

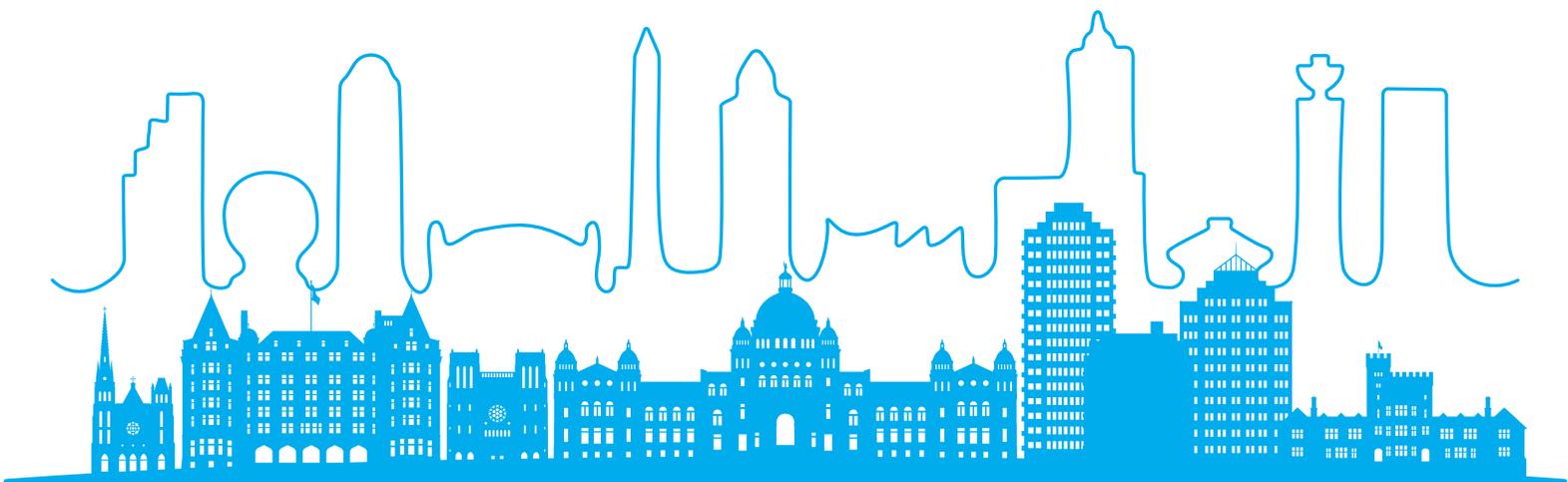


2023

FUNDING FOR SUCCESS

POST-SECONDARY EDUCATION IN BC

**A series by the
Confederation of University Faculty
Associations of British Columbia (CUFA BC)**



Funding for Success: Post-Secondary Education in BC

2023

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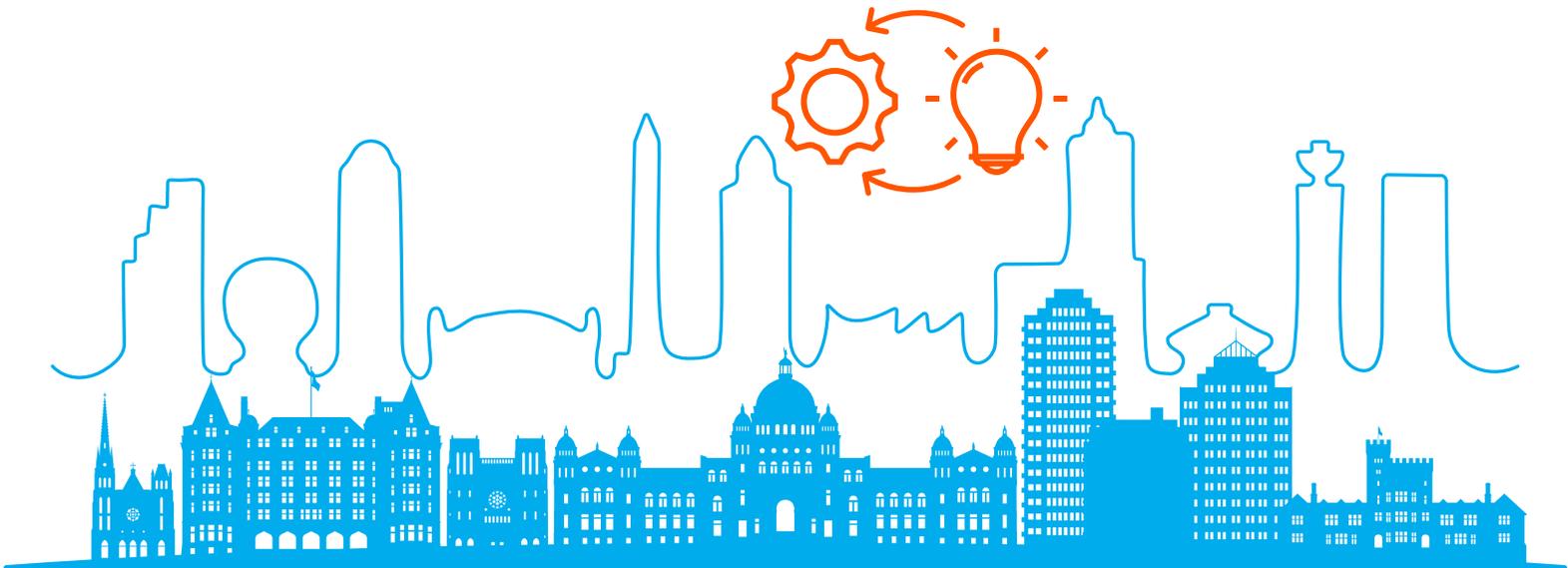
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INTRODUCTION TO THE SERIES



FUNDING FOR SUCCESS **POST-SECONDARY EDUCATION IN BC**

**Brief 1 of 6 in a series by the
Confederation of University Faculty
Associations of British Columbia (CUFA BC)**

Funding for Success

Introduction

Post-secondary education in this province is strong and has a proud history of contributing to the social, cultural, and economic growth of British Columbians. Post-secondary institutions are instrumental in advancing the interests of society and government in areas of human capital development, social mobility, provincial and national reputation, and technological and social innovation. Post-secondary education has become an essential passport to meaningful work.

There are pressing challenges facing the sector, not the least of which are shifting technology and the changing social demographic of the population. The sector needs to evolve to meet these and other challenges. The BC Labour Market Outlook Report, for example, anticipates more than one million job openings in the next decade, and eighty percent of these will require post-secondary education. The research taking place in the province's universities is critical to developing the necessary skills to meet workforce demands, and plays a direct role in driving social and economic innovation.

As the province undertakes a review of the post-secondary funding, there's an opportunity now to build on the successful legacy of BC's advanced education by investing in the knowledge and talent economy. Supporting research strengthens the social fabric of society. The research taking place at BC's universities bolsters the province's ability to compete in the scientific, social scientific, and technical innovations, and will deliver a competitive edge in contemporary economic and social well-being.

In this six-part series, we will

- **introduce the series and identify core values;**
- **profile five research universities in BC, and highlight the value of research;**
- **provide an overview of advanced education funding in the province;**
- **discuss university revenue and expenditures;**
- **summarize existing provincial and national university performance indicators; and**
- **make recommendations for strengthening BC's funding model.**

At CUFA BC, we believe in government policy that is informed by evidence and values that are in the public interest. We approach this review from a perspective of *potential*. One in which we reflect on the values we hold for the future of post-secondary education in BC, while recognizing the incredible human infrastructure that supports the system.

We have identified five core principles that we believe should take priority during the funding model review process: **keep public education public, ensure equity of access, maintain a commitment to knowledge, create financial stability (reciprocal accountability), and protect institutional autonomy**. Throughout the consultation process, we will make specific policy recommendations stemming from these principles.

“**We believe in government policy that is informed by evidence and values that are in the public interest... We reflect on the values we hold for the future of post-secondary education in BC, and recognize the incredible human infrastructure that supports the system**”

Principles for Success

Keep Public Education Public

Public post-secondary institutions must be primarily publicly funded. While there is a place for private funds generated by tuition and public-private partnerships, the public purposes of post-secondary education can only be ensured when the citizens of British Columbia, through their elected government, maintain a majority interest in the public post-secondary sector.

Ensure Equity of Access

All British Columbians should have convenient access to comprehensive, high quality post-secondary education at all levels, including at the undergraduate and graduate levels, as well as access to in-person, online, and blended learning models. British Columbians in remote and rural communities should have regional access to post-secondary programming to ensure the health and welfare of citizens and communities. This is important in ensuring equity and fairness in access to higher education.

Maintain a Commitment to Knowledge

Research and teaching are sacred trusts that must be sufficiently resourced and staffed, and must remain independent of outside influences. Research universities play a core role in the intellectual, social, and economic development of British Columbians. Providing resources to support research in all disciplines (including the arts, humanities, and social sciences, as well as STEM) and at all academic levels (including faculty and graduate / undergraduate student research) is critical to developing the skills outlined in the British Columbia Labour Market Outlook 2021 report. This support is also crucial for building the province's research strength to deliver scientific, social, and technical innovations, and for delivering a competitive edge in contemporary economic and social development. The principles of collegial governance and academic freedom must be protected across all funding decisions.

Create Financial Stability (Reciprocal Accountability)

Post-secondary institutions are accountable for fulfilling their public mandate, mission, and vision. Governments are accountable for supporting post-secondary institutions in achieving their public purposes by providing sufficient and equitable funding to allow institutions to achieve their mandate with sufficient staffing levels and by covering operating costs on a predictable, stable, and ongoing basis.

Protect Institutional Autonomy

Provincial government intervention in academic programming and finances beyond capital and operating grant funding and regulating tuition should defer to the legislative autonomy of the post-secondary institution. Under the *University Act* and *Royal Roads University Act*, internal structures already exist that govern financial and academic decision-making through boards of governors and academic senates. This autonomy should be fully realized over decisions of financial spending (including surplus spending), diversifying and tailoring academic programming decisions in disciplines (including fine arts, humanities, social sciences, and STEM), as well as labour and employment decisions. Free and fair collective bargaining is a core principle of Canadian democratic society, institutional management, and accountability, and must be protected through the existing autonomy rights of post-secondary institutions and within the institutional funding model.

Funding for Success

In the Series



INTRODUCTION TO THE SERIES

This brief provides an overview of the series and identifies core values for the funding model review. It speaks to the need for government policy that is informed by evidence and values that are in the public interest.



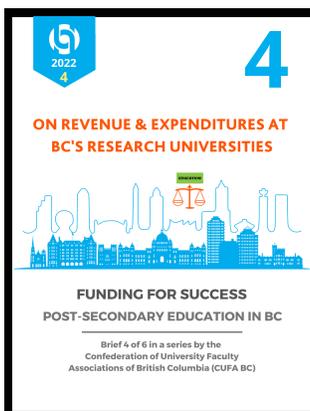
MEET BC'S RESEARCH UNIVERSITIES

This brief profiles BC's five research universities; addresses the value of research; and presents facts and figures on funding, enrolment trends, tuition, performance indicators, and faculty hiring.



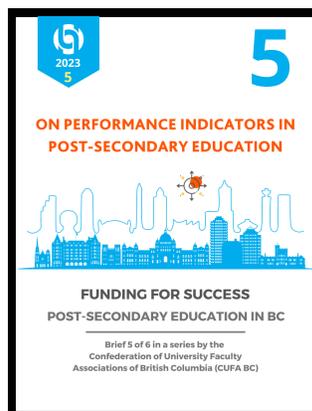
OVERVIEW OF FUNDING

This brief provides a comprehensive overview of advanced education funding in BC; the legal framework for post-secondary institutions; and presents facts and figures on provincial and national funding trends and key funding events.



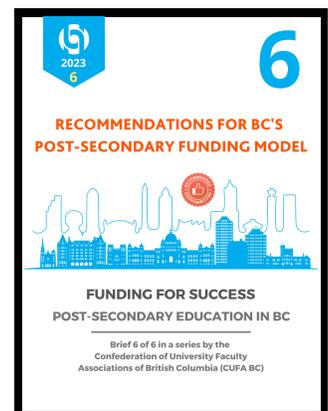
REVENUE & EXPENDITURES

This brief provides an overview of revenue and expenditures at BC's research universities, including operating funding and tuition revenue, and the increased operational demands on university budgets. Facts and figures are presented on financial trends.



PERFORMANCE INDICATORS

This brief examines institutional performance on current common indicators used by provincial and federal governments. Facts and figures are presented to understand performance outcomes, and interrogate their relevance.



RECOMMENDATIONS

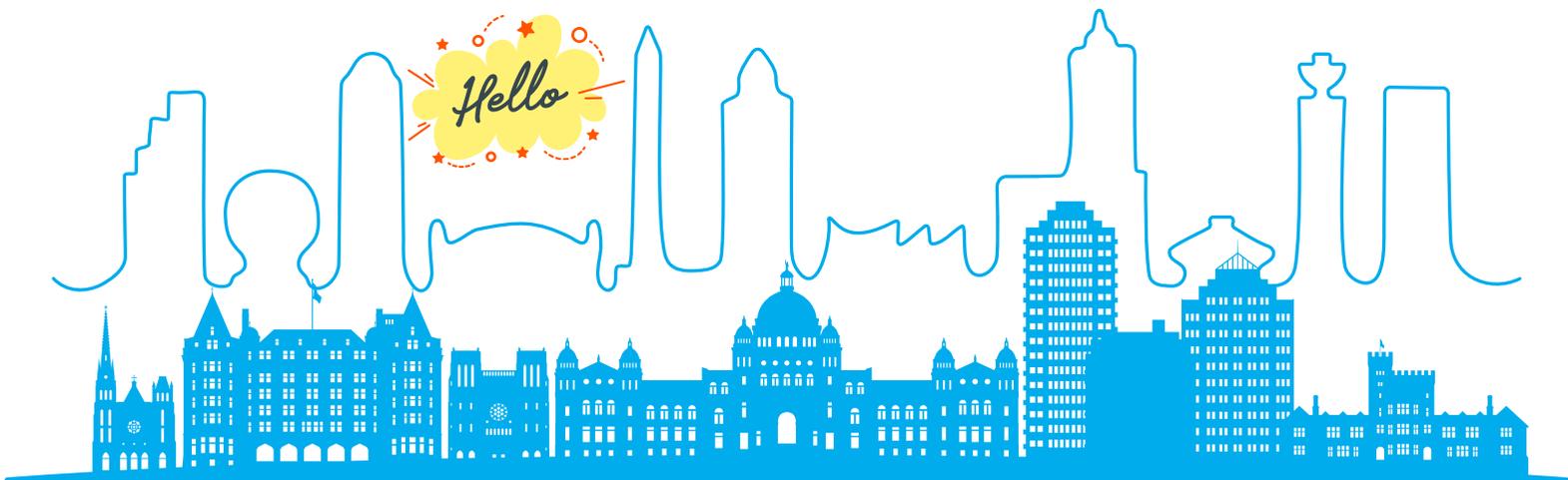
This brief summarizes the shared responsibility and accountability of governments and institutions in supporting the academic mission, and the role research universities play in the success of the province. It concludes with recommendations for strengthening BC's funding model.



2023

2

MEET BRITISH COLUMBIA'S RESEARCH UNIVERSITIES



FUNDING FOR SUCCESS POST-SECONDARY EDUCATION IN BC

Brief 2 of 6 in a series by the
Confederation of University Faculty
Associations of British Columbia (CUFA BC)

BC's Research Universities

INTRODUCTION

Post-secondary education is strong and has a proud history of contributing to the social, cultural, and economic growth of British Columbia. This success is testament to the visionary decisions of past governments and mature institutions, with the dedication of those who have laboured inside our institutions of higher learning. It is crucial to recognize the incredible work that people bring to the success of BC's post-secondary education.

Faculty, staff, and students are the backbone of the academic mission, serving as stewards of the knowledge economy. Supporting the human infrastructure of post-secondary institutions will be critical to fulfilling the province's needs for high quality, comprehensive education. Investing in research and students will pay dividends long into the future.

There are 71,000 workers in BC's public post-secondary institutions, 41,000 of which are at five research universities in the province: [Royal Roads University \(RRU\)](#), [Simon Fraser University \(SFU\)](#), [University of British Columbia \(UBC\)](#), [University of Northern British Columbia \(UNBC\)](#), and [University of Victoria \(UVic\)](#).

Four of these institutions operate under the *University Act*, while RRU operates under its own *Royal Roads University*.

BC's research universities and the faculty who work within them are a powerhouse of technological, social, and economic innovation. Faculty are major contributors to

the research and understanding of our geopolitical times, and are skilled educators training future generations of students.

The University of Victoria recently released a report outlining its economic contributions, which include adding \$3.3 billion in income to the provincial economy (a value approximately equal to 1.2% of the total gross provincial product) and supporting 40,595 jobs across the province.

Today, post-secondary institutions are asked to play an even greater role in the future of this province. Institutions have taken on roles and responsibilities for the advancement of knowledge in traditional and novel professions, graduate education, equity and inclusion, Truth and Reconciliation, and expanded wrap-around supports for students. There is more to come.

The BC Labour Market Outlook Report anticipates more than one million jobs will be created over the next decade, 80% of which will require post-secondary education.

The education that will best fulfill the province's needs is offered at BC's research universities where high quality and comprehensive education confer the skills and talents for tomorrow.

Together, these five research universities employ tens of thousands of British Columbians, and serve 69% of the province's undergraduate students and 95% of the graduate students of the 142,000 total approximate student body. Faculty are working to close the gap on the province's needs for a skilled, educated workforce.

BC's Research Universities

MEET THE UNIVERSITIES

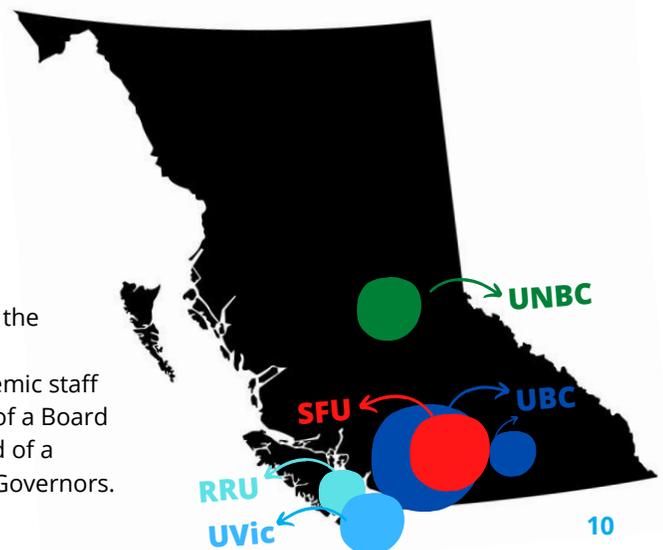
University of British Columbia (UBC) was established in 1908 and is BC's largest and oldest university still in operation. Its two main campuses are located in Vancouver and Kelowna. The UBC-Okanagan campus in Kelowna was opened in 2005. UBC is a comprehensive research and teaching university that consistently ranks among the top universities in Canada and internationally. The university focuses on global citizenship, sustainability, and research, and the benefits of community experiences. UBC enrolls approximately 37% of the province's students, including many international students. UBC employs 4000 unionized faculty (including professors, academic librarians, instructors, lecturers, sessionals, and other academic staff) plus non-academic staff and administrators. UBC is governed by a bicameral system in which the Board of Governors is responsible for the business management of the university, while the Senate oversees academic affairs.

Simon Fraser University (SFU) opened in 1965 in Burnaby, opening campuses in Vancouver in 1980 and Surrey in 2002. It is BC's second-largest university in terms of number of undergraduate and graduate students. It consistently ranks among Canada's top comprehensive research and teaching universities, boasting exceptional community engagement in its research practices. SFU has followed a trend toward innovation, with focus on investment in technology, as well as the institutional commitment to international engagement. SFU enrolls approximately 14% of the province's students and employs approximately 1200 unionized faculty (including professors, academic librarians, instructors, and other academic staff) plus sessionals, non-academic staff, and administrators. SFU's academic governance structure is bicameral, with the Board of Governors responsible for business matters and the Senate responsible for academic matters.

University of Victoria (UVic) was established in 1963 and is located in BC's capital city, Victoria. UVic is a comprehensive and research-intensive university, focusing primarily on Indigenous research, culture, global studies and social justice, environment, health and life sciences, and physical STEM subjects. UVic serves a valuable role in fulfilling quality education and research needs on Vancouver Island. UVic enrolls approximately 11% of the province's students, including a significant international student complement. UVic employs approximately 900 faculty (including professors, academic librarians, instructors, and other academic staff) plus sessionals, non-academic staff, and administrators. UVic's governance is bicameral, consisting of a Board of Governors and Senate, who oversee business and academic affairs respectively.

