

Missing Pieces III

AN ALTERNATIVE GUIDE TO CANADIAN POST-SECONDARY EDUCATION

Provincial Rankings: Where Do the Provinces Stand on Education?

**By Denise Doherty-Delorme
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This is the third edition of *Missing Pieces*. As with earlier versions, we have attempted to provide a broader context for the examination of issues surrounding the state of higher education in Canada. We have continued to focus on the defining principles of post-secondary education: quality, equity, accessibility/affordability/opportunity, and public accountability.

Using publicly available data, mostly from Statistics Canada, *Missing Pieces* grades and ranks the provinces on their commitment to higher education, teaching, scholarly work, and research.

Missing Pieces does not compare individual institutions, because the federal and provincial governments control the funding and set out policies for higher education. College and university administrators must work within the confines of these policies and budgets in order to meet the needs of their students and staff, and, more broadly, the public these institutions ultimately serve.

Missing Pieces therefore focuses on the provincial governments, the man-

ner in which the agenda they set is reflected by their universities and colleges, and how students, faculty, support staff, researchers, and the public are (potentially and practically) impacted. The goals of *Missing Pieces* and other rankings, such as *MacLean's*, are not the same in this regard. We are, however, concerned with how ranking individual institutions according to criteria based on a certain mindset and certain preconceptions creates a climate of destructive competition based on flawed priorities.

This is not to say that we are inherently opposed to competition. On the contrary: we would love to see institutions compete—not just for the “best and brightest,” but for all students. This, of course, means that all universities and colleges need to ensure that their tuition fees are affordable so that all students can apply—regardless of the province in which they live or their level (or parental level) of income. We would be thrilled if all institutions revealed the relationships they were forging with the private sector, at what cost, to what effect—so that students, faculty, support staff, researchers, activ-

ists, and citizens could address the issue of the corporatization of research or exclusive marketing arrangements directly, unfettered by secret boardroom meetings.

Universities and colleges that made the protection of academic freedom—particularly in light of the cases of Nancy Olivieri, David Healy, and David Noble, among others—a fundamental priority, instead of bowing to the demands of private sector funders, would be thoroughly commended. We would applaud universities and colleges that made it a priority not to treat international students as cash cows, and that refused to deregulate tuition fees to accumulate revenue at the expense of equity and accessibility.

Missing Pieces is not about avoiding comparisons. Rather, it is about determining where real comparisons need to be made: at the level of the decision-makers. This is about evaluating provincial government actions—or inaction—compared to those of their peers. How much access do students have to faculty? How has lack of government funding contributed to corporate dollars and corporate influence in education? What is the state of academic freedom on university and college campuses? To what extent are governments committed to keeping tuition

fees affordable and education accessible? These are comparisons of which Canadians need to be aware in order to understand the status of higher education in this country—and their access to it.

As with previous editions of *Missing Pieces*, we have provided readers with the most up-to-date information available about the state of higher education. Where no more recent data have been provided, we have included new information to continually broaden the discussion of PSE in Canada and its relationship to (and the role of) the faculty, students, support staff, researchers, and the public.

As with the previous editions of *Missing Pieces*, we have ranked the provinces from one to ten, with one being the province with the highest level of commitment to PSE, and ten indicating the least level of commitment. However, the province with the top ranking by no means implies that government's record is perfect where higher education is concerned—its superiority is only on a comparative basis. And once again, to reinforce the fact that all provinces need to improve their commitment to PSE, where two or more provinces have received the same result on an indicator, we have ranked them down rather than up.

Equity

Equity is defined as those mechanisms in place at a provincial level to ensure that all students, regardless of gender, place of origin, or socioeconomic status, can make optimal use of higher education in whichever location and discipline they choose. It also requires that those opportunities not only be protected, but

also reinforced and thoroughly integrated into every aspect of higher education. It also refers to the facilitation of full participation in the higher education experience by all members of the post-secondary community—students as well as faculty, support staff, and administration.

