

PROGRAM PROPOSAL
presented by the College of Menominee Nation
and Lac Courte Oreilles Ojibway Community College
May 20, 2013

TRIBAL GAMING FUNDS REQUEST

1. General summary of proposed project or program

Background

Two recognized tribal colleges provide higher learning opportunities in Wisconsin.

The **College of Menominee Nation (CMN)**, chartered by the Menominee people in 1993, is located in Northeastern Wisconsin with its main campus located in Keshena. It has another campus in Green Bay. CMN is subject to the rigorous accreditation standards and requirements of the Higher Learning Commission of the North Central Association of Colleges and Universities, which also accredits institutions of the State of Wisconsin's university and technical college systems. Indians and non-Indians alike attend CMN. With its small student to faculty ratio, highly professional personnel, excellent student support services, and rigorous academic curriculum, CMN is uniquely positioned to provide a diverse and affordable option for non-Native students as well as Native students.

The **Lac Courte Oreilles Ojibwa Community College (LCOOCC)** was chartered in 1982 by the Lac Courte Oreilles Tribal Governing Board. Its main campus is on the Lac Courte Oreilles Reservation in Hayward. As part of its mission to reach out to other Ojibwe communities, LCOOCC has outreach sites that serve the St. Croix and Bad River Indian reservations, as well as the Hertel, Lac Du Flambeau, Ashland and Washburn communities. LCOOCC is accredited by the same accrediting body (the Higher Learning Commission of the North Central Association of Colleges and Universities) that accredits CMN, the UW System, and Wisconsin's Technical Colleges System. LCOOCC services Indians and non-Indians and provides a community based educational experience for northern Wisconsin.

How tribal colleges are funded and tribal/non-tribal students categorized

The negative impact of "non-beneficiary students" on operational funding

CMN, LCOOCC and other tribal colleges have received federal operational funding from the Bureau of Indian Affairs (BIA) since P.L 95-471, the Tribally Controlled College and University Assistance Act (TCCUAA), was first passed in 1978.

This operational funding is based solely on the number of full-time Indian students (equivalent of 12 credits per academic semester) who are enrolled members of federally-recognized tribes. These are the students the TCCUAA is designed to "benefit", and they are thus known as "beneficiary students". Students attending tribal colleges who are not members of an Indian

tribe, or the biological children of an enrolled members (updated as of Aug. 14, 2008), living or deceased, are referred to as “non-beneficiary students,” since they do not generate operational revenue for their colleges under the TCCUAA or any other federal source.

The TCCUAA funds form the core of the operating revenue that tribal colleges use to cover administrative, instructional and operations expenses. Although Congress has authorized \$6,000 per full time Indian student per year under this law, the most it has ever appropriated was \$5,535 per year, which is 92% of the amount authorized. For this reason alone, tribal colleges begin the race for educational excellence far behind their mainstream counterparts.

The Wisconsin State government does not provide financial support to CMN and LCOOCC to help defray the educational costs incurred by non-beneficiary Wisconsin state resident students attending tribal colleges. However, both CMN and LCOOCC are “open door” colleges that provide education for all students seeking their services. Because of location, programs of study, favorable class size and other reasons, an increasing number of non-native students are deciding to attend CMN and LCOOCC. The result is that while increasing the enrollment count, these non-native students do not generate any TCCUAA funding, other federal, or State of Wisconsin support to help the tribal colleges’ defray the costs of educating them.

In effect, CMN and LCOOCC are in the difficult position of having to subsidize the postsecondary education of non-beneficiary students. This is a substantial and growing financial obligation. Tribal colleges view the non-beneficiary funding question as an equity issue that puts them behind the starting line with respect to their state-supported counterparts. As a point of reference, current state funding for the University of Wisconsin System is approximately \$12,500 per student (http://www.mbo.wisc.edu/biennial/bienn1113/2011-13_reduction_plan.pdf)

Financial Impact of Non-Beneficiary Students Attending CMN and LCOOCC

Unfunded students lead to deficits of \$1.4 million (CMN) and \$1 million (LCOOCC)

At CMN, the 2012 Fall enrollment was 721 students, of which 40% of those in the student body were non-Native Wisconsin residents. The average cost per student at CMN is approximately \$10,606 per year.