University of Northern British Columbia (UNBC) was established in 1990, expanding BC's access to high quality education to northern and remote parts of the province. UNBC is a research-intensive university, with research and courses primarily focusing on the environment and people in northern BC. Its academic focus is primarily undergraduate, but it also hosts a growing number of graduate programs. The strategic development vision for UNBC focuses on connection to the local community and industry/labour market, as well as environmental initiatives and Indigenization of the academy. UNBC enrolls more than 2% of the student population in BC and employs approximately 240 unionized faculty (including professors, academic librarians, instructors, and other academic staff) plus sessionals, non-academic staff, and administrators. UNBC's governance system is bicameral, consisting of a Board of Governors and Senate, which oversee business and academic affairs respectively.

Royal Roads University (RRU) was established in 1995 and is located in Hatley Park near the capital city of Victoria. It is a primarily graduate blended university with a focus on applied and professional programs and research offered through a blended delivery model of residencies and online instruction. RRU leads the province in delivering virtual learning around the world, adopting an individualized and local community focus with strong ties to business and labour markets. RRU exists under its own legislation, the *Royal Roads University Act*, but which relies heavily on referencing the *University Act* in areas of duplication. RRU enrolls approximately 1% of the provincial student body, many of whom live outside the province. RRU employs seventy-five unionized core professors and academic librarians, plus over 600 non-unionized sessional faculty as well as non-academic staff and administrators. RRU's governance system is unicameral, consisting only of a Board of Governors with members appointed by the provincial government. Instead of a traditional senate, there is an academic council that can advise the Board of Governors.



BC's Research Universities

FUNDING | ACCOUNTABILITY | RESEARCH

FUNDING

Research universities in British Columbia are funded by a historical block-grant funding structure, which includes three primary sources:

- **an operating grant (base funding)**
- **BC Knowledge Development Fund** (research funding for STEM disciplines)
- **capital funding**

The research universities account for slightly less than four-fifths (78.1%) of all provincial operating grant funding for universities, about four-fifths (80.1%) of all provincial university funding, and about four-fifths (85.1%) of total sponsored research funding.

The early years for research universities were marked by unstable operating funding, and included funding cuts. These cuts resulted in fewer resources on campus and layoffs or the downgrading of permanent employment into term-limited, precarious contracts, like those of contract faculty and outsourced food and cleaning services. These cuts threatened the quality of education at the institutional level.

ACCOUNTABILITY

All public post-secondary institutions are subject to an annual accountability framework conducted through the Ministry of Post-Secondary Education and Future Skills. The **Institutional Accountability Plan and Report (IAPR)** is based on five government-set system objectives: **capacity, access, efficiency, quality, and relevance**.

Post-secondary institutions measure and report on their performance on these objectives using indicators set by the Ministry and the institutions themselves, including total student spaces / enrolments, credentials awarded, Aboriginal student spaces, sponsored research funding, undergraduate student satisfaction indicators, and unemployment rates of bachelor degree graduates.

Some performance indicators are common to a number of universities, and some are unique. **UBC, UNBC** and **UVic** include enrolments in nursing and allied health programs, while **UBC** also notes enrolments in medical school. **RRU** has indicators for financial health performance, greenhouse gas emissions performance, and Continuing Education headcounts / enrolments. Overall, BC's research universities perform exceptionally well on both their own and government performance indicators.

Furthermore, some favouritism was observed, with cuts unevenly distributed. For instance, education, nursing, and social work faced the largest cuts at UBC compared to other institutions. The years since 2017 have been marked by greater investment in post-secondary education by the provincial government.

What is most notable in the histories of the BC research universities is how interconnected political changes, economic shifts, and funding policies are to the success of post-secondary education in the province. There is a trickle-down effect of funding cuts and budget priorities. Decisions about how and where allocations are made need to be done with a critical eye for how they will interact with already-existing elements in the sector.

BC's research universities perform exceptionally well in terms of maximizing learning and research outcomes, and maintaining programming in spite of the year-over-year unpredictability in public funding allocations.



Implementing policies with novel or punitive performance indicators (such as in the case of performance-based funding initiatives seen elsewhere in Canada) has the potential to exacerbate already existing disparities. This is especially the case for vague measures like 'educational outcomes' or 'student knowledge' and other outcomes that are hard to measure.

BC's Research Universities

FUNDING | ACCOUNTABILITY | RESEARCH

THE CASE FOR RESEARCH

There is special value to research. Research generates knowledge that transcends national, social, and geopolitical boundaries. It continues to be one of the most important sources of creative solutions to the pressing challenges we face as a society. Research activities at universities contribute to new discoveries and innovation, and create new understandings of our experiences in the world.

RESEARCH SUPPORT

Research is primarily supported through funding sources like the provincial Knowledge Development Fund (KDF) and the federal Tri-Council agencies (Canadian Institutes of Health Research (CIHR), Natural Sciences and Engineering Research Council (NSERC), and Social Sciences and Humanities Research Council (SSHRC)). Other research funding comes from public-private partnerships as well as non-profit foundations. Research performance is a generally accepted indicator of quality and productivity, and is assessed through peer review at the disciplinary level.

INSTITUTIONAL SUPPORT

Post-secondary institutions provide both *direct* supports for research (i.e., internal research and travel funds; start-up grants for new faculty; supplies, materials, and equipment) and *indirect* supports (i.e., building space and utilities; university libraries; hazardous waste disposal; campus security; liability insurance; legal and administrative services, etc.).

FACULTY AND RESEARCH

Faculty at BC's research universities typically allocate 40% of their work to conducting research. They also supervise graduate and undergraduate student research, employ students to work on research projects, collaborate with private industry, act as public intellectuals, and engage in public civic engagement.

The ideas that flow out of BC's research universities are the lifeblood of our citizenry and democratic landscape, our intellectual life, and our economy.

GOVERNMENT PRIORITIZATION

Shifts in government priorities have resulted in targeted funding growth in science, technology, engineering, and mathematics (STEM) disciplines, with fewer resources allocated to social sciences, humanities, and fine arts. Canadian university enrolment trends are shifting toward engineering and health programs, which are more costly to deliver. Providing adequate resources to support teaching and research at BC's mature research institutions is critical in all disciplines and at all academic levels (including faculty and graduate / undergraduate student research).

GRADUATE STUDENTS AND RESEARCH

Graduate students and their research are a necessary part of the infrastructure that supports undergraduate education in BC's universities. Student research at the graduate and undergraduate levels develop the skills needed to meet labour demands of the BC Labour Market Outlook report.

THE VALUE OF RESEARCH

BC's research universities build the province's research strength to compete and innovate in the scientific, social scientific, and technical domains, delivering a competitive edge in contemporary economic and social contexts. Research infrastructure requires people and resources, and their contributions result in novel solutions to pressing issues facing society. The research function of the university is crucial to provincial and local economies, which in turn benefit the lives of all British Columbians. The University of Victoria alone boasts \$3.3 billion in added income to the BC economy, and \$1.9 billion of that was in the Greater Victoria.* That's the equivalent of 25,224 jobs in the region, or one out of every nine jobs, that are supported by the research activities of the institution and its students. It's impressive. It's also only one of five research universities in the province.

* Source: https://www.uvic.ca/_assets/docs/uvic_regional_factsheet_1920_final_accessible.pdf



BC's Research Universities

FACTS & FIGURES

Student Enrolment is Strong in BC Research Universities

BC's five research universities serve 69% of the province's undergraduate students and 95% of the graduate students of the 142,000 total approximate student body. Student demand continues to grow with higher enrolments year over year, even throughout the disruptions of the pandemic.

Figure 2.1 Share of Student Enrolment in Research Universities vs Other Institutions, 2020

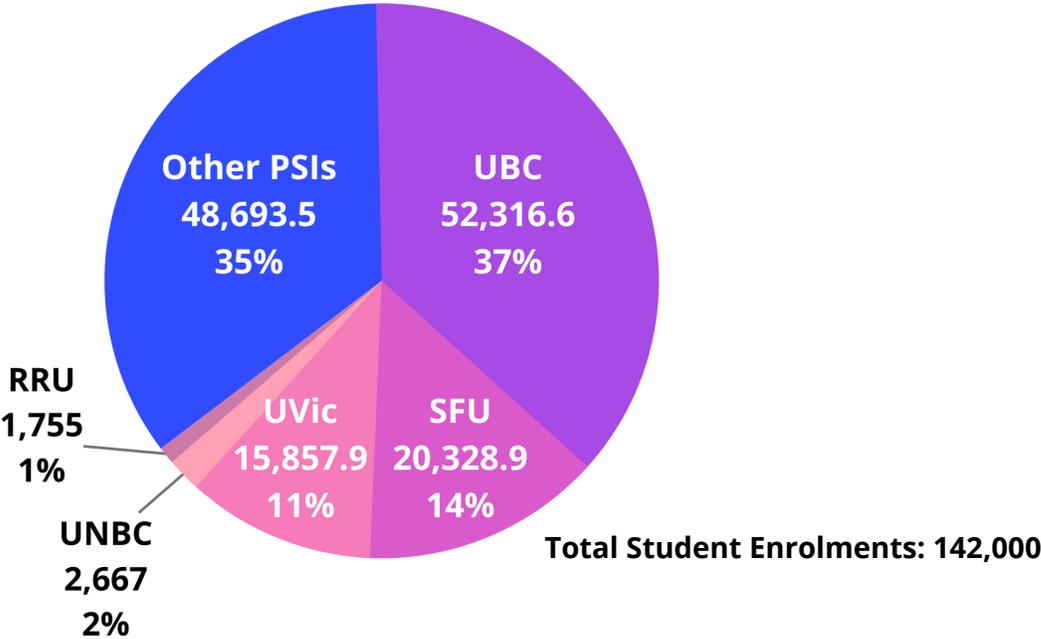
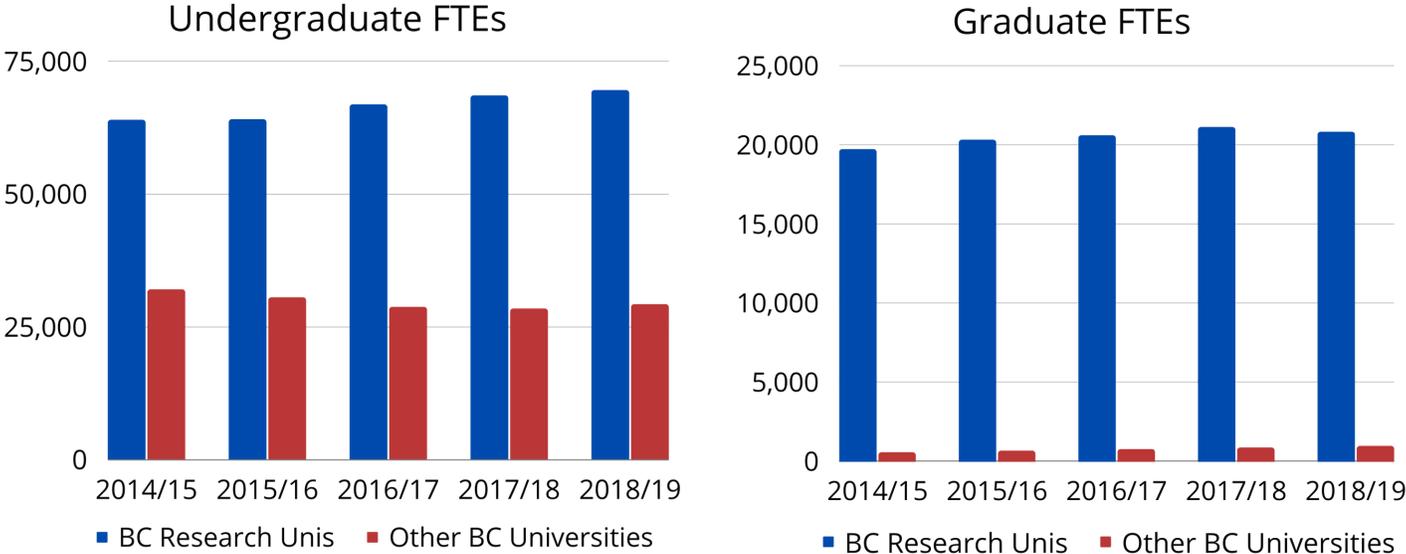


Figure 2.2. Undergraduate and Graduate Student FTEs, Research Universities and Other BC Universities



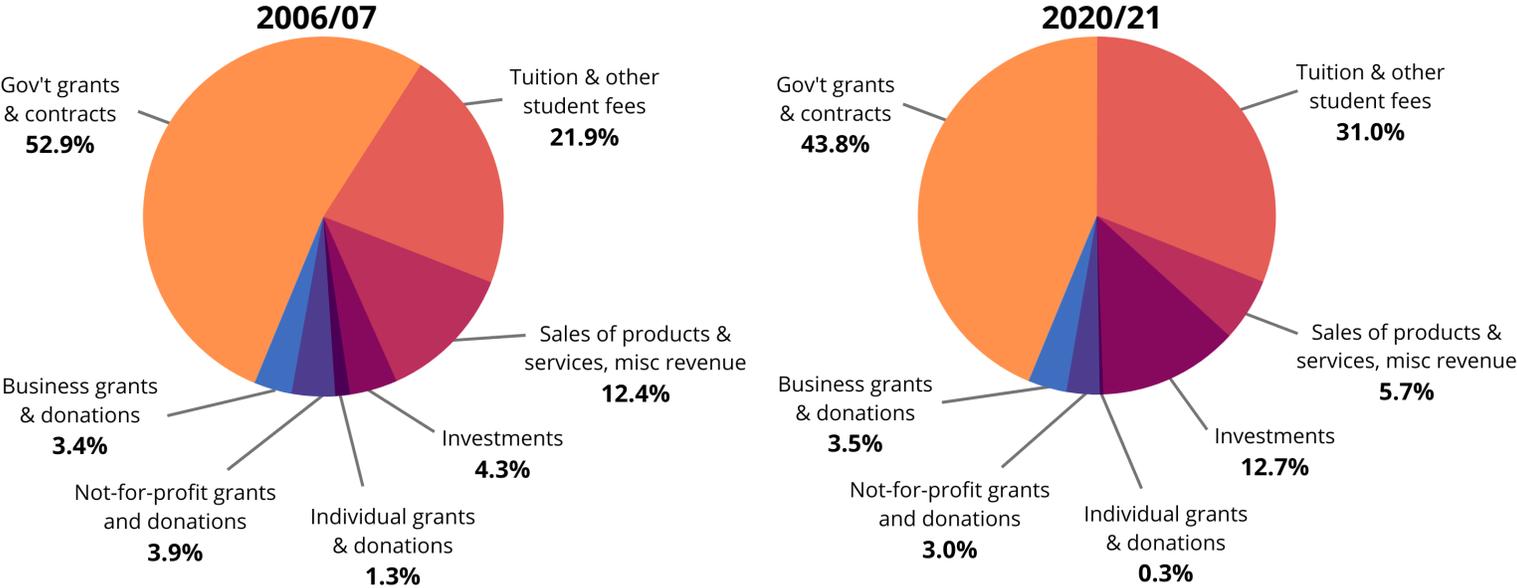
BC's Research Universities

FACTS & FIGURES

Private funding sources now surpass public funding as share of university funding

Funding at BC's universities have shifted from predominantly public sources to predominantly private sources as a share of university funding. The long-term shift reached an important milestone in 2012/13, when these funding sources surpassed federal, provincial and other government grants and contracts as a share of university funding.

Figure 2.3. Share of University Revenues by Source in BC, 2006/07 and 2020/21



While total revenues for universities in Canada grew over the last 15 years, not all of these revenues are able to pay for increases in operating costs. Sponsored research, capital, endowment, and special purpose and trust funds are **restricted funds**, while **unrestricted funds** include both general operating and ancillary funds. National sources note that about 84% of spendable funds at Canadian universities come from grants and tuition. Further, government grant income fell in real terms since 2010/11 while revenues from tuition grew by 61.8% across Canada.

University expenditure has shifted away from instruction and research toward non-academic costs

Expenditure in BC universities and degree-granting colleges has shifted, with decreased spending on instruction, libraries and non-specialized research (64.4% of total operating funds in 2006/07 to 58.9% in 2020/21). Spending has increased, meanwhile, for student services, administration, and computing and technology, and spending on external relations has more than doubled in relative terms since 2006/07 (1.4% to 2.9% of operating expenditures).

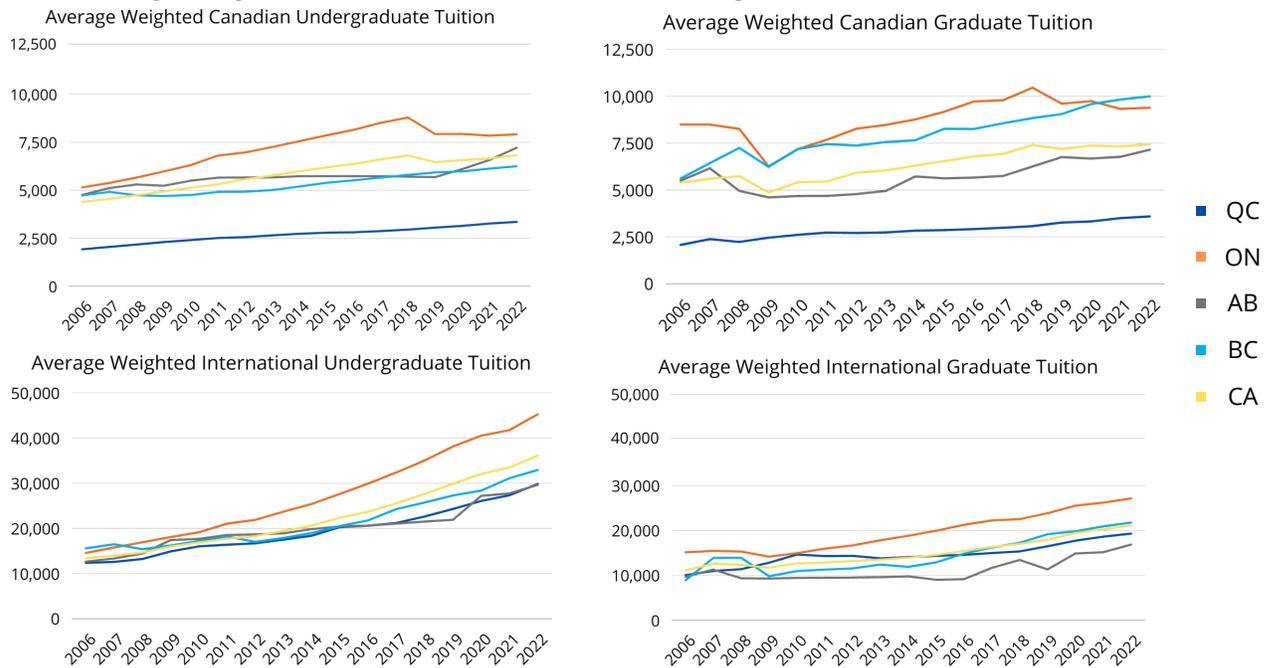
BC's Research Universities

FACTS & FIGURES

Tuition growth has become the primary method of increasing university revenues

Tuition growth is particularly notable as a method that Canadian universities are using to increase their revenues. BC has a 2% cap on annual domestic tuition fee increases, which generally has paced inflation, but no such cap exists for international students. Annual BC tuition rates average \$6,919 for Canadian students, while international students pay an average of \$30,480.

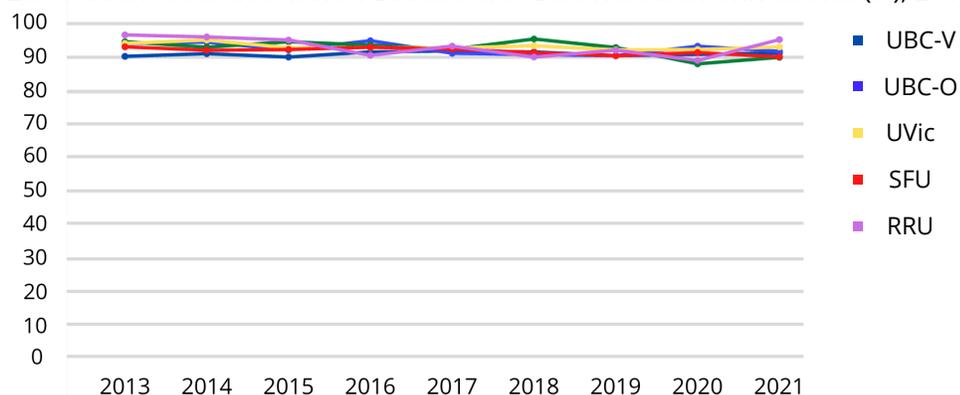
Figure 2.4. Average Weighted Canadian and International Undergraduate and Graduate Tuition, 2006-2022



Students are satisfied with the quality of education at BC's research universities

Student satisfaction ratings held at an average of 91% for BC's research universities. Despite the challenges facing faculty and staff at BC's research universities, this rating is a strong testament to the quality of the programs and people on campus who support students throughout their schooling.