Equity

Province	% Change International Student Participation	% of International University Students	Women as a % of Tenured Faculty	Unemployment Rate	Inequality Index	Equity Rank	MP2 Equity Rank
NF	5	10	8	10	10	10	10
PEI	2	9	4	9	9	9	9
NS	3	3	1	7	4	1	3
NB	1	7	2	8	8	6	7
PQ	7	1	5	6	6	4	5
ON	6	8	6	4	3	7	6
MB	10	4	3	2	5	3	2
SK	4	6	9	3	7	8	8
AB	8	5	10	1	2	6	4
BC	9	2	7	5	1	3	1

Provincial commitment to equity in PSE

Provincial governments demonstrate varying degrees of commitment to the principle of equity: for example, Newfoundland performs poorly in its percentage of international students, the unemployment rate, and the inequality index (% of population with less than secondary education compared to the % of population with PSE). But Newfoundland bettered its ranking in the percentage of women on its tenured faculty.

Nova Scotia demonstrates the greatest commitment to maintaining equity in PSE, moving from 3rd to 1st overall: for the second year in a row it scores 1st in women as a percentage of tenured faculty, 3rd in the percentage of international students, and 4th in the inequality index.

Both Alberta and B.C. reduced their commitment to equity (from 4th to 6th and 1st to 3rd, respectively). Both provinces reduced their percentage of women as tenured faculty.

Accessibility, affordability and opportunity

We have defined accessibility (including affordability and opportunity) as the freedom to obtain and make use of a post-secondary education. It provides an examination of the financial measures in place to ensure that students are able to afford to attend the university or college of their choice, to complete

their education, and to have the opportunity to use that education upon graduation.

The accessibility ranking is determined largely by how the provinces have participated in eliminating—or at least mitigating—financial barriers to university and college.

Affordability, Access, Opportunity

Province	Average Undergrad University Fees	Average College Tuition Fees	% Yr-to-Yr Change in University Fees	% Yr-to-Yr Change in College Fees	Percentage Change in University Tuition Fees	Percentage Change in College Tuition Fees	PSE Participation Rate (18-24 yrs)	Accessibility Ranking	MP2 Accessibility Ranking
NF	4	4	1	6	6	7	4	4	7
PEI	5	7	8	6	4	3	5	5	5
NS	10	6	7	10	8	6	2	7	3
NB	6	8	9	6	5	10	6	8	8
PQ	1	1	4	6	2	1	1	1	1
ON	9	5	5	7	9	5	3	6	7
MB	3	3	3	6	3	4	10	4	3
SK	7	9	10	8	7	8	8	9	9
AB	8	10	6	9	10	9	7	10	10
BC	2	2	2	1	1	2	9	2	4

Provincial commitment to accessibility, affordability and opportunity in PSE

Newfoundland improved its commitment to accessibility this year from 7th to 4th, due largely to a rollback in university tuition fees and a freeze in college tuition fees (for both college and university tuition fees, Newfoundland ranks 4th in the country).

While B.C.'s ranking improved from 4th to 2nd, it should be noted that

this was due to a rollback in tuition fees. The new provincial government has just reversed this policy, ensuring that next year's results for B.C. will be much less impressive.

Less positively, Nova Scotia slipped from 3rd to 7th in accessibility, due largely to high university tuition fees and its high percentage change in university and college tuition fees over the past decade.

Quality

We have defined quality as the degree of excellence of the entire educational experience. A high quality education depends on the provincial and federal governments' commitment to fostering a well-rounded educational experience

and environment. In part, this includes: the quality of student life; the adequacy of university or college finances; the breadth of disciplines and modes of learning offered; and student access to tenured faculty.

