boniface have been more or less constant over the past 10 to 15 years, and wondered if the Francophone community would still see their program offerings as priority programs responding to emerging needs of the Francophone community.

3) *Small institution.* Some key informants noted that the current size of the Université de Saint-Boniface remains a limiting factor. The number of programs are limited, thus requiring Francophone students to opt for English language-programs at other post-secondary institutions in Manitoba. The larger institutions were seen as a larger draw for many students in light of greater number of student activities and experiences. The Université de Saint-Boniface does not offer trades training. With more limited resources comes the added difficulty of staying abreast of new technological and infrastructure developments that other institutions can more easily add to the learning and teaching environments.

4) *Minor language context.* Some stakeholders noted that students from the *Division scolaire franco-manitobaine* (DSFM) fear that the quality of their written French is too limited to be successful at the Université de Saint-Boniface. As such, they opt for English-language post-secondary programs. Others noted that more must be done within the Francophone communities and the DSFM to promote ongoing studies in French at the post-secondary level.

5) *Strengthening connections with DSFM and other school boards.* Some key informants noted that the Université de Saint-Boniface has not expanded its recruitment efforts within the

DSFM and French-immersion students from other school districts. Some felt that the Université de Saint-Boniface believes that all grade 12 graduates from the DSFM or French-immersion programs are automatically candidates for the Université de Saint-Boniface's college and university programs.

6) *Unmet labour market needs*. Some key informants noted that the need for bilingual employees in Manitoba in key sectors, notably health and education, were not being met fully. These employees wished that the Université de Saint-Boniface was able to recruit and graduate more students in some key programs, as both sectors had unfilled positions which caused operational difficulties.

7) *External Engagement.* Some key informants pointed that the Université de Saint-Boniface has renewed its community engagement in recent years with the arrival of a new president and a new vice-president, academic and research. The community stakeholders felt that the Université de Saint-Boniface engages less when it comes to labour-market needs and assessing the continued viability and sustainability of its programs.

8) *International Students*. Some stakeholders were familiar that the Université de Saint-Boniface is becoming an important destination for international students, with increasing numbers over the past five years. These same stakeholders noted that, while international students are very much welcome and help to fill available seats in current college programs, they knew that some domestic students opted to study at other Manitoba institutions with fewer international students.

9) *University vs. College Programs*. Some key informants noted that the Université de Saint-Boniface seems to favour more university programs at the expense of college programs, and that the institution takes more pride in becoming a university, rather than demonstrate equal pride and resourcing to college and university programs.

10) *Declining federal funding.* Some key informants lamented that the federal government's programs to support post-secondary programs in minority language contexts has not increased over the past decade, despite increasing costs. As such, the current funding level no longer provides the same level of support than 10 years ago.

11) *Trades training.* Some key informants noted that some trades training in Manitoba should be offered in French, in response to the needs of the Francophone community. They noted that the DSFM currently works with MITT to offer trades exploration programs in French, and that the demand for this targeted program is increasing. DSFM sees its partnership with MITT as a temporary measure, which requires them to administer the agreement in English, and that this agreement can only be seen as a stop-gap measure as it does not reflect the entrenched principal of "pour et par les Francophones", meaning oversight by Francophones for Francophones.

Chapter 6: Recommendations and Plans for Improvement

There are clear priorities that emerge for the Université de Saint-Boniface through this review.

1) The Université de Saint-Boniface should continue to offer a suite of university and college programs that serve the educational interests of Francophone and Francophile learners and the labour-market needs of Manitoba's Francophone and bilingual employers. A single post-secondary institution offering both university- and college-level programs in French remains the best solution for Manitoba.

2) The Université de Saint-Boniface should embark on a consultative process to review it suite of programs, to engage its broader community about its current programs and services, and set a vision for the college (and university) programs that it will deliver over the next decade. In recent years, the Francophone community has noted a rapprochement with institutional leaders, and such a consultative process may help to further strengthen ties between the institution and the community, while providing new insights about how to evolve its programs to serve current and emerging labour-market needs and demands of Francophone and bilingual employers.

3) Following a careful analysis of the trends and innovations in various professions for which it delivers academic training, the Université de Saint-Boniface should find ways of developing and highlighting the distinctive features of its existing programs. Potential students should eventually become aware of all the professional benefits and novelties they get if they decide to enrol into the programs offered by the Université de Saint-Boniface.

4) In future years, the Université de Saint-Boniface should increase its transparency regarding stakeholder engagement by publishing an annual list of stakeholders (government, public and private sector, community organizations, etc.) the institution has consulted as part of its efforts to learn from them as to how the Université can better support them.

5) The Université de Saint-Boniface needs to create a means of informing internal stakeholders regarding evolving student success measures and operational costs, as a means of ensuring more evidence-based decision-making. The use of dashboards would improve the Université's operational successes.

6) The Université de Saint-Boniface should embark on a strategic project to determine how it is perceived by high school students in the *Division scolaire franco-manitobaine* (DSFM) and French-immersion programs in all other school districts, and what programs may attract them to the Université de Saint-Boniface in greater numbers in future years. The proportion of domestic students attending the Université de Saint-Boniface, especially in college-level programs, has decreased over the decade. More must be done to strengthen the pipeline of Manitoba students to the Université de Saint-Boniface.

7) The Université de Saint-Boniface and the DSFM should produce a strategy that facilitates seamless transition for students from high school to post-secondary studies, and to increase the number of credited courses available to high school students to explore Université de Saint-Boniface programs.

8) The Université de Saint-Boniface and the DSFM should explore how, together, they can serve the needs of Francophone students interested in exploring careers in the trades and in delivery of certain trades program. The current partnership between the Manitoba Institute of Trades and Technology (MITT) and the DSFM is not sustainable or viable, according to key stakeholders.

9) The Université de Saint-Boniface's Achilles heel is the strong prevalence of international students in its college programs. The Université's Board of Governors and senior administrators must continue their reflection of the institution's significant reliance of international students, and determine whether, in light of the volatile recruitment market, it should increase or reduce its dependency on international students.

10) The Université de Saint-Boniface should strengthen its ability to report on the labour-market outcomes of its graduates, and in particular its international students, as a means of highlighting their graduates' contribution to the province of Manitoba in the short-, medium- and longer-terms.

11) The Université de Saint-Boniface should focus on developing new college programs that serve the explicit interest and needs of domestic students, as a means of ensuring a better balance between domestic and international students within its college programs over the next decade.

12) The Université de Saint-Boniface should expand its articulation programs among its own college and university programs, allowing more options for current and recent graduates to complete a second parchment, without having to repeat classes completed in the first and second year of a college program.

13) The Université de Saint-Boniface should explore greater partnerships with other colleges and universities in Manitoba, using its institutional strengths to support the training of bilingual professionals in disciplines and fields of study not currently offered at their institution.