Figure 2.5. Student Satisfaction with Education at BC's Research Universities (%), 2013-2021



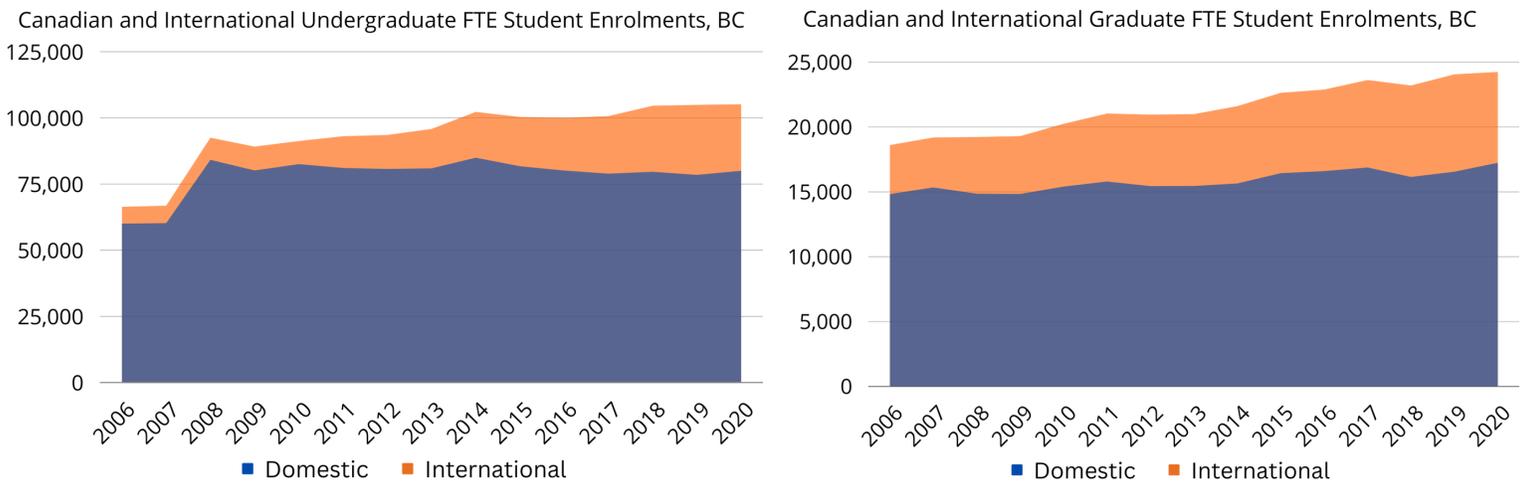
BC's Research Universities

FACTS & FIGURES

International student enrolments have doubled while other enrolments show modest increase

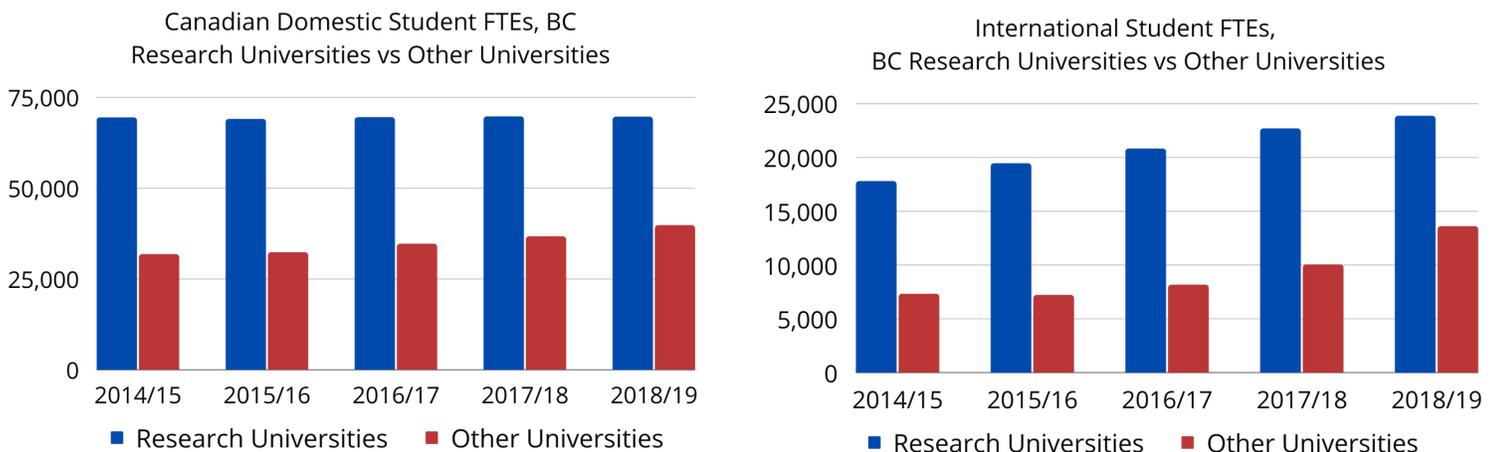
For four out of five research universities, out-of-province Canadian enrolment has increased from 9.7% in 2006/07 to 12.5% of all enrolments. International student enrolments more than doubled in this time, from 9.3% to 21.7%.

Figure 2.6. Canadian Domestic and International Undergraduate and Graduate FTE Enrolment in BC Research Universities



The majority of enrolments in Canada are domestic citizens and permanent residents, although in recent years international students have driven growth in FTE enrolments. This trend is even more pronounced in British Columbia. Across Canada, international students are at about one-fifth (22%) of Canadian student FTE enrolments, while in British Columbia they make up about one-third (33%).

Figure 2.7. Canadian Domestic and International Student FTEs, Research Universities and Other BC Universities, 2014-19



Note: Current data for 2021-2022 unavailable from the Postsecondary Student Information System (PSIS).

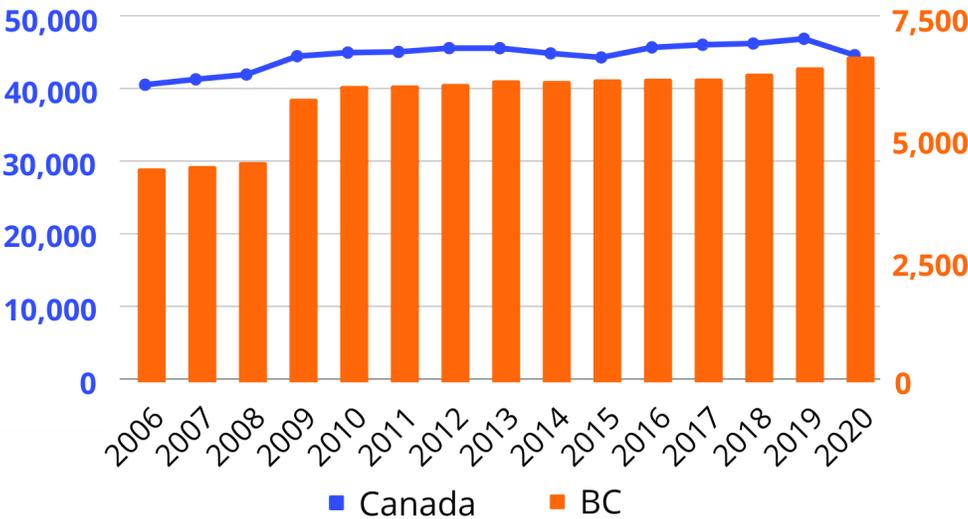
BC's Research Universities

FACTS & FIGURES

Faculty hiring is not proportionate to student enrolments

Faculty hiring in BC's research universities has not kept pace with student enrolments. Faculty members are doing more with fewer resources while class sizes continue to rise. Institutions are increasingly relying on contract faculty to teach students.

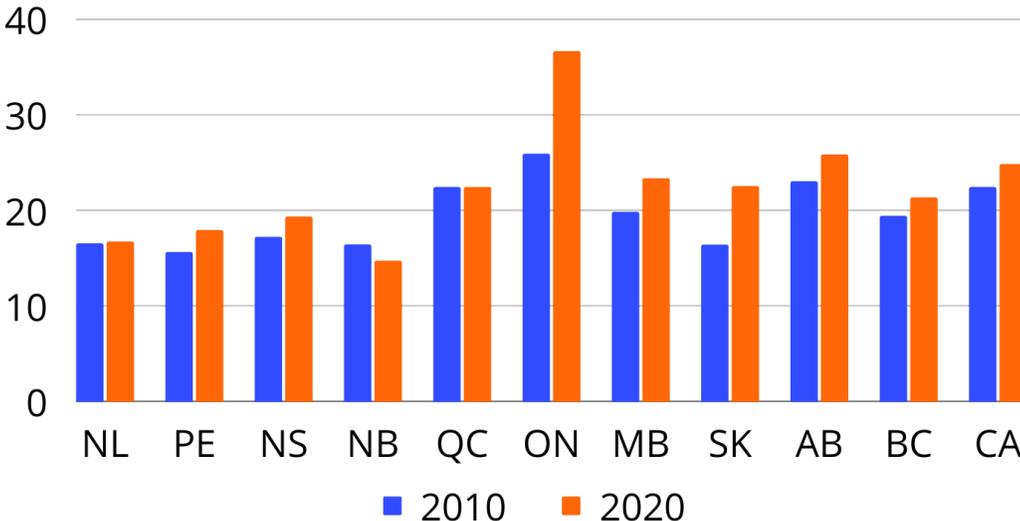
Figure 2.8. Full-time faculty at universities, Canada and BC, 2006 to 2020



Full-time faculty to FTE student ratios are increasing, and so are class sizes

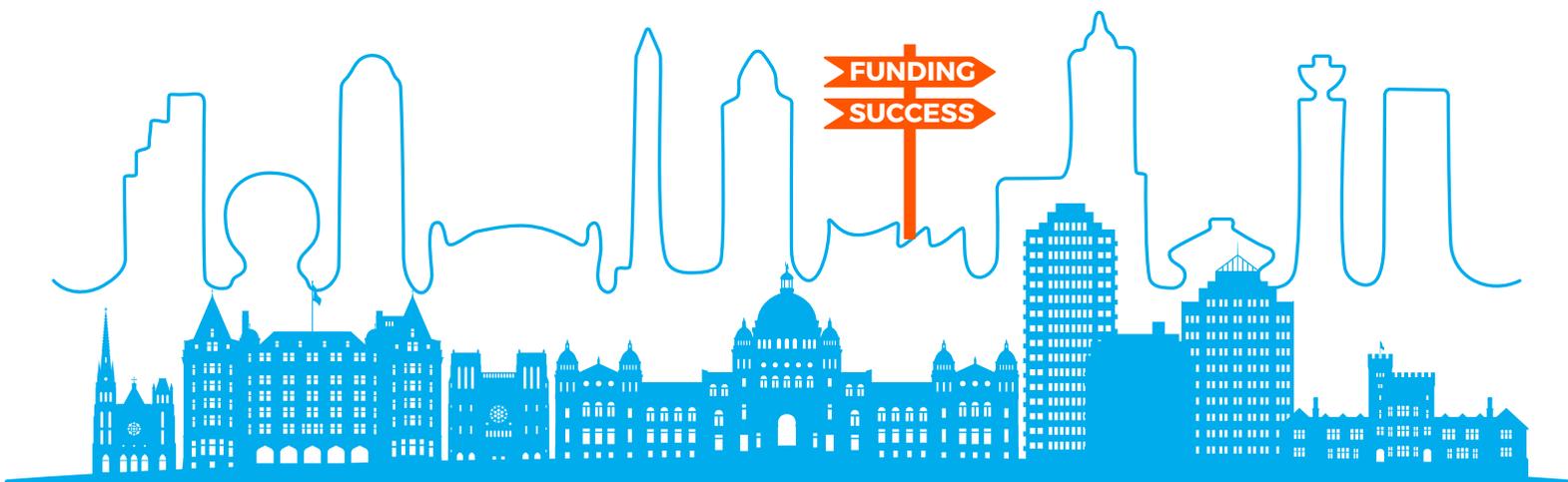
Full-time faculty to FTE student ratios in British Columbia grew by nearly 14% since 2010, from 19.4 FTE students per full-time faculty member in 2010/11 and rising to 22.3 in 2020. This was a growth rate (9.7%) slightly below the national average (which grew by 10.3%). Class sizes have increased as a result.

Figure 2.9. Full-time Faculty to FTE Students, Canada and the Provinces, 2010 and 2020





AN OVERVIEW OF BRITISH COLUMBIA'S POST-SECONDARY FUNDING



FUNDING FOR SUCCESS POST-SECONDARY EDUCATION IN BC

Brief 3 of 6 in a series by the
Confederation of University Faculty
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Funding BC's Advanced Education

INTRODUCTION

In Canada, post-secondary education is a provincial responsibility that has historically involved federal funding in the form of tax points and cash transfers to the provinces. Post-secondary institutions receive funding partly from provincial government grants (public funds) and partly from other revenue-generating or donation-based resources (e.g., tuition, private investment, university donors, etc.).

The balance between public and private funding sources, as well as how these funds are distributed to institutions, varies across Canada as provinces employ different funding mechanisms. Some provinces use funding formulas, which are stable mathematical calculations that guide how funding is distributed.

Most provinces, like BC, use a legacy block grant model whereby the Government, through the Ministry of Finance, provides each institution with the previous year's allocation, plus or minus a percentage based on public finances and political priorities for the year. BC's model relies on a historical block-grant funding scheme, which includes an **operating grant (base funding)**, **BC Knowledge Development Fund**

(research funding), and **capital funding**.

Government provides additional targeted funding tied to specific projects, such as targeted funds to support enrolments in medical and STEM programs as well as start-up funds to launch short-term skills-based micro-credential programs.

All public post-secondary institutions in BC are subject to an accountability framework conducted through the Ministry of Post-Secondary Education and Future Skills. Post-secondary institutions are expected to measure and report on their performance according to five objectives set by Government, using indicators set by the Ministry and the institutions themselves.

Research universities in BC produce **Institutional Accountability Plans and Reports (IAPRs)**, which are intended to be outcomes-based measurements of institutional quality but do not directly link to funding outcomes via official provincial policy. Among these outcomes are enrolment targets assigned by the Ministry, though the actual funding allocation is unaffected in the event an institution meets or exceeds the target.

LEGAL FRAMEWORK

In BC, post-secondary education falls under the jurisdiction of the Ministry of Post-Secondary Education and Future Skills. The province's research universities are primarily enacted through the *BC Universities Act*, with Royal Roads University under its own legislation. Through these *Acts*, research universities operate autonomously from government through a bicameral system of governance. Since 2003, universities fall under the **Government Reporting Entity** accounting framework, which asserts government control over financial and operating policies of organizations considered under the control of government. Under this framework, financial decision-making of the board of governors at the institutional level is limited. Furthermore, institutional expenditures are reported as government expenditures in the provincial budget despite the fact that the universities receive less than half of their revenue from government. This is an atypical accounting method used in only one other Canadian jurisdiction, Alberta. BC's research universities are legislatively prohibited from incurring debt and also face restrictions on domestic tuition fees tied to inflation.

The Ministry of Finance also oversees institutional financial decisions through the employ of the **Public Sector Employers' Council (PSEC) Secretariat**, which establishes and implements compensation mandates for public sector bargaining. PSEC Secretariat also oversees other financial matters for institutions between rounds of collective bargaining, such as their involvement in limiting institutional expenditures for Covid supports for faculty, staff, and students throughout the pandemic.

Funding BC's Advanced Education

FACTS & FIGURES

When reviewing the post-secondary funding model for BC, it's important to understand the broader fiscal context in which it occurs. In particular, it is important to understand the historical investment in post-secondary and the available capacity for change. A key feature of the current landscape is a long-term underinvestment while there is existing fiscal capacity for increased investment.

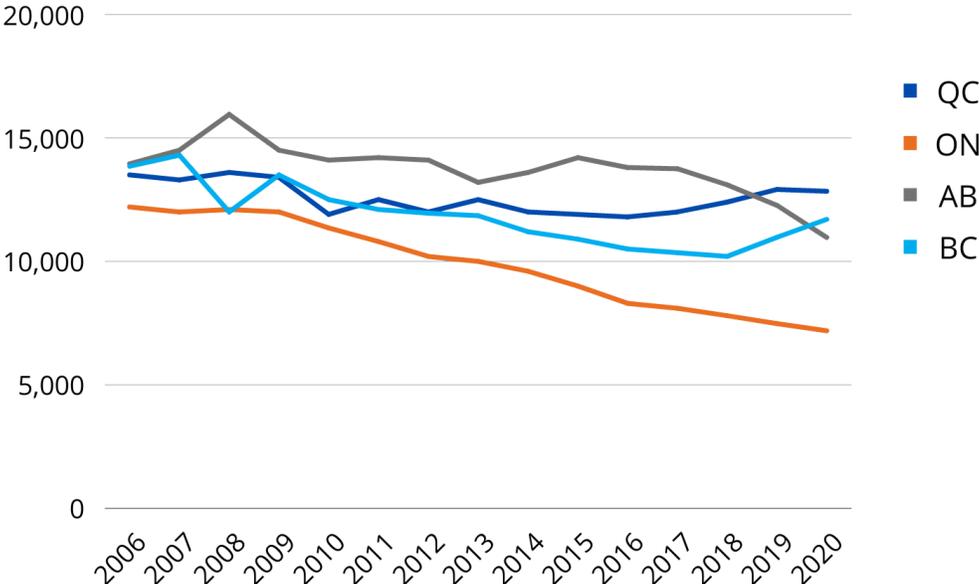
“What is most notable in the timeline of BC’s post-secondary funding is how interconnected political changes, economic shifts, and funding policies are to the success of post-secondary education. Decisions made about how and where allocations are made need to be made with a critical eye for how they will interact with already-existing post-secondary education elements.”

Historic Funding Cuts Have Lasting Impact

Across Canada there has been a decline in real per FTE university operating grant expenditures over 2006/07 to 2020/21. After nine years of consecutive decline, per FTE operating expenditures rose by 4.6% over 2018/19 to 2019/20, and by 6.6% over 2019/20 to 2020/21. However, BC still has the second lowest per FTE operating expenditures from among QC, ON, AB and QC, declining by 17.3% in real terms over 2006/07 to 2020/21.

The mid- to late-2000s were marked with provincial funding cuts to post-secondary across the nation, particularly cuts to operating funding. These cuts have resulted in layoffs, fewer resources, and lower quality educational experiences at the institutional level. In BC, cuts were not evenly distributed across faculties or institutions with heavy cuts in education, nursing, and social work at UBC compared to other institutions. Today, these areas that require targeted funding to meet market demands.

Figure 3.1. University Operating Grants per Student FTE, Selected Provinces, 2006/07 - 2020/21



Funding BC's Advanced Education

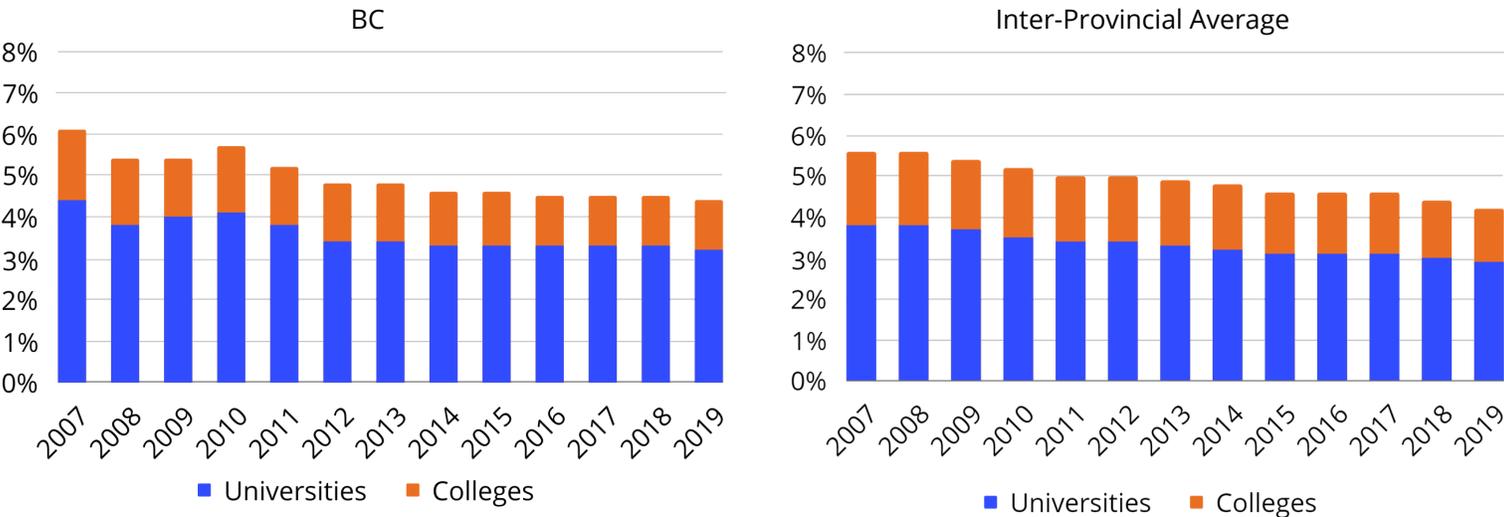
FACTS & FIGURES

Provincial spending on PSE is lower than average as a share of the economy



Overall spending on post-secondary education is lower in BC compared to most of the rest of Canada in terms of share of GDP. As a share of provincial government expenditures, however, BC spent a greater share of its revenues on universities in the earlier part of the period (2007-2011) compared to the inter-provincial average. Spending has not kept pace with inflation.