Quality

Province	% Change in Fulltime Faculty	University Student/Faculty Ratio	Per Capita Provincial Expenditure on PSE	% Change in Per Capita Expenditure	Provincial University Operating Grants per Capita	% Change Provincial University Operating Grants	Quality Rank	MP2 Quality Rank
NF	6	3	5	4	2	4	2	6
PEI	1	1	10	6	7	2	3	5
NS	3	4	8	8	5	10	7	8
NB	10	6	6	7	4	9	9	1
PQ	8	7	1	5	1	1	1	3
ON	5	10	9	10	10	5	10	10
MB	9	2	3	1	4	8	3	5
SK	4	8	2	3	6	7	5	9
AB	2	9	4	9	8	6	7	8
BC	7	5	7	2	9	3	6	2

Provincial commitment to quality in PSE

Once again, Ontario demonstrates the lowest commitment to quality in PSE, due to the highest student/faculty ratio in the country, the greatest reduction in provincial expenditures on PSE, and the lowest provincial operating grants per-capita.

New Brunswick dropped to 9th: declining numbers of full-time faculty and the second greatest decline in changes to university operating grants are largely responsible.

Quebec improved its rank from 3rd to 1st this year, due in part to its increase in provincial university operating grants,

which are the highest in the country (up from 5th).

Manitoba improved its rank from 5th to 3rd, largely because of its per-capita expenditure on PSE and the percentage change in expenditure from last year.

Saskatchewan also improved from 9th to 5th, having increased its per-capita provincial expenditure on PSE and improving its rank in percentage change of full-time faculty (although Saskatchewan still has one of the higher student/faculty ratios in the country).

Newfoundland also improved its placing from 6th to 2nd, due in part to its (comparatively speaking) high levels of university operating grants and improved percentage change in full-time faculty.

Public accountability

Accountability is defined as the degree to which provincial governments ensure that universities and colleges are in fact accountable to the public, and not to corporations or individual sponsors or clients. In addition, it means that universities and colleges, and their functions of teaching, research and community

service, remain in the public domain and are not privatized. This is determined largely by the amount of public funding dedicated to post-secondary education budgets, as compared to funding from private donations or student fees, which download the cost of education to individuals.

Accountability

Province	% of Total PSE Budget Received from Student Fees	% of Total PSE Budget Received from Gov't Grants	% of Total PSE Budget Received from Private Sources	After High School 18-20 year old PSE Continuers	Educational attainment	Needs-based ranking	Accountability Ranking	MP2 Accountability Ranking
NF	6	2	2	3	9	4	3	3
PEI	7	7	1	4	7	6	4	5
NS	10	10	6	2	2	10	9	9
NB	8	8	3	6	8	6	8	8
PQ	1	1	9	1	5	2	1	2
ON	9	9	10	7	4	9	10	10
MB	5	3	8	9	6	4	5	5
SK	2	4	5	8	10	8	7	6
AB	4	7	7	10	1	8	7	8
BC	3	5	4	5	3	1	2	1

Provincial commitment to public accountability

There were some changes in provincial commitment to public accountability, although Quebec remained in first place and Ontario in last. This is consistent with the degree to which provincial governments have taken responsibility for the education of their students; the degree to which they have (or have not) downloaded the financial burden onto individuals or their families; and the degree to which PSE re-

lies on private funding sources, (potentially jeopardizing the degree to which PSE is accountable to the public as opposed to private funders).

This category also indicates the degree to which governments have demonstrated accountability to those students who take longer to complete their degree, because governments are responsible to all citizens at all stages of their education.

Overall ranking

Missing Pieces III documents some interesting changes from previous editions of this report. However, there are some significant consistencies: once again, Ontario ranks last in its commitment to PSE, falling even further behind in equity and remaining dead last in accountability and quality.

This year Quebec and B.C. switched positions. Considering the political direction of the new B.C. government, this decline can be seen as a premonition of things to come. In fact, B.C. is already showing a decline in equity and quality, improving only in accessibility—which is already in the process of being reversed, although that is not reflected in this current set of statistics.

Notable are Newfoundland's improvement (from 7th to 4th), and Nova Scotia's and New Brunswick's decline (from 4th to 6th and 6th to 9th, respectively). Newfoundland has implemented a tuition fee freeze and rollback, and improved its commitment to equity (though this was largely because of the declining commitment to equity on the part of other provinces). On the other hand, Nova Scotia's tuition fees throw PSE accessibility into jeopardy and contribute to this province's poorer showing.

