



Report

THE BLUE-RIBBON PANEL

Towards Sustainability and Financial Growth in Francophone Postsecondary Education in Ontario

June 2023

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Introduction

The French-language postsecondary sector in Ontario is facing significant challenges which are hindering its development. The most recent case is the decision by the Ministry of Colleges and Universities (MCU) to not provide ongoing public funding to the University of Sudbury, which has been serving the Franco-Ontarian community since 1913 and was the site of the first raising of the Franco-Ontarian flag in 1975.

The Ontario government has expressed an interest in reviewing its practices to ensure the long-term financial viability of institutions and improve student experience. In pursuit of these goals, the Minister of Colleges and Universities, Jill Dunlop, has appointed a group of eight distinguished experts from the university and business sectors (hereinafter referred to as the "Blue Ribbon Panel") to develop a roadmap with recommendations for the development of the postsecondary education system.

The Blue Ribbon Panel's mandate will end in the coming months. In the meantime, organizations representing the Francophone Minority are questioning the future of the French-language postsecondary sector. What recommendations will the Blue Ribbon Panel make regarding this sector in terms of innovation, progress, and economic growth? As the Franco-Ontarian community has just suffered a significant setback with the Ontario government's decision to maintain the status quo in the offering of French-language university programs in Sudbury, what lies ahead for our French-language institutions? After making some progress in recent years, the Franco-Ontarian community feels that it has taken two steps back.

The main mission of the Blue Ribbon Panel is to analyze the financial viability of the university and college sector in order to protect the worldwide reputation of these institutions¹ and continue to deliver a range of quality programs that can train the workforce of tomorrow.

Furthermore, although the objectives of the roadmap have been made public, the budget allocation dedicated to funding the postsecondary sector's development remains unknown at this time. In the same vein, how will the overall investment be distributed? Will it be proportional to the number of students, programs, teachers, or scholarships provided? What is the funding ratio that will be granted to the French-language postsecondary studies sector?

This brief overview of the facts leads us to question the government's strategy regarding our French-language universities and colleges. In recent years, we have observed the government's interest in implementing universities governed by and for Francophones, a long-standing demand of the Franco-Ontarian community. In the midst of the pandemic, the Université de l'Ontario francais opened its doors in September 2021. One year later, the Université de Hearst gained its full independence and was granted a charter, establishing it as a university "by and for" Francophones.

Unfortunately, on the eve of Canada Day, the Ontario government decided not to seize the momentum it helped to build by refusing to fund the University of Sudbury, which still

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¹ www.news.ontario.ca

remains the most credible solution for modernizing French-language programming in Ontario's Near North.

From this period of transformation arises an opportunity to question how our institutions are funded. With this in mind, what is the reality of funding allocated to Francophone and bilingual institutions? Will this budget allocation ensure the establishment and development of French-language academic programs, or conversely, will it be of no use in this regard?

Summary of recommendations

That the Blue Ribbon Panel provide recommendations to the Ministry of Colleges and Universities (MCU) to:

- Encourage research in French to promote the sustainability and durability of French-language programs.
- develop a clear policy on French-language post-secondary programs, exercise
 greater transparency in the data and information used to assess program
 relevance, and better collaborate with smaller institutions early in the program
 development process to reduce the loss of resources, build customer
 confidence and better meet labour market needs.
- Implement the principle of a French-language education continuum by continuing to invest in the "by and for" model at the postsecondary level.
- Initiate a discussion with the University of Sudbury to reexamine its transformation project.
- Promote an inclusive, robust, and sustainable French-language postsecondary education system.
- Adopt a funding formula dedicated exclusively to French-language universities and colleges.
- Engage in a conversation with the Government of Canada regarding the renewal of the Complementary Fund for Postsecondary Education and the Official Languages in Education Program to support the objective of sustaining the sector.

I. Francophone Perspectives

In the context of this study, the Francophone community of Ontario is primarily represented by organizations that work solely to promote French-language postsecondary education. The Franco-Ontarian community constantly advocates for the realization of three levels of requirements: (i) excellence in programs offered in French, (ii) access to postsecondary studies in French, and (iii) long-term value in the labour market.

The Assemblée de la francophonie de l'Ontario (AFO) encourages the Blue Ribbon Panel to consider this positioning and the aspirations of the Franco-Ontarian community. Does the Blue Ribbon Panel foresee a single funding formula for all postsecondary institutions, or will they be considered separately, as is the case for Indigenous institutions²? The AFO strongly advocates for the establishment of a distinct funding formula for French-language postsecondary institutions.