Figure 3.2. PSE as a Share of Provincial Government Expenditures, BC and Inter-Provincial Average, 2007/08 - 2018/2019



In 2007, 4.4% of BC provincial government expenditures were for universities (including degree-granting colleges), compared to the inter-provincial average of 3.8%. By the later part of the period, the PSE spending patterns in BC followed closer to the inter-provincial averages, ending the period at 3.3% for universities and 1.2% for colleges, compared to 3.0% and 1.4% respectively inter-provincially.

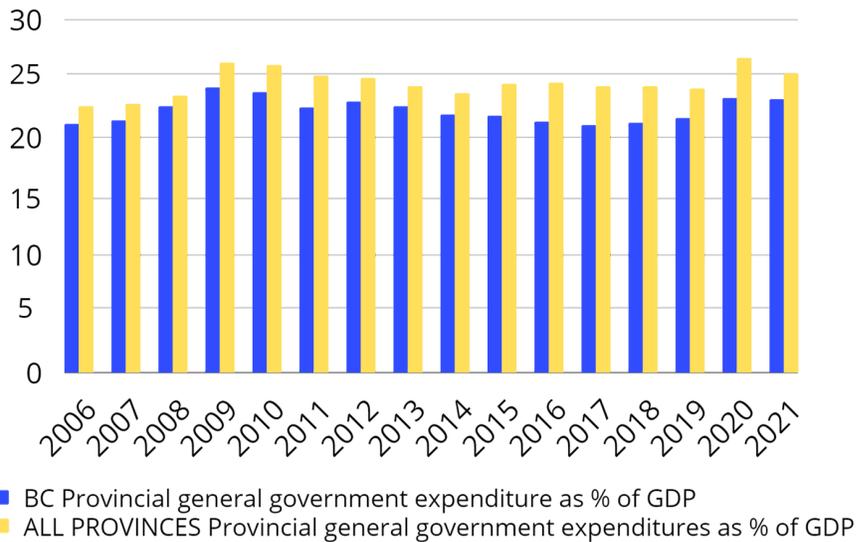
Funding BC's Advanced Education

FACTS & FIGURES

BC can afford to contribute more to advanced education

Public funding for the university sector in general in BC has been stagnant for over a decade, despite the province's relatively high economic growth and low unemployment rates compared to national and other provincial experiences. BC has consistently lower than average government expenditure to GDP and has managed its public debt better than most, even posting surpluses throughout the pandemic. There appears to be room in the BC budget to contribute more to public sectors including advanced education.

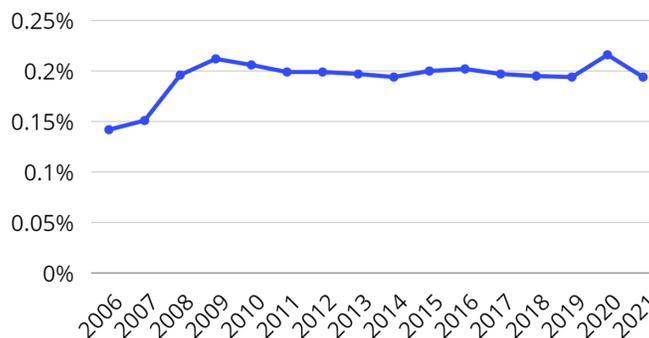
Figure 3.3. Provincial General Government Expenditures as a Share of GDP (&), BC and Canada, 2006-2021



Long-term underfunding of post-secondary education nationally and provincially

Federal cash transfers for PSE declined significantly over the 1980s and 1990s as a share of the economy. In 1983/1984, these transfers made up 0.45% of GDP, declining to 0.32% in 1993/94, and then down to 0.23 by 2003/2004. In 2006, federal cash transfers reached their lowest level (0.15% of GDP) since the long decline over the 1980s and especially the 1990s, before recovering somewhat by 2008. Since that time, they have remained fairly stable, averaging just over 0.2% of GDP. The first year of the pandemic saw an increase in cash transfers as a share of GDP.

Figure 3.4. Federal Cash Transfers for PSE as a Share of GDP, 2006/07 to 2020/21



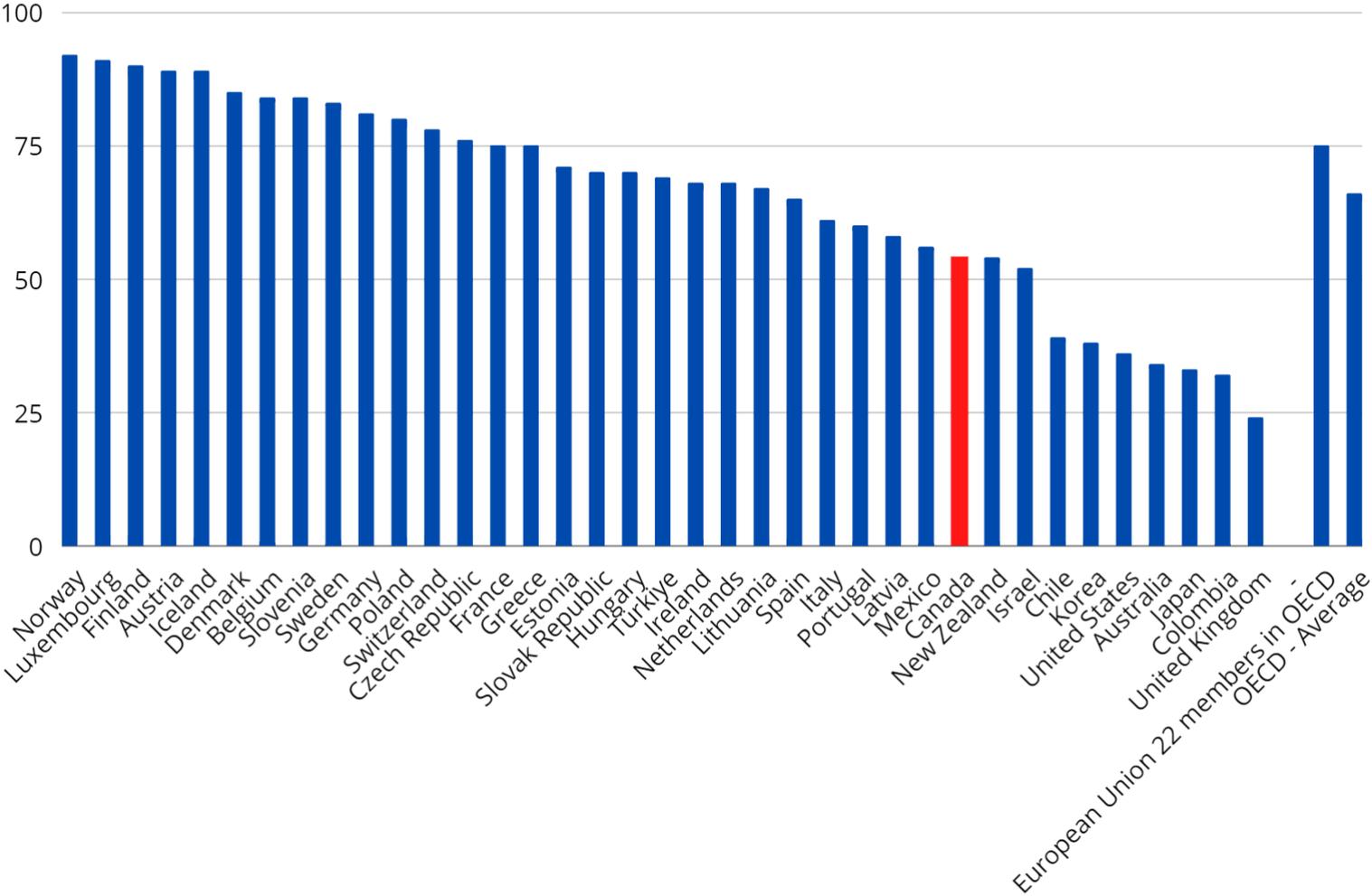
Funding BC's Advanced Education

FACTS & FIGURES

Long-term underfunding of post-secondary education nationally

Public funding of PSE systems in Canada is lower than most countries in the Organisation for Economic Co-operation and Development (OECD) and European Union. In 2019, Canada ranked 28th out of 37 OECD countries in terms of public funding of tertiary education. Approximately 54% of the higher education system in Canada was publicly-funded in 2019, compared to an OECD average of 66% and an EU average of 75%.

Figure 3.5. Share of Tertiary Education that is Publicly Funded, OECD Countries, 2019



Funding BC's Advanced Education

SIGNIFICANT FUNDING EVENTS

YEAR	KEY FUNDING EVENTS 2006-2022
2006	<p>Provincial budget</p> <ul style="list-style-type: none"> • \$161 million over three years for targeted funding that will fill skill shortages in health care, applied sciences, engineering, and technology • \$11 million to honour government commitment to fund a 1.5% compensation increase for unionized support staff • \$145 million over three years in additional operating funding to create 25,000 new student spaces by 2010 <p>Federal budget</p> <ul style="list-style-type: none"> • \$1 billion trust for capital projects related to post-secondary infrastructure, public transit, affordable housing, and off-reserve Aboriginal housing
2007	<p>Provincial budget</p> <ul style="list-style-type: none"> • \$343 million over three years for targeted funding that will fill skill shortages in health care, applied sciences, engineering, and trades • \$82 million addition over three years for the creation of 25,000 new student spaces by 2010 • \$20 million to provide scholarships / internships to support new & existing graduate spaces • \$15 million over two years to plan and implement Aboriginal post-secondary service plans for institutions in collaboration with Indigenous communities • Establishment of Children's Education Credit: \$1,000/child born to contribute toward cost of tuition and educational expenses • Student financial aid cut by \$23 million <p>Expansion of Tuition Limit Policy to include institutional and program mandatory fees Coalition for Student Loan Fairness launches petition to lower interest on student loans in Canadian Student Loan program Campus 2020 report is published, calling for renewed vision and unifying policy framework</p>
2008	<p>Context: Global recession</p> <p>Provincial budget</p> <ul style="list-style-type: none"> • \$60 million in new funding for research and innovation • Redirection of funds previously allocated for seat growth to areas of high labour market demand <ul style="list-style-type: none"> ◦ \$18 million to producing more trained doctors ◦ Additional \$3 million for increased nurse education and health care bursaries <p>Federal budget</p> <ul style="list-style-type: none"> • Canada Student Grant Program: introduction of Canada's first national system of grants for low- and middle-income students <p>Canada-BC Labour Market Development Agreement</p>

Funding BC's Advanced Education

SIGNIFICANT FUNDING EVENTS

YEAR	KEY FUNDING EVENTS 2006-2022
2009	<p>Provincial budget</p> <ul style="list-style-type: none"> • \$228 million for new operating funding • Knowledge Infrastructure Program, \$260 million allocated from 2009/10 to 2012/13 • Drop of \$16 million in capital funding from February to September • Drop of almost \$17 million in student financial assistance funding (February to September) • Cut to corporate tax rate <p>Federal budget</p> <ul style="list-style-type: none"> • Reduced support to universities <p>UBC, UNBC, SFU, and RRU join Education Quality Assurance (EQA) program CFS-BC launch campaign to mobilize support for reducing student debt</p>
2010	<p>Provincial budget</p> <ul style="list-style-type: none"> • Operational funding effectively frozen for next three years • Tuition fee revenues now exceed corporate tax revenues <p>Introduction of HST UVic joins Education Quality Assurance (EQA) program</p>
2011	<p>Provincial budget</p> <ul style="list-style-type: none"> • Stagnant operational funding • U-Pass discount for Vancouver students introduced, saving students \$50-120/month • Investment of \$28 million through April 2013 to support implementation of U-Pass BC program in Metro Vancouver • Funding as required outside of Metro Vancouver ensure U-Pass rate remains < \$30/month <p>Bill 18 "Advanced Education Statutes Amendment Act" proposed</p>
2012	<p>Provincial budget</p> <ul style="list-style-type: none"> • Challenging public post-secondary system to meet fiscal target of \$50 million in cost reductions to improve administrative efficiencies over the next three years • Capital spending cut by almost \$100 million • BC Jobs Plan • \$5 million in scholarships and research internships for students going abroad, to support globalization and international education • \$700,000 to Mitacs Globalink program to support international students participating in research internships at BC universities <p>Bill 18 "Advanced Education Statutes Amendment Act" amendment proposed (later repealed)</p>

Funding BC's Advanced Education

SIGNIFICANT FUNDING EVENTS

YEAR	KEY FUNDING EVENTS 2006-2022
2013	<p>Provincial budget</p> <ul style="list-style-type: none"> • BC Training and Education Savings Program: building upon Children's Education Fund by providing payments sooner than later • Skills and Training Plan <p>Federal budget</p> <ul style="list-style-type: none"> • Building Canada Plan: \$5.2 billion investment in post-secondary institution infrastructure <p>BCNDP proposal to commit to establishing \$100 million needs-based non-repayable student grant program</p> <p><i>Central Deposit Program</i> launched: to reduce borrowing costs for BC government organizations by allowing them to invest cash back into government</p> <p><i>Assembly of First Nations' Education, Jurisdiction, and Governance Report</i> comes out</p>
2014	<p>Provincial budget</p> <ul style="list-style-type: none"> • Elimination of \$6.9 million in funding for adult education programs <p>Federal budget</p> <ul style="list-style-type: none"> • Canada First Research Excellence Fund: \$50 million in 2015/16, then up to \$200 million/year in 2018/19 • Base budgets for three major granting councils raised by \$37 million • Reallocating \$40 million from Youth Employment Strategy Fund to create up to 3000 internships for post-secondary graduates in high-demand fields • \$8 million to Mitacs Elevate program for postdoctoral fellow to get research experience in industry <p>Taxpayer Accountability Principles adopted for BC public sector, promoting cost efficiency, accountability, corporate governance</p> <p><i>BC Skills for Jobs</i> blueprint to encourage participation in trades, nursing, and accounting</p> <p>Economic Stability Mandate (ESM) launched for unionized public sector employees</p> <p>Launch of BCFS' <i>Squash the Squeeze</i> campaign</p>
2015	<p>Provincial budget</p> <ul style="list-style-type: none"> • Elimination of funding and tuition fee-free mandate for adult basic education (ABE) programming <p>Wage increases take effect, as per the Economic Stability Mandate (ESM)</p> <p>UNBC faculty strike over wage equity</p> <p>Compensation Employees Union (CEU) vs. Workers Compensation Board (WCB) over pay equity</p>

Funding BC's Advanced Education

SIGNIFICANT FUNDING EVENTS

YEAR	KEY FUNDING EVENTS 2006-2022
2016	<p>Provincial budget</p> <ul style="list-style-type: none"> • \$90 million targeted STEM funding <p>Federal budget</p> <ul style="list-style-type: none"> • \$95 million/year addition for funding research granting councils, raising total to \$141 million/year • \$2 billion over three years for Post-Secondary Strategic Investment Fund to support research and infrastructure renewal • 50% increase in Canada Student Grants <p>Loan repayment income threshold under BC Repayment Assistance Program raised from \$20,210 to \$25,000</p> <p>Orientation for BC Public Post-Secondary Institution Board Members includes institutional governance document</p> <p>#BCTECH strategy: BC allocates \$100 million to support growth in BC's technology sector</p>
2017	<p>Provincial budget</p> <ul style="list-style-type: none"> • Restoration of tuition fee-free adult basic education (ABE) and English language learner (ELL) courses • Reduction of BC Student Loans interest rates from prime + 2.5% to only prime rate • Former youth in care eligible to have tuition waived at 11 post-secondary institutions
2018	<p>Provincial budget</p> <ul style="list-style-type: none"> • New student housing program for public post-secondary valued at \$259 million over next three years • \$136 million allocated to enhance quality of child care, including funding addition capacity for Early Childhood Education education • Increase of \$19 million annually to fund adult basic education (ABE) and English language learner (ELL) courses • \$102.6 million in new research funding under BC Knowledge Development Fund <p>Federal budget</p> <ul style="list-style-type: none"> • Planned 25% increase over three years for research funding and investment in research facilities • Small improvements to funding to support women in trades and Indigenous education <p>BC government creates merit-based Graduate Scholarship Program, valued at \$15 million (down from a campaign promise of \$50 million) emphasizing STEM, Indigenous programs, and regional programs</p> <p>BC government repeals Bill 18 "Advanced Education Statutes Amendment Act"</p> <p>BCFS relaunches <i>Squash the Squeeze</i> campaign as <i>Grants Not Loans</i></p>



Funding BC's Advanced Education

SIGNIFICANT FUNDING EVENTS

YEAR	KEY FUNDING EVENTS 2006-2022
2019	<p>Provincial budget</p> <ul style="list-style-type: none"> • Elimination of interest charged on BC portion of student loans through a \$318 million investment over four years • \$5 million targeted funding over three years to train and graduate healthcare providers • 5.8% increase to operating grants <p>Federal budget</p> <ul style="list-style-type: none"> • Additional \$327.5 million over five years to renew and expand Post-Secondary Student Support Program (PSSSP) • \$9 million allocated to Indspire for bursaries and scholarships for Indigenous students • \$15 million over five years to modernize the Canada Student Loans Program • Increased cap for equipment grants for students with disabilities from \$8,000 to \$20,000 • Expanded eligibility for students with severe disabilities to qualify for loan forgiveness • \$20 million over five years invested into improving loan accessibility. Students taking temporary leave from studies granted interest- and payment-free leave • \$631.2 million over five years to expand student work placement program • Increased paid parental leave from 6 to 12 months for student researchers and postdoctoral fellows • \$114 million over five years increased funding to federal granting councils, creating additional scholarship awards • \$147.9 million over five years to support student travel, study, and work abroad <p>UNBC Faculty Association vs. UNBC over compensation structure</p>
2020	<p>COVID-19</p> <p>Provincial budget</p> <ul style="list-style-type: none"> • Expansion of post-secondary technology programming, reaching \$42 million annually by 2022/23, as part of a six-year expansion plan for STEM programs in post-secondary • BC Access Grant created: needs-based non-repayable grant up to \$1,000/year per student • Developing new free mental health helpline at all post-secondary institutions in BC • Investing \$750,000 in sexual violence prevention programs • Capital investments into student housing totalling \$330 million <p>Provincial freeze on executive level compensation</p> <p>BCFS launches <i>Fairness for International Students</i> campaign</p>