New Brunswick's sharply declining commitment to quality contributed to its poor overall ranking. Saskatchewan also demonstrated a slight improvement, specifically in the area of quality, which accounts for its improved ranking.

Overall Rank MP3

Province	Equity Rank	Quality Rank	Accountability Ranking	Accessibility Ranking	Overall MP3 Rank	Overall MP2 Rank
NF	10	2	3	4	4	7
PEI	9	3	4	5	5	6
NS	1	7	9	7	6	4
NB	6	9	8	8	9	6
PQ	4	1	1	1	1	2
ON	7	10	10	6	10	10
MB	3	3	5	4	3	3
SK	8	5	7	9	7	9
AB	6	7	7	10	8	8
BC	3	6	2	2	2	1

Equity: Background research

The indicators we have included under equity are: the percentage change in international student participation (1997-98); the percentage of international university students (1998-99); women as a percentage of tenured faculty (2000-2001); the unemployment rate (2001); the inequality index, and the percentage of poor households with PSE. Most of this information updates that from previous editions of *Missing Pieces*; the differences between provinces and between editions have been noted to provide the reader with a sense of how provincial priorities have changed.

Ontario reduced its percentage of international university students, falling from 5th to 8th. Quebec rose from 3rd to 1st place, and Manitoba fell from 2nd to 4th. Quebec and British Columbia have by far the highest percentage of international university students of all the Canadian provinces.

There were also changes in women as a percentage of tenured faculty: Quebec improved its rating from 9th to 5th, and Manitoba moved from 6th to 3rd. Less impressively, Saskatchewan

dropped from 5th to 9th, and both Alberta and B.C. fell three places to 10th and 7th, respectively.

For the second year, we included the unemployment rate for each province to demonstrate provincial commitment to the province's workforce, both within and surrounding post-secondary education. This by no means implies that we agree with the tying of higher education funding or priorities to job market performance of graduates: we do, however, recognize the role and responsibility of provincial governments in ensuring that graduates are given the opportunity to use the education they have received. In this category Ontario and Alberta were the only two notable changes: Ontario fell from 1st to 4th, and Alberta improved from 3rd to 1st.

The inequality index measures the percentage of the population with less than secondary education compared to the percentage of the population with PSE. Again, changes from the first edition of *Missing Pieces* were minimal: P.E.I. fell two places to 9th and Quebec improved two places to 6th.

Percentage Change International Student Participation Rate

Province	1997-98	MP3 Rank	MP2 Rank
NF	9.3%	5	n/a
PEI	30.0%	2	n/a
NS	11.9%	3	n/a
NB	30.8%	1	n/a
PQ	7.2%	7	n/a
ON	8.7%	6	n/a
MB	-4.7%	10	n/a
SK	11.3%	4	n/a
AB	6.7%	8	n/a
BC	1.9%	9	n/a

Source: Education in Canada 2000

Percentage of International University Students

Province	1998/99	MP3 Rank	MP2 Rank
NF	3.3%	10	9
PEI	3.6%	9	10
NS	6.2%	3	4
NB	4.7%	7	8
PQ	9.8%	1	3
ON	4.3%	8	5
MB	4.8%	4	2
SK	4.7%	6	7
AB	4.7%	5	5
BC	8.6%	2	1

Source: Education in Canada 2000

Women as a Percentage of Tenured University Faculty

Province	2000/01	MP3 Rank	MP2 Rank
NF	24.2%	8	10
PEI	26.1%	4	3
NS	32.4%	1	1
NB	28.0%	2	2
PQ	25.3%	5	9
ON	24.4%	6	8
MB	26.3%	3	6
SK	22.0%	9	5
AB	21.3%	10	7
BC	24.3%	7	4

Source: Statistics Canada as cited in Bulletin Vol. 48 No.8

Unemployment Rate

Province	2001	MP3 Rank	MP2 Rank
NF	16.1%	10	10
PEI	11.9%	9	9
NS	9.7%	7	7
NB	11.2%	8	8
PQ	8.7%	6	6
ON	6.3%	4	1
MB	5.0%	2	2
SK	5.8%	3	4
AB	4.6%	1	3
BC	7.7%	5	5