Blue Ribbon Panel Recommendation for the MCU:

→ Encourage research in the French language in order to promote the continuity and sustainability of programs in French.

Let's now examine the perspective of the Association des collèges et universités de la francophonie canadienne (ACUFC) and their guidelines for French-language universities and colleges:

- → The ACUFC's expectations: On the ACUFC's official website, a press release dated February 17, 2023, states that members of the Francophone minority community believe that postsecondary institutions should be financially healthy with sufficient resources to provide equitable access to postsecondary education in French. Furthermore, even before the official announcement regarding the appointment of panel members, the ACUFC expressed its budgetary expectations by advocating for several points to be taken into consideration:
 - Enhancing access to French-language postsecondary programs could also align with the recommendations issued in the final report of the États généraux sur le postsecondaire francophone (General assembly on French-Language Postsecondary Education) on November 10, 2022³. It is clear today that in order to attract a greater number of students to our

²Several programs have been set up for First Nations people. Visit. <u>University and College Entrance Preparation Program</u>

Visit.https://fcfa.ca/rapport-final-des-etats-generaux-sur-le-postsecondaire-francophone/#:~:text=Intitul% C3%A9%20B%C3%A2tir%20ensemble%20le%20postsecondaire,l%27acc%C3%A8s%20aux%20programme s%2C%20la

- institutions, it is necessary to offer equally interesting and attractive acadamic programs as those in the English-language sector.
- Giving special attention to research conducted in French or research conducted in the interest of Francophones. This aspect will not only strengthen French-language learning but also promote new resources and contribute to the development of a valuable pool of Francophone researchers.
- Supporting the work of postsecondary institutions to enable them to accompany international students throughout their academic journey. The goal here is not only to recruit new foreign students but rather to establish a sustainable system to support this population until they enter the job market.

Ontario's postsecondary institutions have often pointed to the complexity of the program approval process as one of the biggest red tape hindering their agility to respond more quickly to the needs of students and the labour market with new programs. AFO is pleased to see some improvements in these processes, especially for college programs.

Since French-language institutions are smaller, they have the advantage of ensuring that their programming is relevant and in high demand. What's more, they have a very specific mandate to meet the needs of their community. This sense of accountability to their communities, combined with rigorous research into student and labour market needs, guides their actions.

However, the Ministry of Colleges and Universities also uses data and criteria to evaluate the relevance of programs. This data is not accessible to institutions, which causes delays or refusals of requests for approval of new programs. The Ministry confines itself to giving informal and sometimes inconsistent suggestions and instructions. In the absence of clear policies on academic programming priorities, institutions rely on information and intelligence gained from research into local needs.

Greater transparency and collaboration with institutions would enable them to better target programming that responds to the needs they have identified and to departmental priorities. This lack of transparency and collaboration is costly for our establishments, which don't have the same resources as their English-speaking counterparts to create a large volume of programming. These costs undermine the establishments' ability to mobilize their limited resources on high-impact initiatives.

To cite just one major inconsistency, the Ministry of Colleges and Universities has set limits on the ability of these universities to develop vocational and science and technology programs. They are then denied funding for programs that do not fall within fields such as science, technology and vocational education. This situation reveals a lack of system coordination on the part of the Ministry, which prevents it from defining a clear policy on which programs it will or will not support.

A clear program policy, greater transparency in the data and information used to assess program relevance, and greater collaboration with smaller institutions early on in the

program development process would resolve many of these issues, and save institutions money, time and resources.

It is essential that the Ministry engage in a more open process with French-language institutions to put an end to practices that continue to undermine their long-term viability by spending resources unnecessarily. Furthermore, conflicts and the lack of a coherent approach continue to damage the reputation of French-language universities and public confidence in the system as a whole.

→ Panel recommendations to the MCU:

That the Expert Panel recommends that the Ministry of Colleges and Universities develop a clear policy on French-language post-secondary programs, exercise greater transparency in the data and information used to assess program relevance, and better collaborate with smaller institutions early in the program development process to reduce the loss of resources, build customer confidence and better meet labour market needs.