Funding BC's Advanced Education

SIGNIFICANT FUNDING EVENTS

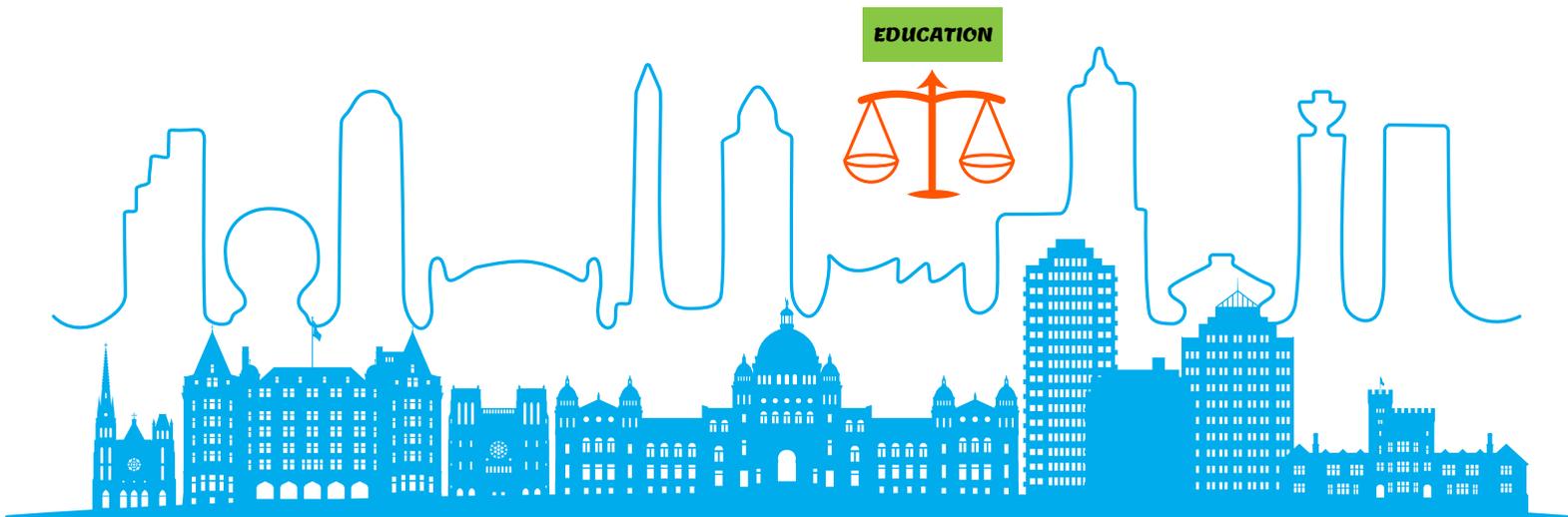
YEAR	KEY FUNDING EVENTS 2006-2022
2021	<p>Provincial budget</p> <ul style="list-style-type: none"> • \$96 million over three years to support expanded post-secondary education and training capacity for health professions, including nurses and health care workers • \$3.5 million to expand allied healthcare seats • \$10.5 million toward StrongerBC to support delivery of additional health care assistant, early childhood education, and community mental health worker seats • \$3 million Provincial Tuition Waiver Program for former youth in care, plus additional \$250,000 to Youth Futures Education Fund • \$4 million to 14 PSIs to develop and implement 23 micro-credentials in support of reskilling and upskilling programs • \$2.8 million to support 30 pilot projects to expand co-op and work-integrated learning programs to students • \$6.3 million emergency assistance to learners experiencing financial emergency • \$1.5 million to developing free mental health helpline at all post-secondary institutions
2022	<p>Provincial budget</p> <ul style="list-style-type: none"> • \$3.75 million merit-based scholarship for research-focused graduate students in STEM, business administration, and health programs; 250 awards of \$15,000 each over 3 years • \$3.5 million to expand seats in allied health programs • \$10 million in bursaries and professional development funding to help train, retain, and support allied health professionals • \$8.7 million to support health education programs, like sonography, occupational therapy and physical therapy, and anesthesia assistants • \$1.32 million to expand ECE seats as part of 10-year Childcare BC plan • \$5 million to. Industry Training Authority (ITA) to support apprentices in mechanical, electrical, and automotive trades • Capital investments in student housing and on campus Indigenous gathering places • \$77.8 million for collaborative post-secondary campus in Langford, with Royal Roads University, University of Victoria Camosun College, and Justice Institute of BC • Province launches <i>BC Labour Market Outlook</i>, forecasting one million job openings over next decade, 80% of which will rely on post-secondary education



2023

4

ON REVENUE & EXPENDITURES AT BC'S RESEARCH UNIVERSITIES



FUNDING FOR SUCCESS POST-SECONDARY EDUCATION IN BC

Brief 4 of 6 in a series by the
Confederation of University Faculty
Associations of British Columbia (CUFA BC)

BC's Research Universities

REVENUE & EXPENDITURES

INTRODUCTION

Over the past 20 years, public operating funding in the post-secondary sector has steadily declined across Canada, including at BC's research universities. In 1977/78, government grants and contracts accounted for about 75% of university revenues in Canada while today, that has fallen to about 44.5%. In BC, about 43.8% of university revenue today comes from government grants and contracts. This proportion of funding even takes into account the pandemic experience in recent years during which time government provided temporary financial support to post-secondary institutions across the province.

Significant pressure has been brought to bear on university operating budgets. Institutions have had to seek private funding sources to compensate for provincial underinvestment. Private funding in BC predominantly comes from tuition revenue, especially international student tuition.

In considering appropriate funding models for BC's universities, we need to look at how universities spend their funds and to what ends. There are high expectations on universities regarding their roles as social and economic catalysts that have led to expanded mandates, some of which are entirely unfunded or are poorly funded.

Institutions have had to pare down operational expenditures to minimal levels of support in response to uncertain and changing government funding priorities. In some cases, these decisions stretch the limits of institutional mandates and threaten core academic missions.

Without government funding commensurate to the task assigned to universities, institutional supports for academic research is insufficient. Canada lags behind other countries in the Organisation for Economic Co-operation and Development (OECD) in terms of research investment, measured by the expenditure on research and development as a percentage of GDP.

The downward trend has impacted universities' abilities to fund their research, particularly the indirect costs and capital costs provided at the institutional level. Institutions demonstrate a lack of funding for a variety of new research across the academic spectrum. As well, there is not enough funding support for graduate students that could accelerate research intensity. Research infrastructure, in the form of labs, equipment and supplies, and technology and software, can be restricted across BC institutions as overall funding for infrastructure continues to lag and inflation further erodes university budgets.

Greater focus on administration and profitable private ventures, combined with lesser focus on instruction and its relation to research, reflects the marketization of post-secondary education. Furthermore, the structure of university funding seems to impact university decisions on how to allocate what they receive, showing how far funding policies can trickle down. Ultimately, these decisions have major consequences for the university experience for faculty, staff, and students.



BC's Research Universities

REVENUE & EXPENDITURES

OPERATING FUNDING

The proportion of public funding sources for BC university operations has decreased while private funding sources have increased. While total revenues for universities in Canada have grown, not all of these revenues are able to pay for increases in operating costs. Sponsored research, capital, endowment, and special purpose and trust funds are restricted, whereas unrestricted funds include general operating and ancillary funds. It's these unrestricted funds that form the *operating income* of the university, and they come from four sources: **government grants (99% provincial), tuition and other student fees, ancillary enterprises, and other revenues**. As university revenue has privatized, institutional spending and market mechanisms have forced a shift in the focus of institutions away from the public purposes of their academic missions to the pursuit of private resources and interests.

FACTS & FIGURES

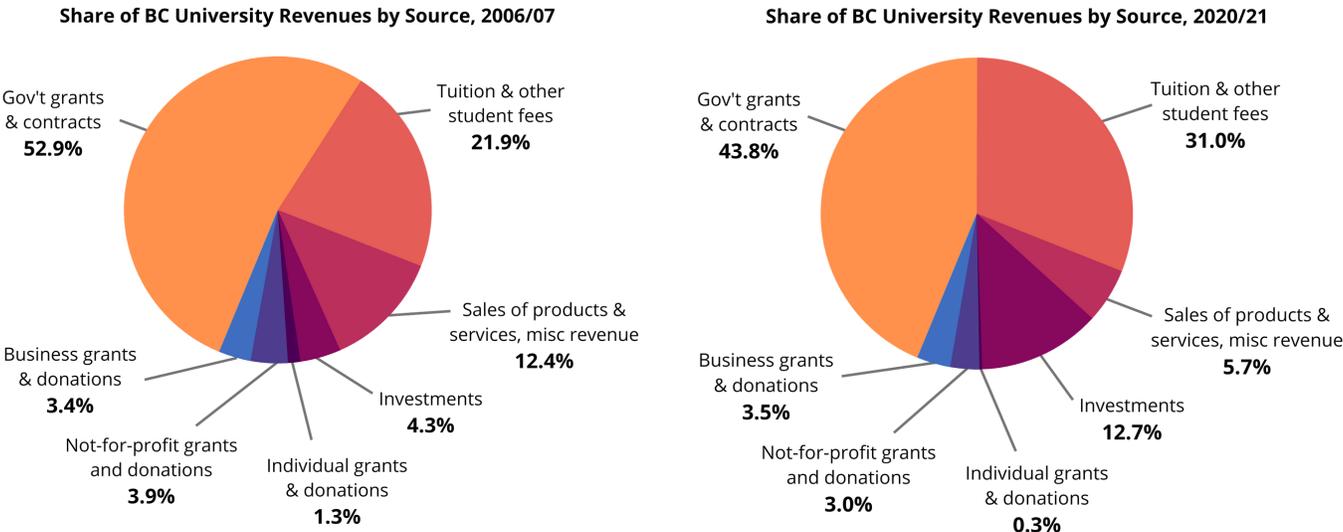
- Private funding sources now surpass public funding as share of university revenue in BC post-secondary.
- In 2020/21, government grants and tuition accounted for 87% of spendable funds in Canadian universities. In BC, this share was 84.5%.
- Prior to the pandemic, BC experienced one of the highest rates of decline in university grants per student FTE compared to other provinces. Over the 2006/07 to 2018/19 period, BC's rate of decline was 25.8% in real terms while Canada-wide, the decline was 13.7%.
- In the past two years, however, BC has increased per capita funding to support institutions throughout the pandemic. From 2006/07 to 2020/21, the rate of decline in university grants per student FTE in BC was 17.3%, which takes into account the temporary pandemic funding experienced throughout the pandemic.

Some university revenue is restricted to pay for sponsored research, capital, endowment, and special purpose and trust funds. Unrestricted revenue covers general operating and ancillary funds.

Four sources of unrestricted university operating income:

1. Government grants (99% provincial)
2. Tuition and other student fees
3. Ancillary enterprises
4. Other revenue

Figure 4.1. Share of University Revenues by Source in British Columbia, 2006/07 and 2020/21



BC's Research Universities

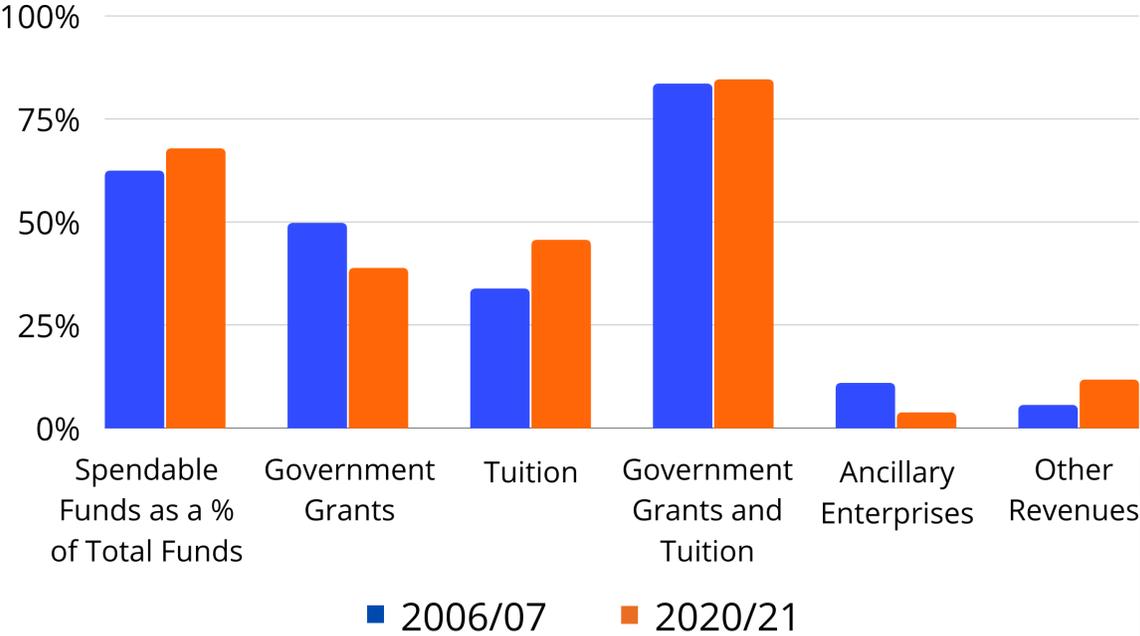
REVENUE & EXPENDITURES

OPERATING FUNDING

FACTS & FIGURES

- In constant dollars, government grant income in Canada decreased slightly (-0.9%) over 2010/11 to 2020/21, while tuition income grew by 72.6% in real terms. In BC, government grant income witnessed an increase of 3.5% after inflation, while tuition income grew by 83.7%.
- As a share of total provincial government spending, post-secondary general operating expenditures in BC has declined steadily since 2007/08 to 4.5%, while rebounding to 5.0% in 2019/20 as a result of temporary financial supports provided to institutions.
- As a share of provincial expenditures, BC has invested less of its revenues in university and colleges compared to other provinces.
- At the national level, greater share of operating grants to provincial funding is found in colleges (about 92% in 2019/2020) compared to universities (about 80%).
- In BC more than in any other province, a higher proportion of FTE enrolments in degree programs are offered at colleges (12.5% vs 5.7% nationally) while a higher proportion of certificate and diploma degrees are offered at universities (9.0% vs 4.8% nationally). Some of this overlap is attributed to the creation of five special purpose teaching universities, but this is also the result of increasingly diversified programs and credential types across the post-secondary sector in BC.

Figure 4.2. Funding Source as Percent of Spendable Funds in Universities and Colleges in BC, 2006/07 and 2020/21



BC's Research Universities

REVENUE & EXPENDITURES

TUITION

The long-term shift from predominantly public to predominantly private sources of funding for universities in Canada and British Columbia reached an important milestone in 2012/13, when these funding sources surpassed federal, provincial, and other government grants and contracts as a share of university funding. Tuition growth is particularly notable as a method that universities are using to increase their revenues. The largest factor in the privatization-by-stealth of post-secondary education has been the massive growth in international student tuition as a source of revenue for universities.

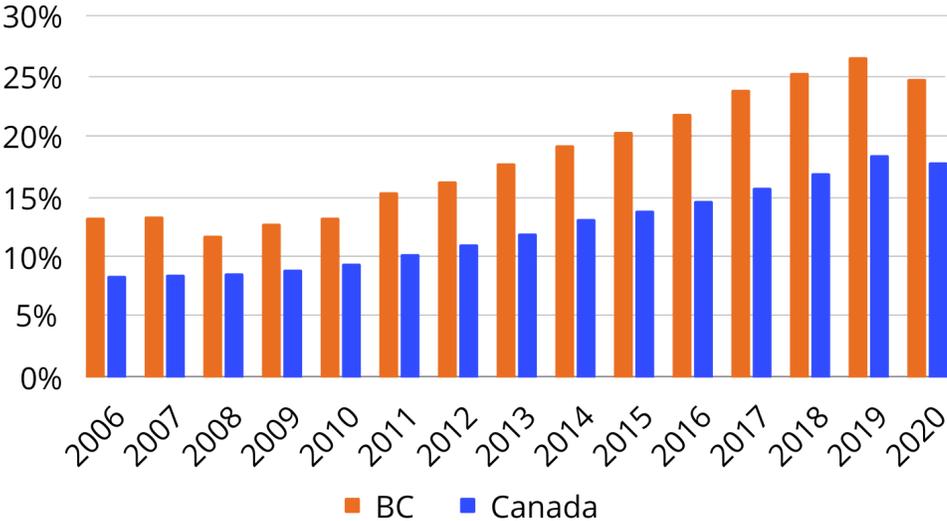
FACTS & FIGURES

- Student fees, including tuition, made up nearly 30% of total Canadian university revenues in 2020/21, almost tripling since 1977/78 (10.4%).
- In BC in 2022/23, the unadjusted and weighted average tuition per year breaks down as follows:
 - A Canadian undergraduate student pays \$6,250
 - An international undergraduate student pays \$33,000
 - A Canadian graduate student pays about \$10,000
 - An international graduate student pays \$21,750
- International student enrolments are now 25% of FTE university enrolments in BC; higher than the national average of 18%. The rate of growth of international student enrolments and similar skyrocketing growth in unregulated fees for these students have made up a key part of the funding framework of universities.
- To the extent that shortfalls in core operating funding are being made up by tuition income, the growth in tuition and its segmentation by program and by international student status may become a form of *de facto* performance-based funding, incentivizing university investments in support of higher tuition generating enrolment streams over others.
- Rising tuition costs have increased the debt burden of students, created challenges for access for lower-income individuals and families, and introduced new forms of revenue volatility that place institutions at financial risk.

An over-reliance on international tuition and student fees to make up provincial funding shortfalls has put our higher education system at financial risk. The pandemic has caused significant financial losses, with some universities projecting up to 15% revenue losses from international tuition and fees.

UBC Okanagan projected a \$9.247 million loss in revenue in 2020-21 from international student tuition and fees based on their pre-Covid projections of \$75.984 million revenue. They anticipated loss of \$4.945 million from domestic student tuition and fees.

Figure 4.3. International Students as a Share of FTE University Enrolment



BC's Research Universities

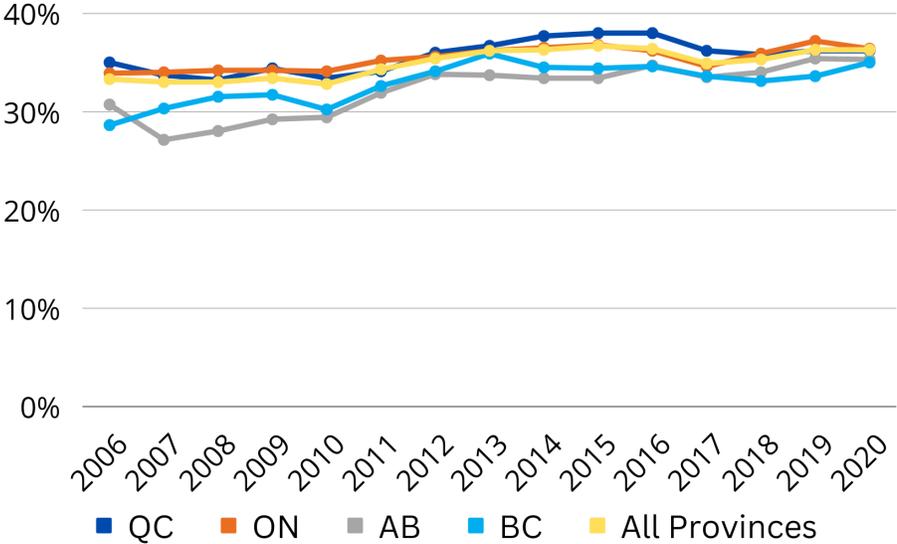
REVENUE & EXPENDITURES

Revenues have not kept pace with the increased operational demands on university budgets. BC's universities are legally prohibited from carrying deficits, and have thus responded to financial pressures by lowering operating expenditures through reducing human infrastructure; outsourcing food and cleaning services labour; implementing energy conservation plans; organizing bulk purchasing and purchasing consortia; investing in licensed digital resources as opposed to physical libraries; increasing private fundraising; expanding for-profit para-educational certificates like those offered through continuing studies programs; changing ancillary services policies to directly support operating activities; and encouraging more private, entrepreneurial activity on campus. These institutional priorities have received mixed responses, with some policies helping institutions become more efficient and streamlined, while others further hinder institutional success.

FACTS & FIGURES

- BC's total domestic expenditures on research as a share of GDP is 1.5%, comparable to national expenditures (1.7%). Both Canada and BC are well below the OECD average of 2.5%.
- As operational funding has privatized, institutional spending has shifted the focus from the public purposes of post-secondary education to the pursuit of private resources and interests, including complex public-private partnerships.
- Expenditure has decreased on physical plant, library, instruction, and non-specialized research. Spending has increased for student services, administration, and technology and computing.
- BC universities spend a smaller proportion on instruction and non-sponsored research as a share of total expenditures compared to other provinces.
- Since 2003, BC's universities fall under the provincial Government Reporting Entity controls, which means Government controls their financial and operating policies, and reports university expenditures as part of Government expenditures in the provincial budget. Most provinces exclude universities from this accounting framework since financial oversight is managed through Boards of Governors and other autonomous mechanisms of academic governance. This check-and-balance on provincial reporting limits the autonomy of institutions to make financial decisions without government permission.