Source: CansimII Labour Force Survey, Feb 2, 2002

Inequality Index

Province	1999	MP3 Rank	MP1 Rank
NF	0.90	10	10
PEI	0.82	9	7
NS	0.62	4	4
NB	0.77	8	9
PQ	0.72	6	8
ON	0.51	3	3
MB	0.70	5	5
SK	0.75	7	6
AB	0.43	2	1
BC	0.43	1	1

Calculated with StatsCan data found in Ed. Quarterly Review
% of population with less than secondary education
compared with % of population with PSE

Quality: Background research

In the category of quality, we have included: the percentage change in full-time faculty; the university student/faculty ratio; the per-capita provincial expenditure on PSE; the percentage change in per-capita expenditure on PSE; provincial university operating grants per-capita; and the percentage change in provincial university operating grants.

There were some significant changes in full-time faculty numbers. From 1998/99 to 1999/2000, New Brunswick fell from 3rd to last place, and B.C. moved from 2nd to 7th. Newfoundland improved from 10th to 6th, and Ontario improved from 8th to 5th. It is, however, important to note that Newfoundland, comparatively speaking, was able to improve its ranking by not increasing the number of full-time faculty at all. Clearly, the trend of moving to part-time instructors is gaining ground. There were only moderate changes to the university student/faculty ratio; it ranges from 15.8 in P.E.I. to 21.4 in Ontario.

The provincial per-capita expenditure on PSE is a revealing comparison because it demonstrates the different

levels of commitment on the part of provinces to PSE. For example, while P.E.I. has the lowest rank (\$282) and Quebec has the highest (\$444), Ontario is 9th at (\$286). This is a profound difference which clearly has nothing to do with the size of the province; rather, it is a reflection of provincial commitment.

The change in per-capita provincial expenditures is also striking. Ontario decreased its expenditure by 9.0%, Alberta by 5.7%, and Nova Scotia by 5.4% (1999/00-2000/01). Only Newfoundland, B.C., Saskatchewan, and Manitoba increased their expenditures.

There were also moderate changes to the provincial university operating grants, with the exception of Quebec which improved from 5th to 1st place due to a 5.0% increase (1999/00-2000/01). This was by far the greatest increase; Nova Scotia and New Brunswick were the only two provinces that decreased their university operating grants, although comparatively speaking they rank 5th and 3rd (respectively) when comparing the total amount of the grants.

Percentage Change in Fulltime Faculty

Province	1998/99-1999/00	MP3 Rank	MP2 Rank
NF	0.0%	6	10
PEI	6.8%	1	1
NS	2.8%	3	5
NB	-3.1%	10	3
PQ	-0.8%	8	7
ON	0.1%	5	8
MB	-2.6%	9	9
SK	1.6%	4	6
AB	3.3%	2	4
BC	-0.5%	7	2

Source: Statistics Canada

University Student/Faculty Ratio

Province	1999/00	MP3 Rank	MP2 Rank
NF	17.1	3	2
PEI	15.8	1	1
NS	17.1	4	4
NB	19.2	6	5
PQ	19.2	7	8
ON	21.4	10	10
MB	16.4	2	3
SK	19.9	8	7
AB	20.5	9	10
BC	18.6	5	6

Source: Statistics Canada

Per Capita Provincial Expenditure on PSE

Province	2000/01	MP3 Rank	MP2 Rank
NF	\$382	5	n/a
PEI	\$282	10	n/a
NS	\$324	8	n/a
NB	\$375	6	n/a
PQ	\$444	1	n/a
ON	\$286	9	n/a
MB	\$401	3	n/a
SK	\$402	2	n/a
AB	\$387	4	n/a
BC	\$360	7	n/a

Source: Statistics Canada General Revenue

Percentage Change in Per Capita Expenditure

Province	1999/00-2000/01	MP3 Rank	MP2 Rank
NF	0.2%	4	n/a
PEI	-0.5%	6	n/a
NS	-5.4%	8	n/a
NB	-1.6%	7	n/a
PQ	-0.4%	5	n/a
ON	-9.0%	10	n/a
MB	3.3%	1	n/a
SK	2.0%	3	n/a
AB	-5.7%	9	n/a
BC	2.4%	2	n/a