At LCOOCC, the 2012 Fall enrollment was 557 students, of which 25% of those in the student body were non-Native Wisconsin residents. The average cost per student at LCOOCC is approximately \$9,765 per year.

Both CMN and LCOOCC receive \$5,535 in federal funding per FTE Indian student, but as discussed earlier, they receive absolutely no subsidy for non-Indian (e.g., non-beneficiary) Wisconsin resident students.

This leaves CMN with an annual deficit of nearly \$1.4 million dollars and LCOOCC with an annual \$1 million dollar deficit. Both colleges must struggle each year to secure dollars to meet the short-fall through unpredictable discretionary grant funding sources. Failure to do so results in a reduction of educational services and resources available for all students.

Program Description

This proposal asks that the State of Wisconsin assign State Gaming Compact funds for operational costs of Wisconsin's two tribal colleges. The proposal asks for an earmark of \$1.4 million per year for CMN and \$1 million per year for LCOOCC.

These funds will be designated to defray the costs of educating non-Indian (non-beneficiary) Wisconsin resident students who have chosen to attend CMN or LCOOCC. This will position these Wisconsin resident students on an equal support basis with students pursuing higher education institutions in the University of Wisconsin System and Wisconsin Technical College System.

2. Benefits and long-term impacts on participants and communities

The impact of providing services, instruction and facilities to non-Native/non-beneficiary Wisconsin residents is a tremendous burden for CMN and LCOOCC to shoulder and still fulfill their missions of providing financially-accessible higher education for Wisconsin tribes. To earmark annual Gaming Compact funds would allow the State to support its Wisconsin residents attending CMN and LCOOCC while ensuring that the support provided does not take away from the general operating support the University of Wisconsin System and Wisconsin Technical College System.

Subsidizing Wisconsin's non-Indian students who attend tribal colleges also has a positive rippling impact for the long-term growth in the regional economies, as well as for the University of Wisconsin System and Wisconsin Technical College System. For example, at present 40% of CMN students transfer out of the tribal college within a three year period. Of those students, 70% stay within the University of Wisconsin System or Wisconsin Technical College System (CMN Empower and national clearinghouse data). Consistent with CMN's student enrollment, 40% of those transferring and entering in the University of Wisconsin System and Wisconsin Technical College System are non-Native/non-beneficiary students.

Additionally, higher education supports local job placement and results in significant contributions to the local and state economies. Higher education is also known to decrease dependency on government programs and reduce the social ills accompanying low education and occupation levels.

Furthermore, through the multiplier effect, dollars earned by non-beneficiaries will turn over 5-7 times before they leave the regional communities that CMN and LCOOCC serves. A recent economic impact study on College of Menominee Nation, performed by the well-known NorthStar Economics, Inc, documented that CMN has an annual economic impact of \$37 million on the local regional economy.

3. Percent of the community will directly benefit from the program?

The entire student body populations at CMN and LCOOCC will benefit from the financial support. Currently, CMN students reside in counties throughout Wisconsin, including: Brown, Calumet, Door, Fond du Lac, Kewaunee, Langlade, Marathon, Marinette, Menominee, Milwaukee, Oconto, Outagamie, Shawano, Waupaca, Winnebago, and Wood. The largest number of students reside in Brown County (28%), Menominee County (32%), and Shawano County (23%). Current LCOOCC students reside in Sawyer, Washburn, Burnett, Bayfield, Ashland, Price and Vilas counties with the largest percentage (61%) residing in Sawyer County.

As noted in the long-term impact section, businesses will also witness a direct benefit from the support of immediate student internship programs to long-term multiplier effect of the additional dollars being turned over in the regional economy.