Figure 4.4. Instruction and non-sponsored research as a % of total expenditures of universities and degree-granting colleges by province, 2006/07 to 2020/21



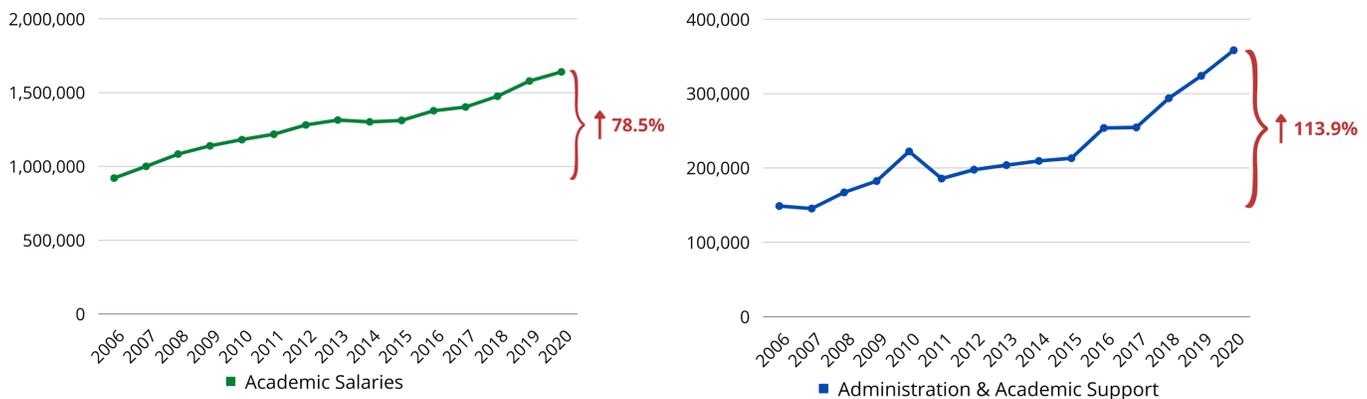
BC's Research Universities

REVENUE & EXPENDITURES

FACTS & FIGURES

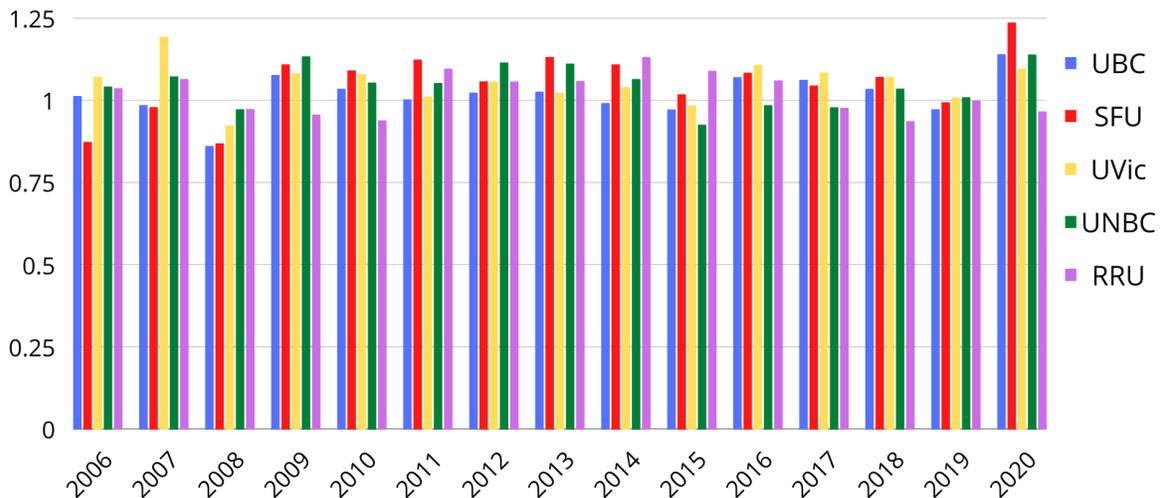
- Universities have increasingly restricted their hiring of new academic staff, particularly tenure-track positions. Full-time faculty numbers are largely stagnant as enrolments rise.
- Nationally, the number of assistant professors declined by 17.9% since 2006. In BC, assistant professors declined by 26.6% since that time. The number of positions below assistant professor (including full-time lecturers, instructors, and other teaching staff) grew from 9.5% of full-time faculty appointments in 2006 to just under 30% by 2019.
- Provincial data for universities and degree-granting colleges shows nominal growth of 113.9% in salaries and benefits for administration and academic support functions over 2006/07 to 2020/21, while academic salaries and benefits as a share of total funds grew by only 78.5%.

Figure 4.5. Growth of Salaries and Benefits for Academic Salaries and Administration and Academic Support Salaries at BC Universities and Degree-Granting Colleges (\$), 2006/07 - 2020/21



- BC's research universities generally ended their financial years with a surplus. This was particularly the case with UVic, which had an average ratio of revenues to expenditure over 2006/07 to 2020/21 of 1.055, running a surplus in 13 of these 15 years (87%). RRU was the institution that went into deficit most often, surpassing 100% of revenue in expenditures in 7 out of 15 years. UBC had the lowest average ratio, at 1.017.

Figure 4.6. Ratio of BC's Research University Revenue to Expenditure (%), 2006/07 - 2020/21





2023

5

ON PERFORMANCE INDICATORS IN POST-SECONDARY EDUCATION



FUNDING FOR SUCCESS

POST-SECONDARY EDUCATION IN BC

**Brief 5 of 6 in a series by the
Confederation of University Faculty
Associations of British Columbia (CUFA BC)**

Performance Indicators

GRADING PSIs IN BC & CANADA

INTRODUCTION

Funding models across the country and elsewhere have increasingly focused funding efforts on institutional outcomes. A major selling point of these models is their purported ability to improve post-secondary institutional performance. In the case of performance indicators, including performance-based funding models, targeted funding on key parameters doesn't necessarily improve outcomes in the way they set out to do, and often results in unintended consequences that undermine the original goal.

Often what is overlooked in these myopic systems are the generational dividends that more than compensate for the short-term cost of post-secondary education. Post-secondary graduates that earn higher incomes pay more taxes and participate in higher rates in the labour force creating a "virtuous circle" where adequately funding higher education today promotes the ability to fund it in the future, if those returns are properly reinvested.

In this section, we examine existing institutional performance on current common outcomes to understand their conditions and interrogate their relevance.



TAKE AWAY

In the international context, Canada performs very well on post-secondary educational attainment of the adult population having the highest adult educational attainment among the 37 member nations of the Organisation for Economic Cooperation and Development (OECD).

Canada's strength in post-secondary education is primarily due to greater levels of attainment of short-cycle college education. This level of attainment is particularly notable in BC, where many certificates and diplomas typically offered at colleges are also offered at the university level. There has been a trend of similar offerings between colleges and universities, resulting in potential competition across these sectors for resources, students, and external partners.

The BC government currently gathers data about post-secondary institutions and student outcomes to monitor and support institutional performance. Key performance outcomes currently measure enrolment targets, student satisfaction, research intensity, post-graduate employment rates, and more.

For BC's research universities, data trends show they outperform on many performance indicators within a robust post-secondary system. From the inside, however, class sizes have increased as faculty hiring stagnates and a higher proportion of courses are delivered by contract faculty. Students graduate having little chance to form a relationship with a tenured professor, and can only go to sessional instructors for letters of recommendation for future job prospects or to continue into graduate school.

Post-secondary graduates who hold a university degree at the bachelor's level or above earn a significant wage premium over the average employment earnings of secondary school graduates. They also earn more than other post-secondary credentials like those with certificates below the bachelor's level.

Performance Indicators

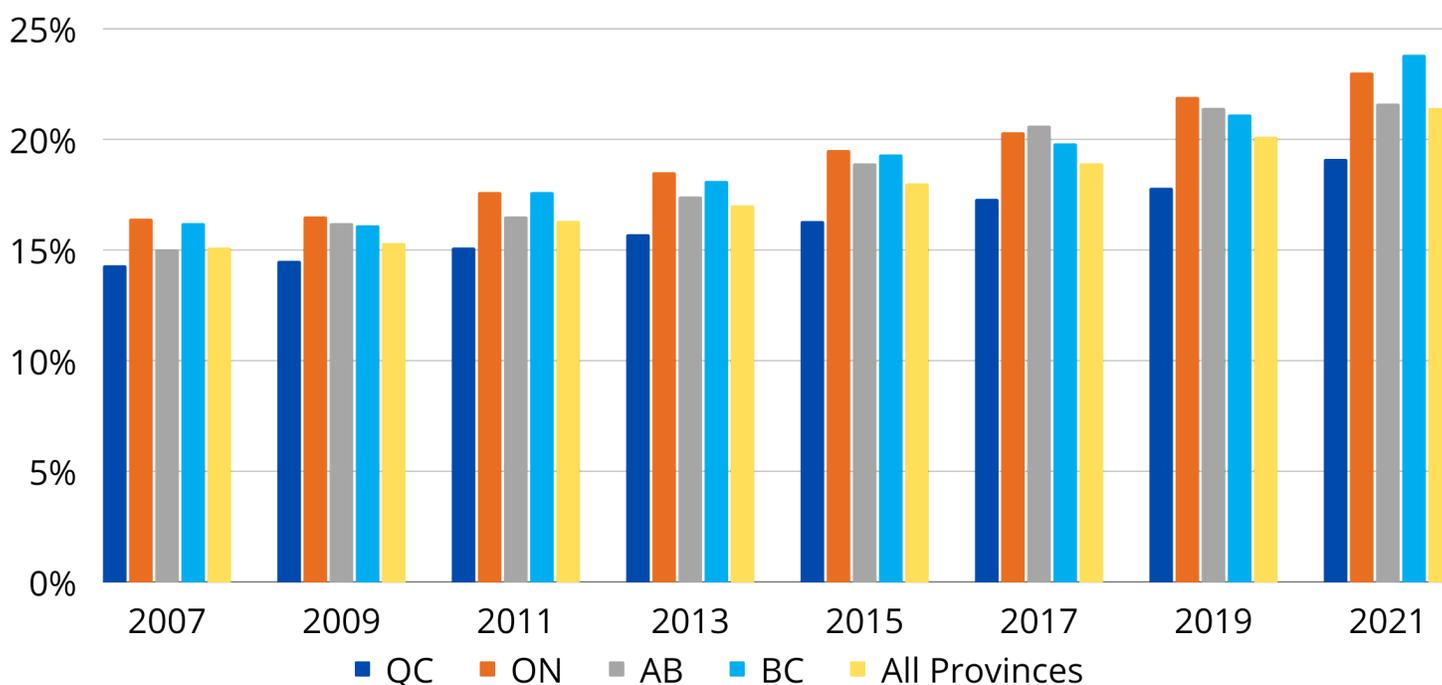
FACTS & FIGURES

EDUCATIONAL ATTAINMENT

BC's educational attainment rate is high among adults over 25 years of age. Higher educational attainment is strongly associated with higher employment rates and income, particularly for those holding a university degree at the level of bachelor's or above.

- Canada was top among the 37 member nations of the Organization for Economic Cooperation and Development (OECD) for adult educational attainment with a rate of 59% in 2019.
- In 2021, educational attainment in BC remained the second highest of any province with 34.7% of the population holding a bachelor's degree or above.
- Across all of the provinces, university educational attainment rates grew steadily over the 2006-2021 period. Of those aged 25+, the proportion of bachelor's degree holders increased from 14.7% to 21.4%, and degree holders above bachelor's increased from 6.8% to 10.4%. College-level educational attainment has stabilized at 34.7% of the population aged 25 and older.
- Employment rates and employment income tend to increase with higher levels of educational attainment. According to the most recent available census data, university certificate or degree holder at the level of bachelor's or above has a significant "wage premium", earning 98.2% more than secondary school graduates and about twice as much or more than those with certificates and diplomas under the level of bachelor's.
- PSE graduates that earn higher incomes pay more taxes and participate at higher rates in the labour force.
- Unemployment rates generally decline by level of educational attainment, contributing to a basic economic interest for governments to promote access to – and properly funding – higher education.

Figure 5.1. Population Aged 25+ with Bachelor's Degree, Selected Provinces, 2007-2021



Performance Indicators

FACTS & FIGURES

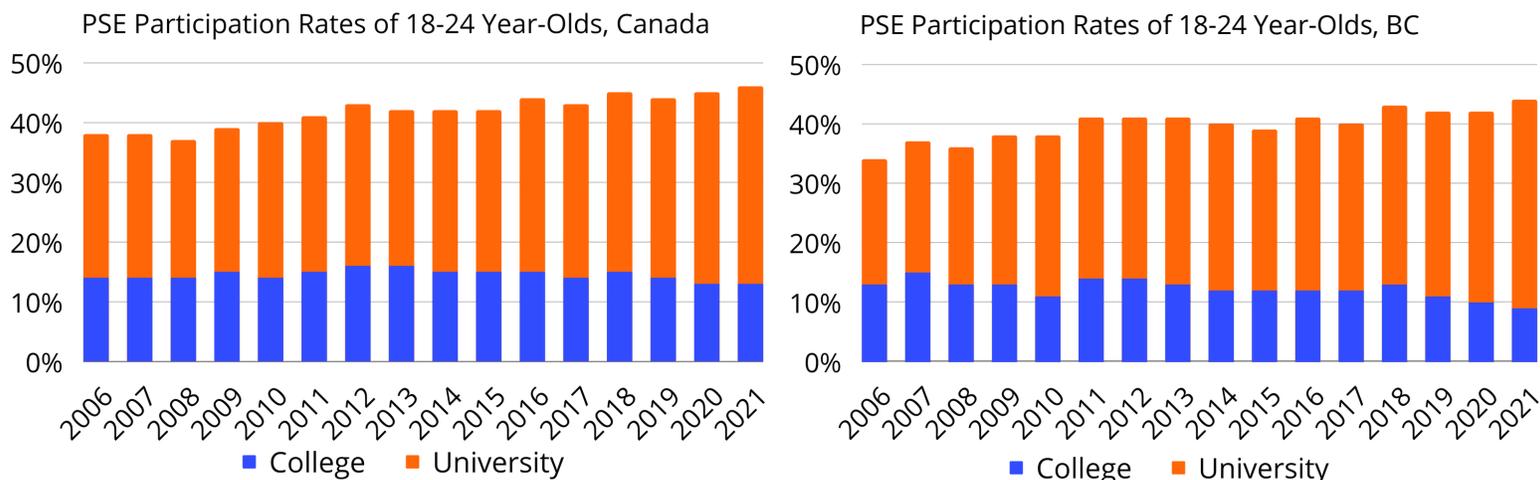
STUDENT DEMOGRAPHICS & PARTICIPATION RATES



Post-secondary participation rates have increased in BC to 44% in 2021 up from 34% in 2006. However, the participation rate remains lower than the national average (46%). The participation rate for 18-24 year-olds in BC universities is higher than the Canadian average, while being significantly lower for colleges.

- The vast majority of undergraduate-level students remain those aged 18-24, though there are increasing enrolments for those aged 25+.
- Of the 18-24 year-old population of BC, about 35% are enrolled in a university program today on either a part-time or full-time basis compared to 21% in 2006. The participation rate of 18-24 year-olds in BC college programs has gradually declined from a peak of 15% in 2007 to a level of 9% in 2021. Compared to Canada as a whole (13%), BC today has a lower rate of college participation for this age group while having a higher rate of university participation (35% vs 33%). National and provincial demographic changes indicate a general decline in the population of 18-24 year-olds from 9.6% in 2006 (9.5% in BC) to 8.7% (for both) by 2022.
- Of the 25-29 year-old population of BC, about 8% participate in university and about 3% participate in college.
- Of the 30-34 year-old population of BC, about 3% were enrolled in university programs and approximately 2% enrolled in college programs.
- In BC, most applicants and enrolments predominantly come from within the province and often attend a regional institution. Enrolments for out-of-province and international students are increasing in BC. Four of five research universities (excepting RRU) witnessed an increase in out-of-province Canadian domestic enrolments from 9.7% in 2006 to 15% of all enrolments by 2021, while international student enrolments more than doubled over the same period from 8.4% to 20.2%.

Figure 5.2. Participation Rate of Population Aged 18-24 in College and University Programs, Canada and BC, 2006-2021



Performance Indicators

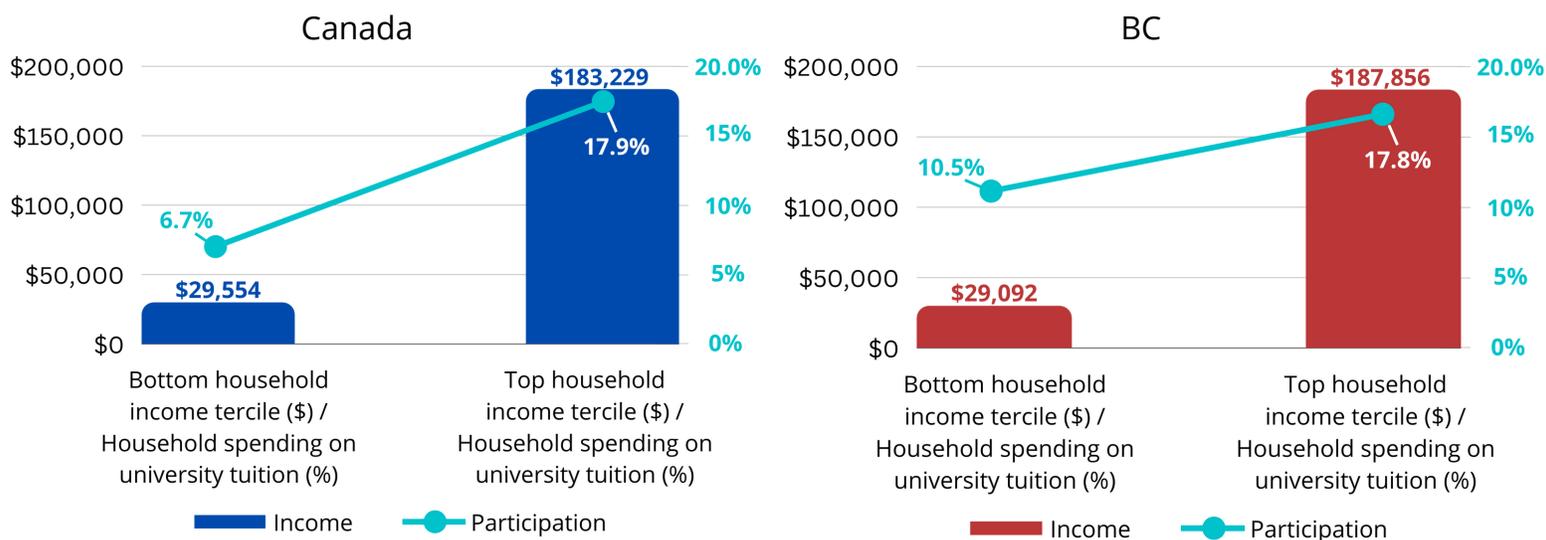
FACTS & FIGURES

STUDENT DEMOGRAPHICS & PARTICIPATION RATES

In BC, there is higher participation in post-secondary education among low- and middle-income families compared with other provinces, suggesting historic investments have created more equitable access to education.

- It is generally the case that access to PSE across income strata remains unequal across Canada. The Office of the Federal Parliamentary Budget Officer has estimated that 60% of post-secondary students in Canada were from the two uppermost income quintiles of families.
- Access to PSE and university programs by all income strata is an important indicator of system performance. Over time, a well-performing system should see both rising levels of PSE participation among lower-earning income groups and a shrinking gap between participation rates at the bottom and the top of income groups. In this area, BC research universities appear to be performing well.
- The accessibility of PSE to students of different income brackets has been a notable theme of discussion for BC's government, and their efforts have paid off. Custom data from Statistics Canada's *Survey of Household Spending* for expenditures on university and other postsecondary tuition by household income tercile suggests that BC has outperformed the average Canadian rate of participation of lower and middle household income terciles in PSE.
- Data from 2010-2019 on households with expenditures on PSE by household income terciles show that BC has consistently exceeded the participation rate for lower- and middle-income households compared to Canada. In 2019, BC had a university participation rate of 10.5% for the bottom tercile of households, while Canada-wide, the rate was only 6.7%.

Figure 5.3. Average Income Pre-Tax of Bottom and Top Household Income Terciles and Spending on University Tuition, Canada and BC, 2019



Performance Indicators

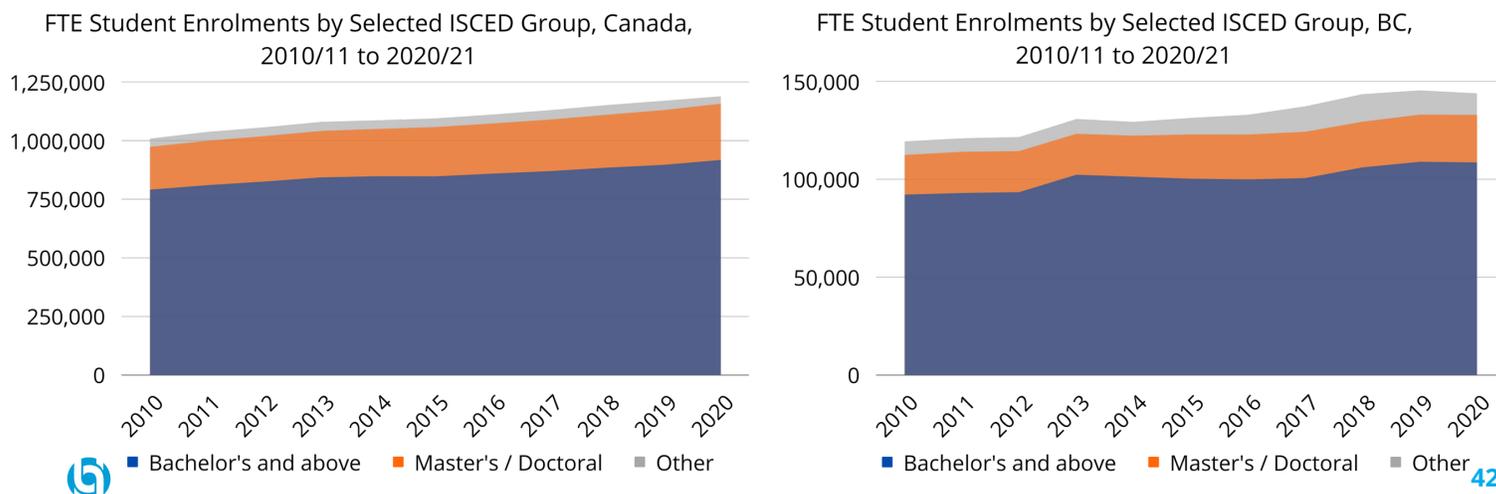
FACTS & FIGURES

ENROLMENT

BC has seen high increases in FTE university enrolment, largely attributed to a significant increase in international student enrolments and the reclassification of institutions previously in the college sector to special purpose teaching universities. While governments and administrators add layers to the narrative, it is clear that the primary motivations for expanding international student enrolments are economic.