CAUT Education Review, Vol. 3, No. 3

Provincial University Operating Grants Per Capita

Province	2000/01	MP3 Rank	MP2 Rank
NF	\$233	2	1
PEI	\$186	7	7
NS	\$206	5	4
NB	\$207	4	2
PQ	\$236	1	5
ON	\$143	10	10
MB	\$207	4	3
SK	\$187	6	6
AB	\$176	8	8
BC	\$172	9	9

CAUT Education Review, Vol. 3, No. 3

Percentage Change Provincial University Operating Grants

Province	1999/00-2000/01	MP3 Rank	MP2 Rank
NF	1.9%	4	n/a
PEI	3.0%	2	n/a
NS	-1.6%	10	n/a
NB	-1.4%	9	n/a
PQ	5.0%	1	n/a
ON	1.5%	5	n/a
MB	0.8%	8	n/a
SK	1.0%	7	n/a
AB	1.1%	6	n/a
BC	2.5%	3	n/a

CAUT Education Review, Vol. 3, No. 3

Accessibility, affordability and opportunity: Background research

Accessibility, affordability, and opportunity encompass the following: average undergraduate tuition fee; average college tuition fee; percentage of year-to-year change in university tuition fee; percentage of year-to-year change in college tuition fees; and the PSE participation rate (18-24). We have also included information about university ancillary fees, but this has not been calculated in the rankings because many universities define ancillary fees differently.

There are also different sets of fees for different departments, graduate and post-graduate students, as well as out-of-province or international students. It should be noted that colleges also charge ancillary fees; for example, Holland College in P.E.I. charges \$2,000 in tuition fees,

but an additional \$1,200 is charged as a mandatory "technology fee."

The rank for average undergraduate university tuition fees remained virtually unchanged from *Missing Pieces II*, although Saskatchewan did drop from 5th place to 7th. For college tuition fees, New Brunswick improved from 10th to 8th, and B.C. improved from 7th to 2nd. However, Nova Scotia fell from 2nd to 6th, and Alberta from 6th to 10th.

(Deregulation of tuition fees has further exacerbated the growing inaccessibility to higher education: for example, in Saskatchewan, fees for dentistry are now priced at \$32,000 per year.)

This year we have included the percentage change in university and college tuition fees for 2000/01-2001/02, but

**Range of Ancillary fees
for University Students***

	2001/02	
	Low	High
NF	\$640	\$808
PEI	\$415	n/a
NS	\$196	\$607
NB	\$108	\$225
PQ	\$40	\$1,395
ON	\$55	\$894
MB	\$130	\$608
SK	\$302	\$788
AB	\$133	\$644
BC	\$24	\$435

Source: Statistics Canada

*These figures are not included in the rankings.

**Range of Tuition Fees for
Canadian University
Students***

	2001/02	
	Low	High
NF	\$2,970	\$6,250
PEI	\$3,690	\$4,059
NS	\$4,100	\$8,150
NB	\$3,290	\$5,000
PQ	\$1,668	\$5,402
ON	\$2,600	\$15,680
MB	\$2,692	\$12,236
SK	\$3,300	\$32,000
AB	\$3,470	\$14,737
BC	\$2,181	\$11,070

Source: Statistics Canada

also for 1991/92-2001/02, to demonstrate the range of time over which provinces have raised or maintained tuition fees. It also indicates which provinces are continuing to price fees further out of students' range, in spite of growing concerns of PSE inaccessibility.

Over the past year, only Newfoundland and B.C. rolled back university tuition fees (B.C. rolled back college tuition, as well); Nova Scotia, New Brunswick, Saskatchewan and Alberta all increased university tuition fees. Alberta, Saskatchewan and Nova Scotia increased college tuition fees over the past year, while a number of other provinces froze college tuition fees. While Quebec does not charge tuition fees, it is important to note that this province is now charging a registration fee for Cégeps.