Blue Ribbon Panel Recommendation for the MCU:

- → That the Ministry of Colleges and Universities provide the tools to French-language colleges and universities to improve those French-language academic programs that are of interest to Francophones, while being aligned with the demands of the labour market.
- → Demands of Francophone Colleges and Universities:

In recent years, French-language post-secondary institutions have been requesting financial support from the government to improve French-language programming. Several means need to be taken into consideration:

- Improving the quality and quantity of French-language programs and ensuring a range of programs that meet the needs of employers and the local community.
- Guiding and providing students with insights into the job market, offering indicators to guide students towards French and bilingual positions.
- Focusing on the issue of the viability and sustainability of French-language postsecondary education.
 - > Position of Francophone Colleges in Ontario:

There are two publicly funded francophone colleges in Ontario. With the eight Collège Boréal campuses and the four campuses of Collège La Cité⁴, a diverse range of programs are offered in French, and a multitude of services are provided to Francophones and newcomers. All of this makes colleges an integral part of the Francophone community, with French-speaking environments and a unique student experience.

The financial health of these institutions for the coming years remains uncertain. So far, these institutions have relied heavily on promoting interesting study programs, courses that can attract foreign students drawn to the province (to pursue higher education and learn English simultaneously), offering online training, and even exporting programs outside of Canada, as was the case for Collège Boréal.

As a result, these colleges advocate for several points that align with our memorandum, namely:

- Give real importance to the funding of postsecondary education in French here in Ontario. In this regard, Collège La Cité recommends that Ontario and French-language postsecondary institutions collaborate to maximize federal investments and create multi-year funding sources with high impact.
- Establish an accessible and sustainable policy for students who currently face very high tuition fees.

The colleges are seeking the necessary funds to offer rich and unique programs; they want to collaborate with all stakeholders to improve the daily lives of permanent residents and temporary residents (newcomers) by providing high-quality services that meet their expectations.

Blue Ribbon Panel Recommendation for the MCU:

→ Provide the tools to French-language colleges and universities to improve French-language programs that are of interest to the Francophone community, and are aligned with the demands of the employment sector.

> Position of French-language Universities in Ontario:

Like French-language colleges, universities offering programs in French are concerned about their financial health. In this regard, universities are calling for a responsible and affordable funding model. Universities with French-language programs have different data based on their geographical location, demographic growth in their region, the foreign student population, and the expectations of the Francophone community regarding postsecondary education as an essential economic lever for growth in Ontario.

⁴ French-language colleges and universities | ontario.ca /according to MCU 2021-2022 data: Collège Boréal registers over 1,500 students and Collège la Cité over 4,900 students.

Despite the differences between Ontario's French-language universities, it is essential to establish a funding method based on enrollment numbers, performance, the quality of programs offered, and the principle of differentiation advocated by Northern universities, while encouraging and rewarding collaboration. The Ministry of Colleges and Universities should establish a framework for good governance at the university level and consider the particular situations of French-language institutions with the aim of upholding the principle of the French-language education continuum. It is also necessary to take into account economic aspects such as the training of a qualified workforce. In essence, the financial viability of universities is crucial for the growth of the economy and our community.

→ Student Experience of French-Language Postsecondary Institutions

Since the establishment of the education system we know today, students have shown their interest in postsecondary education in French. Let us recall the process of reflection and community consultation launched in 2013 and 2014, which gathered the perspectives of 1,400 Francophones on the postsecondary experience they wished to have. This process gave rise to the *Etats-généraux* (Town Hall) initiated by the *Regroupement étudiant franco-ontarien* (RÉFO), in partnership with the *Fédération de la jeunesse franco-ontarienne* (FESFO) and the AFO.

This process resulted in relevant recommendations concerning French-language higher education in Ontario that directly impact the student experience.

In this regard, the common thread connecting all the community's demands is based on:

- the need to increase the availability of French programs in all regions of the province;
- the importance of establishing governance by and for Francophones at the university level;
- the need to develop a common and ambitious strategy for retaining young people in the transition between high school and the postsecondary level in French by applying the principle of the continuum of education in Ontario.

Until recently, significant progress had been made regarding governance "by and for" Francophones. The *Université de l'Ontario français* opened its doors in September 2021. One year later, the *Université de Hearst* obtained its full independence and charter, establishing it as a university "by and for" Francophones. Our colleges have continued to see further diversification in their programs.

Unfortunately, the Ministry of Colleges and Universities hindered this momentum by refusing to fund the project of the University of Sudbury. The Franco-Ontarian community will continue to work to convince the Ontario government of the crucial and strategic importance of the University of Sudbury's project for the modernization of French-language programming in the Near North and throughout the province.