4. Program leadership and staff organization

Program Leadership

The program will have supervision and leadership at the highest level of the Presidents' cabinets, and will impact nearly all CMN and LCOOCC departments and divisions. The cabinets include:

CMN College President: S. Verna Fowler, Ph.D., has a long record as a champion of high quality education for all American Indian children and adults. Dr. Fowler is of Menominee/Stockbridge-Munsee heritage and is an enrolled member of the Menominee Indian Tribe of Wisconsin. She received her Baccalaureate Degree from Silver Lake College, Manitowoc; her Master's from the University of North Dakota in Education with a cognate in Special Education; and a Doctor of Philosophy Degree from the University of North Dakota in Educational Administration with a cognate in Post-Secondary Education. She received an honorary Doctor of Humane Letters Degree from the University of Wisconsin Oshkosh in 2002 and an honorary Doctor of Laws Degree from the University of Wisconsin-Green Bay in 2007.

Dr. Fowler has been involved in education since 1964, working as a teacher, at all grade levels through adult education, and as an administrator. During sabbaticals she has served the Menominee Indian Tribe in several capacities, including Executive Director, Director of Credit and Finance, and Superintendent of Education.

At the request of the tribe, Dr. Fowler founded the College of Menominee Nation in 1993. She has served as its President since that time. In 1999 she was appointed by President Clinton to the President's Board of Advisors on Tribal Colleges and Universities and was re-appointed to that Board in 2006 by President George W. Bush. She is currently a Board member of the American Indian College Fund as well as the American Indian Higher Education Consortium. She also holds a Tribal Legislature appointment to the MITW Labor, Education and Training Committee. Her time is a leveraged resource.

LCOOCC College President: Raymond Burns, President of LCOOCC, received his Baccalaureate Degree from Dartmouth College, his Master's degree in Education from Capella University and is currently working on his Doctor of Education Degree from Capella University. He is an enrolled member of the Lac Courte Oreilles Tribe and has worked for LCOOCC for more than 11 years.

Mr. Burns was a founding member of the group Native American Alumni Associate of Dartmouth College and served for five years as a member of the Dartmouth Native American Visiting Committee that reported directly to the President of Dartmouth College. He is currently Chair of the *Tribal College Journal* Advisory Board.

CMN Chief Academic Officer: Dr. Diana Morris, the Chief Academic Officer, has extensive experience overseeing and coordinating academic as well as grant-funded programs. As CMN's Chief Academic Officer, Dr. Morris will assure implementation at the highest level of college administration. She works closely with the College President, who directly oversees her position. Dr. Morris has a distinctive understanding of CMN. She began her employment at the College as a faculty member in 1997. She later served as the Dean of Letters and Science for several years. Prior to joining CMN, Dr. Morris worked 10 years in various divisions and agencies within the U.S. Department of Defense in computer systems.

LCOOCC Academic Dean: LCOOCC's Academic Dean is currently filled on an interim basis while a national search is being conducted. The person who fills this role at the college will be hired based upon his or her ability to best utilize resources for the academic success of the students and to assure long term learning outcomes that will benefit not only the student, but the community as a whole.

CMN Chief Financial Officer: Laurie Reiter, Chief Financial Officer, brings over 25 years finance and business experience to the project. She also has experience in the private sector and as manager of the Woodland Boys and Girls Club on the Menominee Reservation, a role which involved coordinating various grant programs. She has a Bachelor's Degree in Business from the University of Wisconsin-Green Bay, and a Master of Business Administration (Finance) Degree from Lakeland College.

LCOOCC Business Office Manager: Gwen Welter comes to LCOOCC after serving several years as a project manager for Jack Links Beef Jerky. Ms. Welter has over 25 years of experience in the accounting field, ranging from project manager to tax consultant. As a Certified Public Accountant, Ms. Welter must remain up to date on the latest accounting and finance procedures. She graduated *summa cum laude* from Georgia Tech University with a degree in Accounting and Finance.