- FTE enrolment in BC universities has increased by more than 20% over the last decade, the third highest rate among the provinces. Most of this enrolment growth came from international students. By 2020, there were 143,900 FTE enrolments.
- Canadian undergraduate FTEs in BC universities grew by only 4.6% over 2010-2020 (ending the period at 773,618.1), while international FTEs grew by 125.3% in the same time (ending the period at 83,292.4). Data from 2006-2020 shows growth of 34.6% in Canadian graduate program enrolments, with growth of 16.3% in BC. For international graduate students, these values were 177.8% and 85.5% respectively.
- In 2020, Canada had a higher proportion of international students enrolled in tertiary education than Germany, Japan and the United States. The top three source countries of international students were China (27.1%), India (26.6%) and France (6.3%).
- International students tripled their proportion of all post-secondary students in Canada over 2000/01 to 2017/18, increasing from 5% to 15%. In 2020, Canada was well-above the OECD average for short-cycle post-secondary education (24% vs. 5%), but also consistently above the OECD average for bachelor's, master's and doctoral enrolments. After Ontario at 191,886, BC had the second-highest number of international post-secondary students among the provinces at 64,758 in 2020. However, BC also had the highest proportion of international student post-secondary enrolments in Canada, about 23%, and the most rapid rate of growth in this part of the student population, which more than tripled since early 2000.
- In 2020, in spite of the suspension of in-class instruction, BC managed to maintain much of its international student enrolments, with some exceptions. Almost half of tuition fee revenues now come from international students, although they make up only 20% of the student body.

Figure 5.4. FTE University Student Enrolments by Selected International Standard Classification of Education (ISCED) Group, Canada and BC, 2010-2020



Performance Indicators

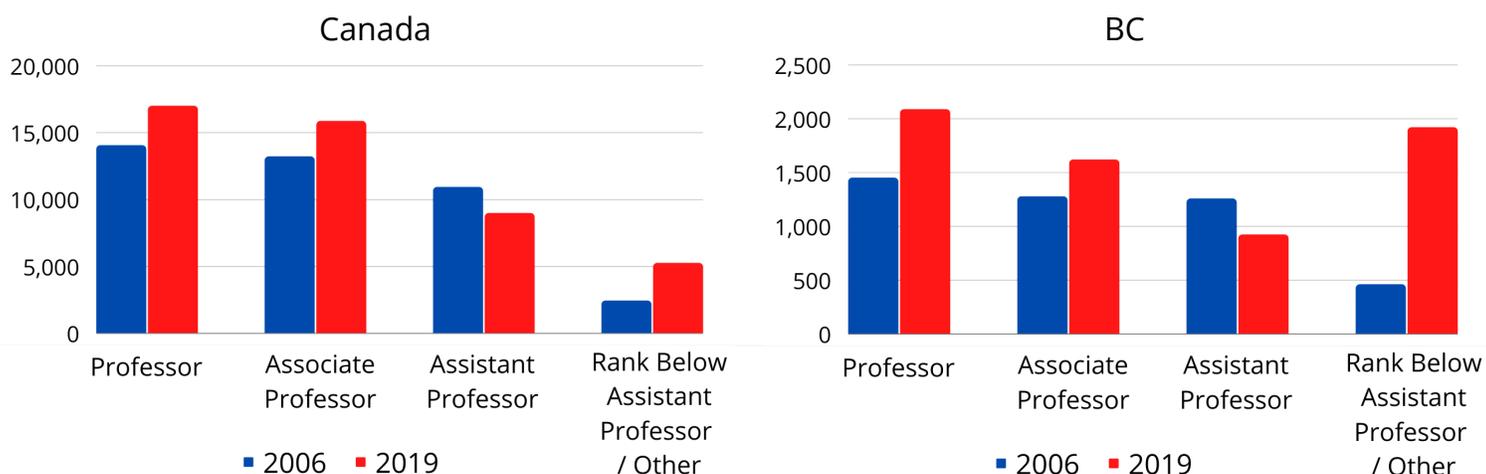
FACTS & FIGURES

FULL-TIME FACULTY AND HIRING TRENDS

Hiring rates for full-time faculty are relatively stagnant in Canada and BC. The largest growth in faculty hiring took place in late 2000s and was largely attributed to the reclassification of institutions previously in the college sector to special purpose teaching universities. Since that shift, the largest area of growth is seen in ranks below Assistant Professor with 69.9% growth in BC and 33.3% growth nationally.

- The number of full-time faculty has grown slowly over the past decade, even as enrolment has rapidly increased. Faculty ranks grew by only 11.2% (657 positions) in BC and only 5.7% (2,541 positions) nationally.
- National data for universities and degree-granting colleges shows growth of 103.3% in salaries and benefits for administration and academic support functions over 2006/07 to 2020/21, while academic salaries as a share of total funds grew by only 70.3%. Academic salaries made up 47.3% of total expenditures on salaries and benefits in 2006/07, declining to 45.5% by 2020/21.
- In BC, these trends were more pronounced. Salaries and benefits for administration and academic support functions grew by 140.1%, while academic salaries grew by 78.5%. Academic salaries began this period at 48.6% of total salaries and benefits expenditure while ending it at 44.2%.
- Universities have increasingly restricted their hiring of new academic staff, particularly tenure-track positions. Full-time faculty numbers are largely stagnant as enrolments rise. Nationally, the number of assistant professors declined by 17.9% since 2006. In BC, assistant professors declined by 26.6% over that time. The number of positions below assistant professor (including full-time lecturers, instructors, and other teaching staff) grew from about 10% of full-time faculty appointments in 2006 to about 30% by 2019.
- Both Canada and British Columbia showed a high level of growth in the number of full-time faculty over 2008/09 to 2009/10. In British Columbia, this was due to the re-establishment of five college sector institutions as special purpose teaching universities in 2008, moving significant numbers of students and faculty out from the college and into the university sector. Over half (52.6%) of the growth in the numbers of full-time faculty across Canada over 2008-2009 was attributable to the changes in British Columbia.

Figure 5.5. Full-Time Faculty Numbers by Rank from 2006 and 2019, Canada and BC



Performance Indicators

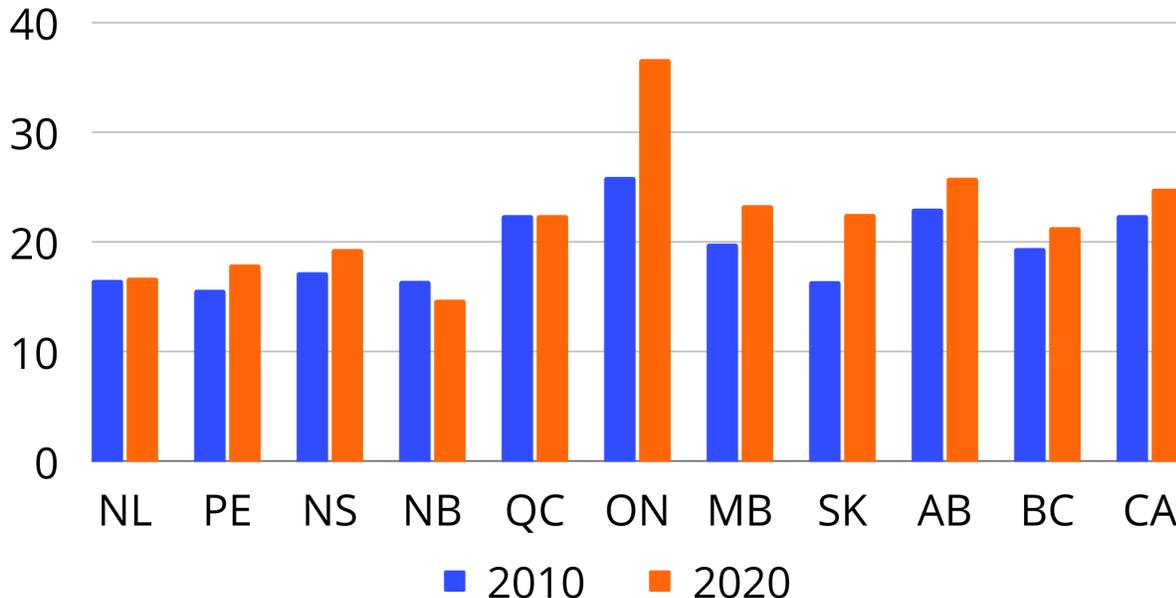
FACTS & FIGURES

FACULTY-STUDENT RATIOS AND CLASS SIZES

Hiring rates for full-time faculty are relatively stagnant, and more pronounced when compared with the significant increase in student enrolments. Class sizes are increasing to compensate for these hiring decisions.

- Comparing FTE university enrolment growth rates from 2010 to 2020, Canada had a 17.8% growth rate, BC had a 20.6% growth rate, while the labour force grew by 8.1% in Canada and by 14% in BC over the same period.
- Full-time faculty to FTE student ratios in British Columbia grew by nearly 14% since 2010, from 19.4 FTE students per full-time faculty member in 2010 and steadily rising to a peak of 22.2 in 2019 before declining in 2020 to 21.3. Both BC and Canada witnessed growth of about 10% in the size of this ratio.
- Student class sizes have increased in BC's research universities with undergraduate class sizes reaching an average of 60-70 students for UBC, 30-40 at SFU and UVic, and around 25 at UNBC. The ranges of class sizes vary significantly, from low tens to hundreds.

Figure 5.6. Full-time Faculty to FTE Students, Canada and the Provinces, 2010 and 2020



Performance Indicators

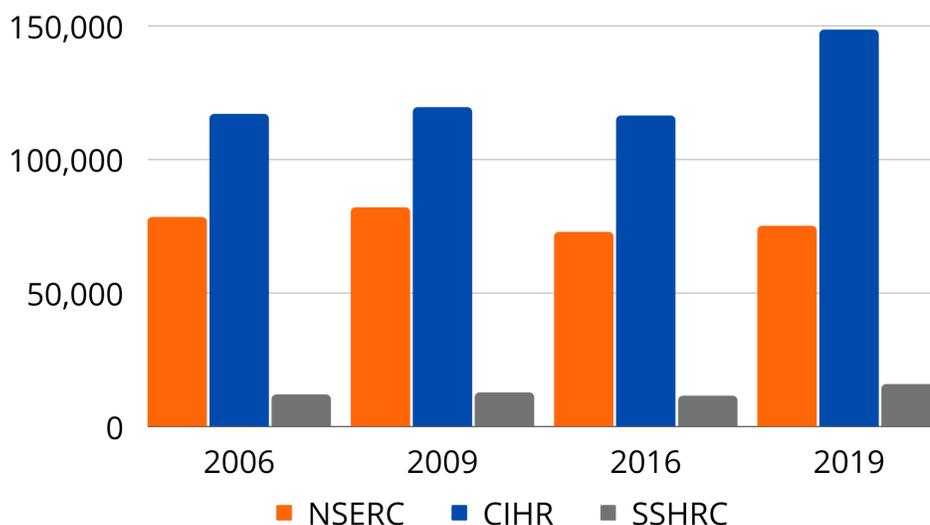
FACTS & FIGURES

RESEARCH INTENSITY

Research is underfunded in BC and Canada, and shows a downward trend, which has impacted universities' abilities to support faculty research needs, particularly the indirect and capital costs of research. It also affects much needed graduate student research support, which is relied on to support research programs in universities. Larger research universities receive a greater share of research funding compared with smaller research institutions. Recent funding prioritization in academic disciplines favours STEM disciplines over non-STEM ones like the social sciences, humanities, and fine arts.

- Despite demand for research, Canada lags behind other OECD countries in terms of research intensity as measured by the expenditure on research and development as a percentage of GDP. This lag impacts universities' abilities to fund research, particularly indirect costs and capital.
- Meanwhile, federal Tri-Council funding has remained relatively stagnant since 2006. As grant applications have increased, the rate of success has decreased, with only 15% of submitted applications receiving funding.
- Nationally, the proportion of faculty by disciplinary groups corresponding to the mandates of NSERC, CIHR and SSHRC were fairly constant over the 2006-2019 period. SSHRC-related disciplines comprised about 54% of full-time faculty, NSERC-related disciplines accounted for about 30% of faculty, and CIHR-related disciplines accounted for about 17%.
- The amount of federal granting council funding per full-time faculty member in SSHRC-related disciplines (\$15,794 in 2019) remains about one-tenth of the equivalent per full-time faculty member in CIHR-related ones (\$148,441), and about one-sixth of the NSERC-related disciplines (\$75,006).
- BC's total domestic expenditures on research and development as a share of GDP improved over the 2006-2018 period, rising from 1.3% to 1.5%, while Canada's declined from 1.9% to 1.6%. Both Canada and British Columbia are well below the OECD average, which has also steadily increased over time, from 2.1% in 2006 to 2.5% in 2019.
- The largest institutions in Canada typically receive nearly a quarter of all the available research funds. This presents an unbalanced funding pot that favours larger institutions.

Figure 5.7. Federal Granting Council Funding Per Full-time Faculty Member in Related Disciplines (\$ 2019)



Performance Indicators

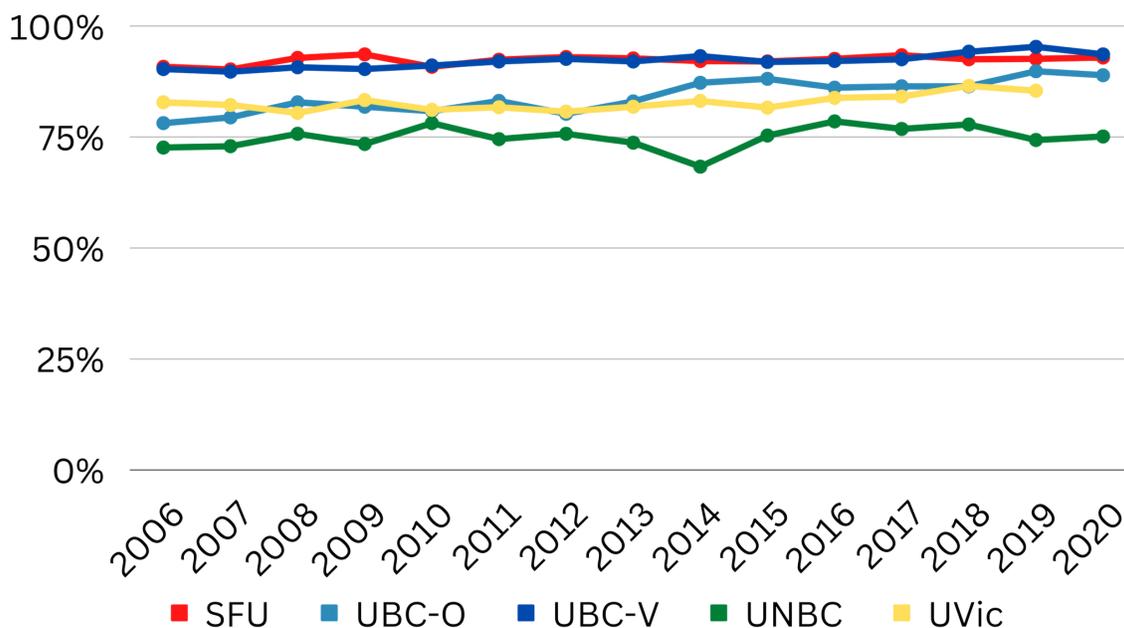
FACTS & FIGURES

STUDENT RETENTION, DROP-OUT, AND GRADUATE RATES

BC performs well in terms of student retention rates, though students may take longer than four years to complete a bachelor's program.

- On an international scale, Canada does well on student retention with a near majority (42%) of Canadian students graduating in four years from a bachelor's degree or equivalent program. About 32% of students take longer than four years and 13% left without graduating.
- In BC, about 29% of students graduate from a bachelor's program in four years while another 16% left without graduating.
- Unemployment rates are typically lower for those with an advanced education. This becomes especially pronounced in times of higher overall unemployment. In 2021, the unemployment rate of Canadians with a degree above bachelor's was 4.5%, with bachelor's degree holders having an unemployment rate of 5.0%. Holders of post-secondary certificates and diplomas below the bachelor's level had an unemployment rate of 6.5%, while secondary school graduates who didn't have a PSE credential had an unemployment level of 8.2%. The percentages in BC were comparable to national averages, with lower overall levels of unemployment.
- Prior to the pandemic, the proportion of 25-29 year-olds Canadians Not in Employment, Education or Training (NEET) ranged from 48% for those with less than an upper secondary education to 21% for those with upper secondary and post-secondary non-university, to 12% for those with a post-secondary university education. The percentages in BC were slightly below the national average.
- By 2020, more of the Canadian population aged 18-24 were in school (49%) compared to those who transitioned to the labour market and were employed (38%). The percentages in BC were slightly below the national average.

Figure 5.8. Year 2 Retention Rates at BC Research Universities (not RRU), 2006-2020



Note: UVic data missing for 2020/21

Performance Indicators

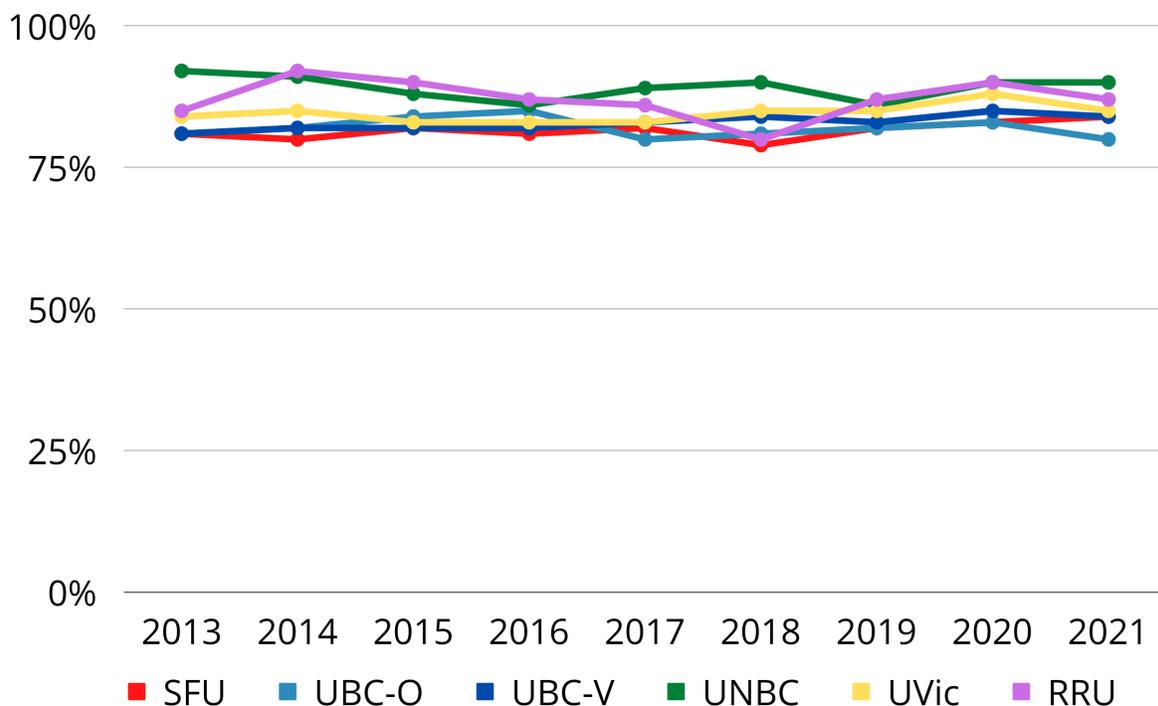
FACTS & FIGURES

STUDENT SATISFACTION

Students are generally very satisfied with the quality of education they receive and the resources available on campus.

- Data from the Canadian Undergraduate Survey Consortium (CUSC) shows that at participating BC institutions (including the University of Northern British Columbia, Simon Fraser University and the University of Victoria), students are generally satisfied with the quality of instruction they receive throughout their first-year, middle-years, and upon graduating.
- Nine out of ten students that responded to the CUSC 2020 Middle-Years Student Survey reported that they were satisfied with their decision to attend their university. Most recently, 89% of the 2022 First-Year Student Survey respondents were similarly either satisfied (67%) or very satisfied (22%). For graduating students responding to the 2021 Graduating Student Survey, 86% were satisfied (66%) or very satisfied (20%) at the overall quality of education received at their university.
- Among the most recent cohort of first year students in 2022, there is a high rate of satisfaction with facilities of services (other than parking), ranging from a low of 69% for food services to a high of 96% for on-campus library facilities. At 95%, library electronic resources, athletic facilities, other recreational facilities and on-campus bookstores also scored quite highly.