Currently, for the future of French-language university education in Ontario's Near North, it is crucial that the Ministry of Colleges and Universities give the green light to the transformation project of the University of Sudbury. The facts clearly demonstrate that Laurentian University⁵ has failed to modernize French-language programming over the years, and there is no indication that they have the means to do so in the coming years. In recent years, Laurentian University has:

- cut 28 French-language programs, nearly half of its French-language offerings.
- violated the *French Language Services Act* by abolishing designated programs without consultation⁶;
- unilaterally terminated the Laurentian Federation, putting the survival of the University of Sudbury at risk, a French-language university created "by and for" Francophones over a century ago in response to Regulation XVII;
- has been invisible in the Franco-Ontarian community:
- and above all, it has lost all the trust of the Franco-Ontarian community and the legitimacy of its bilingual mandate.

In this case, it is clear to us that the future of French-language university programming in the Near North lies with the University of Sudbury.

With diversified programming linked to the job market and new funding methods, the AFO strongly believes in the success and growth of our universities, just as it has been the case with our schools and community colleges. For the upcoming academic year, the *Université de Hearst* has filled all available spots in its programs. The new education program offered by the *Université de l'Ontario français* has received more domestic student applications than available spots for the next school year. Good programs attract students. We must provide these institutions with the means to offer these programs.

Blue Ribbon Panel Recommendation for the MCU:

→ That the Ministry of Colleges and Universities apply the principle of the continuum of French-language education by continuing to invest in the "by and for" model at the postsecondary level.

Blue Ribbon Panel Recommendation for the MCU:

→ That the Ministry of Colleges and Universities open a discussion with the

⁵"https://www.ombudsman.on.ca/ressources/nouvelles/communiques-de-presse/2022/I%E2%80% 99universite-lau..."

https://www.ombudsman.on.ca/ressources/nouvelles/communiques-de-presse/2022/l%E2%80%99universite-laurentienne-et-la-province-n%E2%80%99ont-pas-assure-la-protection-des-programmes-en-francais-d

University of Sudbury in order to re-examine its transformation project.

Blue Ribbon Panel Recommendation for the MCU:

→ Promote a rich, inclusive, and sustainable system of French-language postsecondary education.

II. Funding Models for Francophone Postsecondary Education in Ontario

The Government of Ontario has closely monitored the financial health of postsecondary education to perpetuate the excellence of university and college studies. In the beginning of the year, the MCU mandated the Blue Ribbon Panel to formulate key provisions that will be inherently linked to the modernization, accessibility, and sustainability of French-language postsecondary education in Ontario.

It is therefore legitimate, in the name of linguistic duality, to examine the funding formula that will be reserved for French-language institutions. Looking at the priorities of the Complementary Fund for Postsecondary Education in Ontario, we establish that the government is committed "to support students throughout secondary school and as they transition to postsecondary destinations, including apprenticeship, community living, college, university, and the workplace."⁷

According to this Fund, French-language education as a whole will receive a total of \$21.90 million, with \$7.22 million allocated to financing the transition of students entering postsecondary education and seeking employment that matches their respective expectations.

It is evident that secondary school students who wish to join French-language universities and colleges would want the freedom to choose their desired program, receive quality education, access it without exorbitant costs, and enter the job market in Francophone and/or bilingual sectors. The financial pressures on French-speaking students are greater, as they have to leave their family homes more frequently than the majority student population to pursue postsecondary studies in French.

It goes without saying that the aspirations of Francophone students in Ontario fundamentally depend on the financial sustainability of French-language postsecondary education and the diversification of its programs. We observe that the existing funding models do not seem to meet the needs of this sector (Report of the Town Hall on Postsecondary Education in a Francophone Minority Context 2022). The current funding formula encourages competition rather than partnership between institutions. Partnerships between our institutions are a key element for their sustainability. The

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⁷ https://efis.fma.csc.gov.on.ca/faab/Memos/B2023/B05_EN.pdf

instruction at universities and colleges in French should be valued, and we should reflect on the precariousness of certain institutions that struggle to keep up financially with other establishments.

This precarious situation reflects a lack of interesting and diverse programs in French that would allow graduating high school students to choose the program they desire like their Anglophone counterparts. The shortage of Francophone teachers in various disciplines, in health, early childhood education, and many other fields, also presents a significant challenge that can be addressed through partnerships with universities in Quebec or through immigration and recognition of credentials once in Canada.

Students complain about tuition fees, which often act as a barrier for low-income families. Martine Simplice, president of the Francophone Student Association in Education at the University of Ottawa, expressed her concerns in an interview with the AFO, denouncing the financial burden that some Francophone students face. Postsecondary studies, she said, disproportionately require francophones to travel farther in search of higher education, requiring them to seek additional loans with high interest rates, putting students in a situation of debt even before entering the job market.