CMN Vice-President of the Green Bay Campus: The Vice-President of the Green Bay campus, Chad Waukechon, is a Menominee descendant and an enrolled member of the Bad River Band of Lake Superior Chippewa. He received his Bachelor of Arts in Urban and Regional Studies with a minor in Environmental Science from the University of Wisconsin Green Bay. Most recently he has completed a Master's of Education at the University of Minnesota at Duluth with a focused area of study on indigenous language revitalization. Mr.

Waukechon worked in the Bowler School District as the Title IX Coordinator where he acquired extensive knowledge and skills in working with Native American Students as well as administering grant programs. He has proven skills in program administration and management including fund-raising, financial planning, personnel management and community outreach.

Program Organization

The non-beneficiary annual operational program budget will be approved annually by the Presidents, and their respective executive cabinets and College boards.

5. Amount of annual state funding requested and matching funds anticipated

CMN is requesting an annual grant of \$1.4 for operational support. LCOOCC is requesting an annual grant of \$1 million for operational support. CMN's and LCOOCC's annual operating budgets will serve as leveraged matches.

6. Budget proposal with description of program costs

The proposed total of \$2.4 million is expected to be spent in accordance with the annual fiscal expenses. The following proposed budgets take into account the current fiscal expense distribution.

<u><i>Expense</i></u>	<u><i>CMN</i></u>	<u><i>LCOOCC</i></u>
Instruction (38.2%):	\$ 534,800	\$ 382,000
Student Support (13.6%):	\$ 190,400	\$ 136,000
Administration (11.6%):	\$ 162,400	\$ 116,000
Institutional Support (8.6%):	\$ 120,400	\$ 86,000
Construction (12.2%):	\$ 170,800	\$ 122,000
Maintenance (4.9%):	\$ 68,600	\$ 49,000
Institute Support (9.2%):	\$ 128,800	\$ 92,000
Auxiliary (1.7%):	\$ 23,800	\$ 17,000
TOTAL	\$1,400,000	\$1,000,000

CMN's and LCOOCC's annual operating budgets will serve as the leveraged matches.

Official IPEDS budget listings for 2011 record CMN at \$15 million and LCOOCC at \$7.2 million. Budgets have steadily increased over the years. As an example, when CMN began in 1993, its operational budget was \$400,000 and in FY 2013 totals \$20 million.

7. What is the estimated cost per program participant?

The proposed budget will be focused on subsidizing the cost of attendance for non-Indian/non-beneficiary Wisconsin students. This number varies, but has been growing at a steady pace for several years as CMN and LCOOCC have established themselves as respectable higher educational institutions. Based on the average number of non-Indian students, and the average cost of their attendance, CMN's cost per non-Indian student is \$10,606 and LCOOCC's cost per non-Indian student is \$9,765.

8. Statement of program goals and objectives

Goals, Objectives, and Targets	
Goal	Increase CMN and LCOOCC's capacity to educate Wisconsin residents and meet the regional demand for educated employees
Objective	Secure State support to help defray the costs of educating non-Native/non-beneficiary Wisconsin resident students, on an equal basis to State support designated for comparable higher education institutions in Wisconsin (University of Wisconsin System and Wisconsin Technical College System).
Output Target	<ul style="list-style-type: none">• Funds will be used for operational costs to include: increase in instruction, student support, and instructional support.
Outcome Target	<ul style="list-style-type: none">• Increase in number of Wisconsin residents educated.• Increase in number of students persisting.• Increase in number of CMN and LCOOCC students graduating.

9. Proposal on how the program will be evaluated and success measured

The proposed program funds will be combined with each annual operating budget. As an example, for its part CMN has established a number of evaluation methods to determine its instructional and support success. Many of these are detailed evaluation plans developed through CMN's accreditation continuous improvement process. Others are focused on various grant-funded projects.

However the ultimate evaluation of any college is the number and percent of students who persist, graduate, and secure relevant employment, or transfer into another post-secondary institution. CMN and LCOOCC will use all existing and future methods to ensure that it continues to meet or exceed its current numbers.