Figure 5.9. Student Satisfaction with the Usefulness of Skills Learned in University to the Workplace for BC's Research Universities, 2013-2021



Performance Indicators

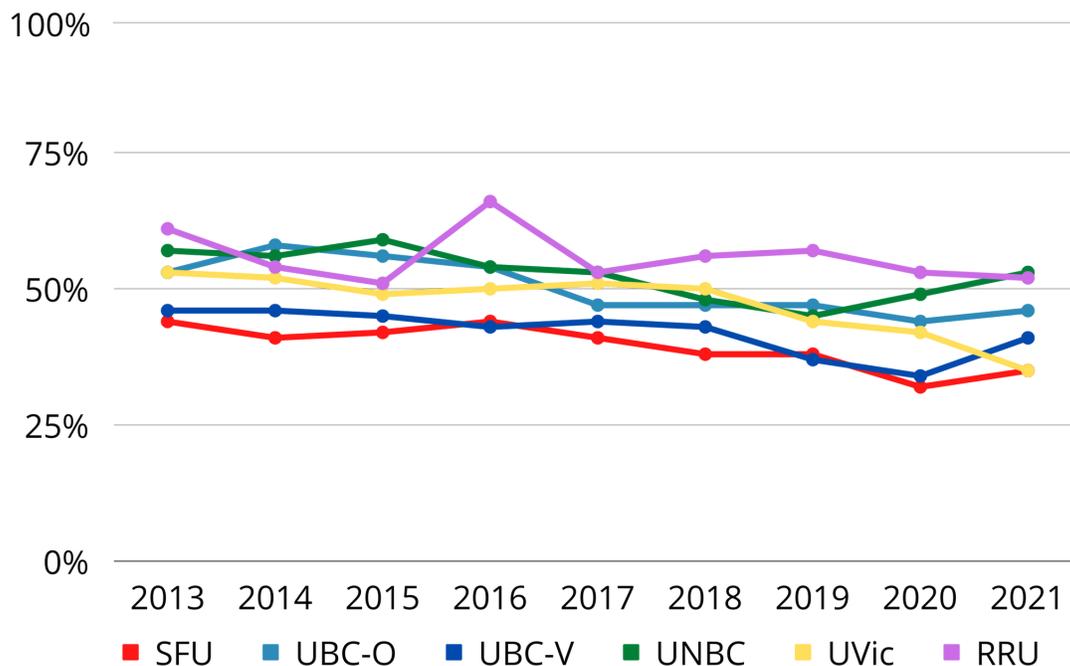
FACTS & FIGURES

STUDENT FINANCES AND DEBT

Less than half of undergraduate and graduate students carry debt, mostly in the form of government loans. The student aid system has increased student aid packages in the last two decades, and there are more grants now than loans in comparison to past practices. Education-related debt remains largely stable over time though reported at significant levels over \$20,000.

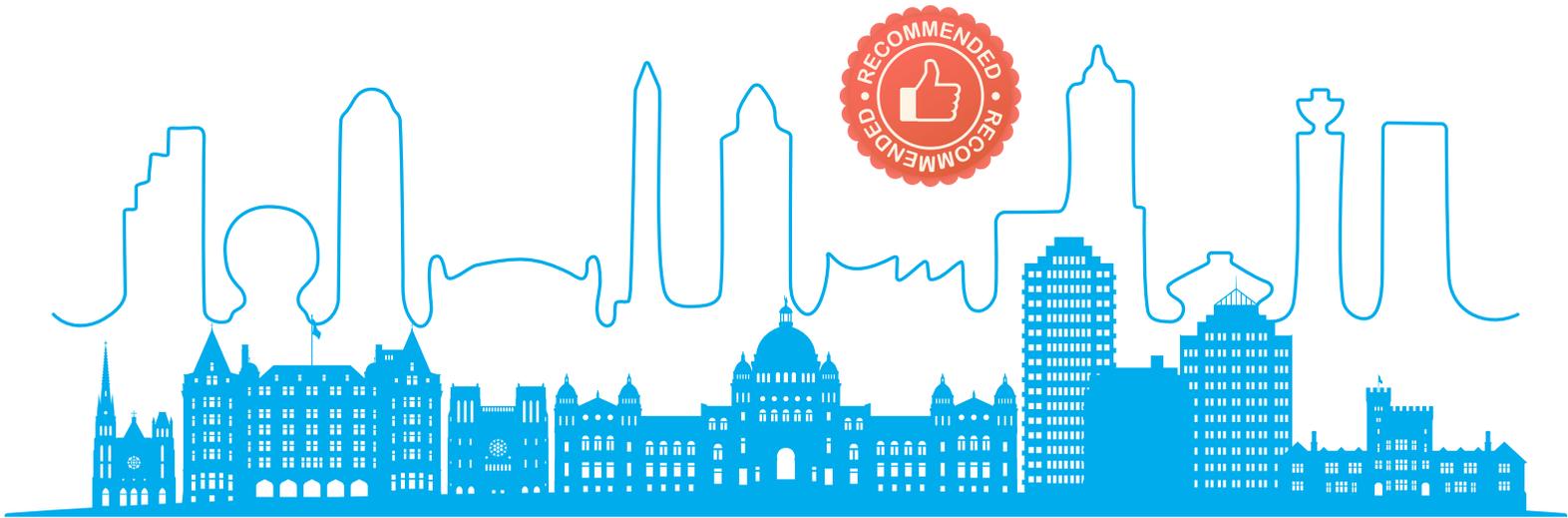
- Student debt has been fairly stable since the 2000s.
- The amount of money given in financial aid to individual Canadians has nearly tripled over the past 25 years, accounting for inflation.
- The Canadian student aid system is less loan-based and more grant-based than ever, and aid packages have increased over the past two decades.
- The 2021 CUSC survey shows that nationally, almost half (46%) of undergraduate students are graduating with significant amounts of debt. For those reporting debt, the amount owing almost \$30,000, mainly in the form of government loans.
- On average, the cost of financing a typical academic year is just over \$17,000, relying on family (49% in 2021), employment (summer, 34% or current, 43%), and government loans (45%).
- Of first year students in 2022, 74% agreed with the statement that they had sufficient finances to complete their educational program.
- Of first year students in 2022, 61% reported that they received a financial award from their university, with one third of those reporting that they would not have been able to attend university without it.

Figure 5.10. Percentage of Students at BC's Research Universities that Incurred Debt During their Studies, 2013-2021





RECOMMENDATIONS FOR BC'S POST-SECONDARY FUNDING MODEL



FUNDING FOR SUCCESS POST-SECONDARY EDUCATION IN BC

Brief 6 of 6 in a series by the
Confederation of University Faculty
Associations of British Columbia (CUFA BC)

Funding for Success

RECOMMENDATIONS FOR BC'S FUNDING MODEL

CONCLUSION

BC's research universities embody the public interest. They are successful in achieving—even exceeding—their public missions. These institutions operate in relatively free markets for faculty and students, and compete fairly for research grants in competitive processes. They are created and partially funded by the province, which makes the province partially responsible and accountable for their performance. But they are also autonomous institutions that function at arm's length from government through a bicameral system of governance (or unicameral system as is the case for Royal Roads University).

Government, boards of governors, and university senates together have responsibility for ensuring institutional success.

Boards and senates are accountable for fulfilling the public mandate, mission, and vision of institutions.

They should be publicly accountable for reporting on how they are achieving those public purposes. They also need to ensure long term stability in teaching and research activities to achieve these purposes.

Governments are accountable for providing stable and sufficient funding for institutions to achieve their public purposes, and should reasonably avoid creating situations of structural financial shortfalls.

The funding system in BC's post-secondary sector is fractured, and unable to keep pace with the current demands on research universities today. The funding model needs to be flexible enough to respond to emerging priorities at both the individual institution level and across the sector, while maintaining supports for research and core academic programming.

Research universities play a crucial role in the social, intellectual, and economic innovation of British Columbians. The BC Labour Market Outlook Report predicts more than one million job openings in BC within the next ten years. Eighty percent of these will require post-secondary education, relying heavily on the high quality, comprehensive, accredited programs at BC's research universities.

Faculty and staff are stewards of the knowledge economy. The backbone of the academic mission.

Without the incredible work of faculty and staff to date, that prediction of one million job openings in ten years would be a lot higher, and many would go unfulfilled for lack of an educated workforce. Worse, though, would be the irreparable loss to our collective social, intellectual, and economic well-being.

Supporting the human infrastructure on campuses, especially in areas of teaching and research, will be critical to the future success of a strong post-secondary system in this province. This success hinges on the support from government and institutions.

Together, these pillars—people, government, and institutions—can meet the talent and skills needs of British Columbians. BC's research universities will play a significant role in this future.

CUFA BC recommends funding BC's post-secondary system for success. We base these recommendations on five core principles identified earlier in this series: keep public education public, ensure equity of access, maintain a commitment to knowledge, create financial stability (reciprocal accountability), and protect institutional autonomy.

“Faculty and staff at BC's research universities are the backbone of the academic mission, serving as stewards of the knowledge economy. Supporting the human infrastructure, especially in areas of teaching and research, will be critical to the future success of a strong post-secondary system in BC.”

Funding for Success

RECOMMENDATIONS FOR BC'S FUNDING MODEL

GOVERNMENT

- Implement a funding model that **stabilizes and sufficiently funds** BC's research universities;
- Adopt a **funding model that respects the uniqueness** of each institution, while recognizing what they have in common, and that is input-based to minimize inter-institutional competition;
- **Advocate to the federal government for fair PSE funding** at BC's research universities;
- Continue to have a role in **establishing enrolment targets**, provided those targets are fully funded. FTE enrolment targets should be based on actual FTE capacity and student demand. *Capacity* is defined as the maximum number of all students (Canadian and international) that can be registered, as constrained by physical space, number of instructors, student support, and administrative capacity;
- Continue **data collection initiatives and accountability measures** for efficiency and effectiveness, with limited expansion to include annual data reporting as follows;
 - the **total number** of all individuals (with and without medical schools) who are **employed on term-limited teaching contacts** and a **distribution of the duration** of those contracts by Faculty at each institution;
 - a distribution of the **total number of classes taught** by individuals on term-limited teaching contracts, and the total number of classes offered by Faculty at each institution;
 - the **total number of senior administrators** (from assistant deans up to president), and their **total compensation** by Faculty at each institution; and
 - **separate the reporting** for the total number of FTE faculty and their total compensation from the total number and total compensation of senior academic administrators;
- Continue to **oversee BC's research universities** through mechanisms established through the Ministry of Post-Secondary Education and Future Skills, but defer to institutional autonomy over financial decision-making beyond capital / operating grant funding and tuition regulation;
- **Exclude BC's research universities from the Government Reporting Entity** accounting model now that a minority share of institutional revenue comes from government funding;
- **Correct the structural disadvantage at Royal Roads University** by
 - revoking the *Royal Roads University Act*;
 - placing it under the *University Act* as a single-source legislation, which then provides proper collegial academic governance; and
 - providing RRU with a funding model comparable to other research and doctoral institutions;
- **Support free and fair collective bargaining** by limiting the role of the Public Sector Employers' Council Secretariat in post-secondary bargaining. Public sector bargaining mandates are problematic because they
 - **encroach** on the legislative autonomy of BC's research universities;
 - **fail to support** the pressing needs of institutions to address equity, diversity, and inclusion practices in hiring, tenure, and promotion;
 - **limit the flexibility** of institutions to respond to emergencies (like providing necessary and timely financial supports to offset pandemic disruptions; supporting green transformation on campuses);
 - **limit the ability** of institutions and labour groups to respond to strategic opportunities specific to the local institutional context; and
 - **interfere** in free and fair collective bargaining between an employer and the faculty union as protected by the Canadian Charter of Rights and Freedoms.



RECOMMENDED

Funding for Success

RECOMMENDATIONS FOR BC'S FUNDING MODEL

RESEARCH

- **Transform the BC Knowledge Development Fund** into a broad-based, inclusive provincial grant competition open to both STEM and non-STEM disciplines;
- Allocate funding support for institutions to **account for the effects of inflation and fluctuating exchange rates** on essential US-dollar priced resources and supplies, including online textbooks, journals, and other licenses, as well as lab supplies and reagents for research and teaching needs;
- **Recognize graduate students and research** as part of the infrastructure needed to support undergraduate education, including the innovation and economic development benefits from the research function; and
- **Support graduate student research** as one solution to the talent and skills gaps identified in the British Columbia Labour Market Outlook 2021.

TEACHING AND LEARNING

- **Fully fund costs for program change and expansion**, including wage and benefit costs; ensure these changes are evaluated on an institution-by-institution basis within collegial processes involving faculty and senates;
- **Fund fair faculty complement and research supports**, including the regularization of faculty to better support teaching and research outcomes, research ventures, and broad partnership collaborations in the public interest;
- **Commit to consistent and reliable supports** for student access, retention, and success; and
- **Fairly distribute supports** at both the graduate and undergraduate levels.

DIVERSITY OF DISCIPLINES

- **Commit to advancing diversity of all disciplines** with funding for STEM and non-STEM disciplines, with commensurate funding of scholarships;
- **Encourage strategic positioning** among universities to avoid inter-institutional competition, which erodes the democratization of knowledge as a public good; and
- Support institutions to **establish a rational distribution of programs** among them to better facilitate co-operation and market responsiveness.

CAPITAL PROJECTS

- **Fund capital projects at actual cost.** Capital construction cost increases are pinching since capital approvals make no allowance for cost increases and are often set well in advance of construction; and
- **Fund capital projects, including extraordinary maintenance needs.** The unwritten requirement to bring private funding to support new capital projects that are within facilities standards set by government effectively claws-back private donations and creates inequities. Furthermore, it opens the door to privatization of the institution, and brings in money that is not subject to the oversight by government or internal mechanisms like faculty collegial governance.

Funding for Success

RECOMMENDATIONS FOR BC'S FUNDING MODEL

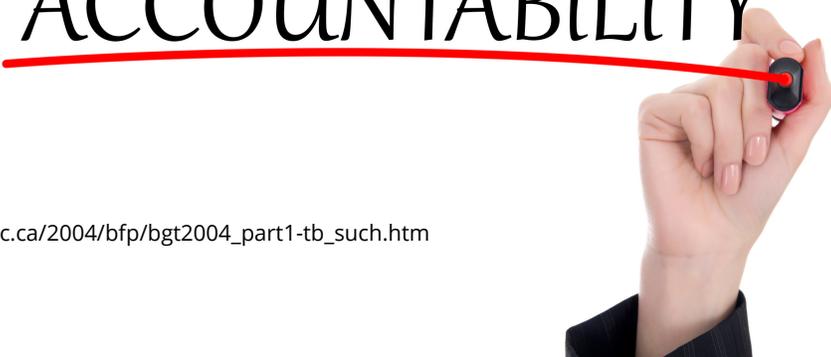
INSTITUTIONAL AUTONOMY & ACCOUNTABILITY

- Defer to the **institutional autonomy over financial decisions and academic programming** of post-secondary institutions to achieve their public mandate, mission, and vision. Under the *University Act* and *Royal Roads University Act*, internal structures already exist that govern financial and academic decision-making through boards of governors and academic senates;
- Affirm the existing **legislative right of senate** to establish a standing committee that meets with the president and assists the president in preparing the university budget;
- Fully realize **institutional autonomy over decisions of financial spending**, including surplus spending as well as labour and employment decisions;
- Return to **excluding BC's research universities from the Government Reporting Entity** accounting model since its controversial adoption in 2003. When the Province adopted this accounting model, they recognized it was a complex undertaking and that the Public Sector Accounting Board (PSAB) control indicators made a strong case for excluding universities. The Province then committed to monitoring this issue within BC, and within a national context for post-secondary institutions. Universities are legally autonomous over financial decision-making. Today, less than half of university operating funds come from the provincial government;
- Respect **institutional autonomy in diversifying and tailoring academic programming** decisions in all disciplines (including fine arts, humanities, social sciences, and STEM), and avoid using broad performance targets that are not contextually sensitive; and
- **Support free and fair collective bargaining** at BC's research universities as granted by the *University Act* and *Labour Relations Code*. Free and fair collective bargaining is a core principle of Canadian democratic society, institutional management, and accountability, and must be protected through the existing autonomy rights of post-secondary institutions and within the institutional funding model.

CHANGE MANAGEMENT & TRANSITION

- Consider **incremental changes informed by strong public policy objectives** to avoid unnecessary disruptions to the core academic mission of the university;
- **Commit to transitional resources** to offset institutional disruptions should significant adjustments to the funding model be necessary; and
- Adopt a funding model that has **clearly identified principles** to ensure funding is policy-driven, transparent, predictable, and supports institutional planning.

ACCOUNTABILITY



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About CUFA BC



The Confederation of University Faculty Associations of British Columbia (CUFA BC) represents more than 5,500 faculty members (professors, lecturers, instructors, and academic librarians) through their unionized faculty associations at five research-intensive and doctoral universities in British Columbia: University of British Columbia, University of Northern British Columbia, University of Victoria, Royal Roads University, and Simon Fraser University.

For over fifty years, CUFA BC has promoted the value of post-secondary education and research in British Columbia. We advocate for the interests of members on a variety of issues affecting post-secondary education, including academic freedom, collegial governance, labour rights, and funding.

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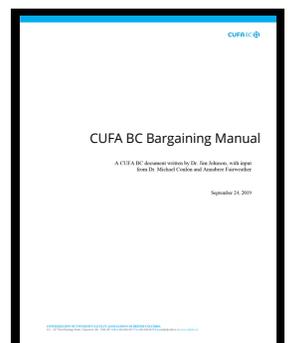
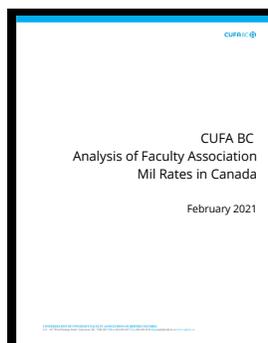
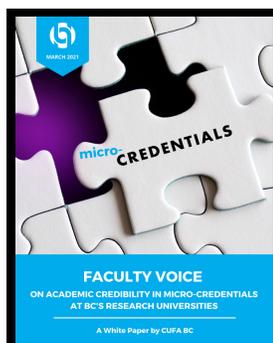
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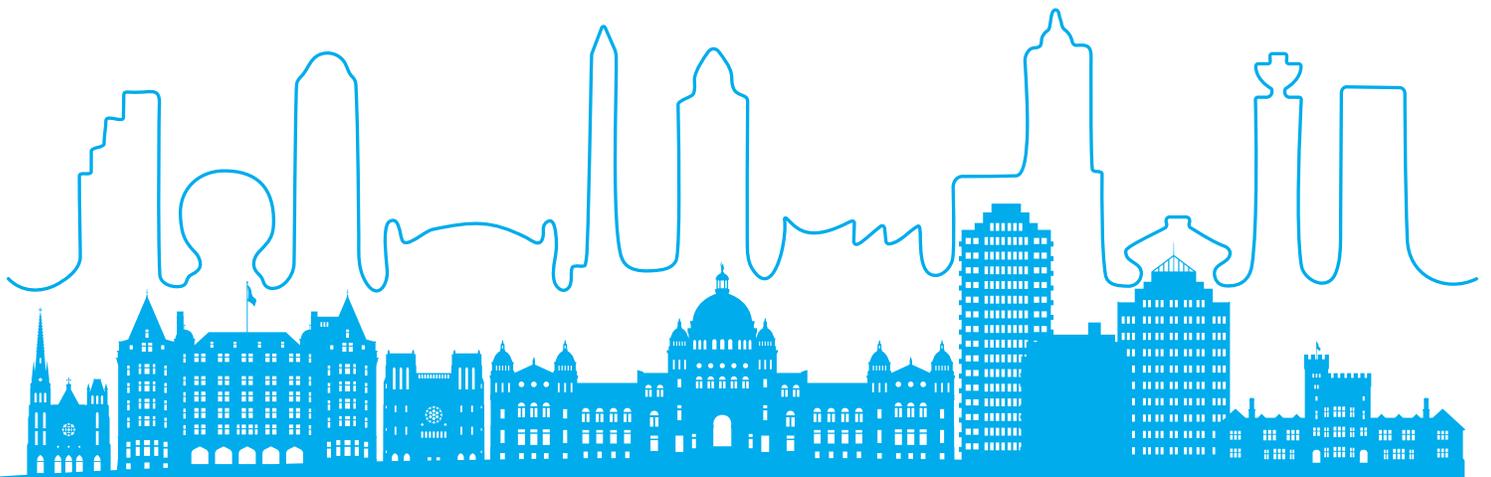
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