Blue Ribbon Panel Recommendation for the MCU:

→ Adopt a funding formula dedicated exclusively to French-language universities and colleges.

→ Towards a Specifically Francophone Funding Model for Postsecondary in Ontario

Even though public funds partially finance the postsecondary sector (see www.tcu.gov.on.ca Ministry of Colleges and Universities), it remains essential to dedicate a unique and sustainable investment fund specifically for this sector, especially for French-language studies. This would allow it to develop in line with the expectations of the Francophone community, which heavily relies on the prosperity of this sector and wants it to become a strong link in the regional economy first and then at the national level. Funding formulas should encourage partnerships.

Clearly, Ontario should develop French-language higher education and not rely predominantly on complementary funds that cannot fully support the programming of multiple educational subjects in French, reserve positions for Francophone teachers, and provide a Francophone environment through quality services and resources in the French language, technology, and research.

In this regard, when closely examining the funds for priorities and partnerships (FPP) for the year 2023-2024, it appears that out of the total amount of \$516.22 million, only \$7.22 million will be allocated to students' transition to postsecondary education. Although the

same fund offers \$21.90 million for French-language education, it would be appropriate to continue on this path and provide reasonable capacity funds for French-language colleges and universities to rightfully develop French studies, starting from daycare all the way to offering Franco-Ontarians the opportunity to pursue quality studies and engage in internships and jobs that meet their respective expectations.

→ For a permanent and substantial contribution from the Complementary Fund for Post-Secondary Education of the Government of Canada

It is partly the responsibility of governments to create favorable conditions for Francophones to live and work in Francophone settings. In this regard, living in Canada also means choosing the language of one's education from daycare to postsecondary education, following the principle of a complete education continuum. Based on this premise, the federal government, which has shown unwavering financial support to several French-language institutions in Ontario⁸, should establish a suitable and sustainable funding program that effectively helps develop French-language universities, ensure the longevity of their programs, attract new students, and become an international reference in research, and technological and scientific advancements. The Government of Canada has a leadership role in official languages.

In 2021, Canadian Heritage established the Complementary Fund for Postsecondary Education, with a budget of \$121 million over three years. A few months later, during the 2021 federal election campaign, Prime Minister Justin Trudeau promised to make this funding permanent and increase it to \$80 million per year. With the fund set to expire at the end of March, there is a significant opportunity to review and adapt this important program to better meet the needs of the Franco-Ontarian community and the Government of Ontario. We are witnessing a genuine willingness from the Government of Canada to address the renewal of this program in the upcoming federal budget.

Just as English-language higher education represents a pillar for the country's development, the Franco-Ontarian community would like to emphasize the importance of French-language postsecondary education, and the federal government should take measures in this regard. For the Franco-Ontarian community, these measures would be a realization of social justice⁹.

The Government of Ontario has significant opportunities in the coming year. Following the adoption of the <u>Action Plan for Official Languages 2023-2028</u>, provinces will have access to increased federal funding. The Official Languages in Education Program (OLEP) will need to be renegotiated with the provinces. The Complementary Fund for

⁸Visit: https://www.canada.ca/fr/patrimoine-canadien/nouvelles/2021/08/le-gouvernement-du-canada-in-vestit-1213-millions-de-dollars-sur-3-ans-pour-appuyer-leducation-postsecondaire-dans-la-langue-de-la-minorite.htm

⁹Read: Report of the Provincial Summit of the États généraux sur le postsecondaire en Ontario français Held in Toronto from October 3 to 5, 2014 at Toronto-Ouest and Saint-Frère-André high schools February 10, 2015.

Postsecondary Education, which the Prime Minister of Canada has promised to make permanent and fund at \$80 million per year, expires next March.

Blue Ribbon Panel Recommendation for the MCU:

→ That the Ministry of Colleges and Universities open a conversation with the Government of Canada with a view to renewing the Complementary Fund for Post-Secondary Education and the OLEP in order to support the objective of sustaining the sector.

Conclusion.

Given that French-language postsecondary institutions hold a central strategic importance in the Francophone community and the province as a whole, it is essential to devote particular attention to them through a sustainable and substantial financial framework that can meet all the specific needs of these institutions, taking into account their clientele, the diversity of programs, and bilingual and/or Francophone career opportunities. All things considered, the expectations of the Francophone community as a whole rely more than ever on the recommendations of the Blue Ribbon Panel, which they hope will be fair, equitable, and impartial.

As the spokesperson for the Francophone community, the AFO is confident that the panel will diligently and expeditiously examine the question of French-language postsecondary education's growth.

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