This year we have also included college and university tuition fee in-

creases over the past decade: the range is astounding, from B.C.'s 29% (university) and Quebec's 0% (college) increases to Alberta's 160.8% (university) and New Brunswick's 300% (college).

It should be noted, however, that the PSE participation rate for individuals 18-24 years old (1998/99) does not reflect government policy changes which have taken place since 2000; for example, some provinces have frozen or rolled back tuition fees, which would have a direct impact on accessibility. We have also included for additional reference the change in PSE participation rates, although this has not been included in the rankings. (*For more information about PSE participation rates, please refer to the graph on page 15. Note that since 1995 the Canadian average has virtually stagnated.*)

Average Undergraduate University Tuition Fees

Province	2001/02	MP3 Rank	MP2 Rank
NF	\$2,970	4	4
PEI	\$3,690	5	6
NS	\$4,732	10	10
NB	\$3,779	6	7
PQ	\$1,912	1	1
ON	\$4,062	9	9
MB	\$2,795	3	3
SK	\$3,831	7	5
AB	\$3,970	8	8
BC	\$2,465	2	2

The Daily, August 27, 2001

Average College Tuition Fees

Province	2001/02	MP3 Rank	MP2 Rank
NF	\$1,452	4	4
PEI	\$2,000	7	8
NS	\$1,950	6	2
NB	\$2,400	8	10
PQ	\$0	1	1
ON	\$1,752	5	5
MB	\$1,298	3	3
SK	\$2,442	9	9
AB	\$2,601	10	6
BC	\$1,273	2	7

The Daily, August 27, 2001

Percentage Yr-to-Yr Change in University Tuition Fees

Province	2000/01-2001/02	MP3 Rank	MP2 Rank
NF	-10.0%	1	n/a
PEI	6.0%	8	n/a
NS	4.9%	7	n/a
NB	7.4%	9	n/a
PQ	1.6%	4	n/a
ON	2.3%	5	n/a
MB	0.1%	3	n/a
SK	12.4%	10	n/a
AB	3.4%	6	n/a
BC	-2.2%	2	n/a

Source: Statistics Canada

Percentage Yr-to-Yr Change in College Tuition Fees

Province	2000/01-2001/02	MP3 Rank	MP2 Rank
NF	0.0%	6	n/a
PEI	0.0%	6	n/a
NS	11.4%	10	n/a
NB	0.0%	6	n/a
PQ	0.0%	6	n/a
ON	2.0%	7	n/a
MB	0.0%	6	n/a
SK	9.0%	8	n/a
AB	11.2%	9	n/a
BC	-5.0%	1	n/a

Source: Department of Advanced Education, Manitoba

Percentage Change in University Tuition Fees

Province	1991/92-2001/02	MP3 Rank	MP2 Rank
NF	92.4%	6	9
PEI	74.1%	4	3
NS	115.0%	8	7
NB	87.0%	5	2
PQ	46.2%	2	5
ON	127.6%	9	8
MB	61.1%	3	4
SK	111.4%	7	6
AB	160.8%	10	10
BC	29.0%	1	1

Source: Statistics Canada

Percentage Change in College Tuition Fees

Province	1991/92-2001/02	MP3 Rank	MP2 Rank
NF	161.2%	7	9
PEI	62.6%	3	4
NS	154.2%	6	2
NB	300.0%	10	10
PQ	0.0%	1	1
ON	119.0%	5	5
MB	88.1%	4	6
SK	201.5%	8	8
AB	292.9%	9	9
BC	11.2%	2	3

Source: Department of Advanced Education, Manitoba

PSE Participation Rate (18-24 yrs)

Province	1998/99	MP3 Rank	MP1 Rank
NF	33.4%	4	6
PEI	32.6%	5	8
NS	42.2%	2	2
NB	32.0%	6	4
PQ	43.1%	1	1
ON	35.7%	3	3
MB	22.9%	10	10
SK	25.5%	8	7
AB	28.8%	7	5
BC	24.7%	9	9

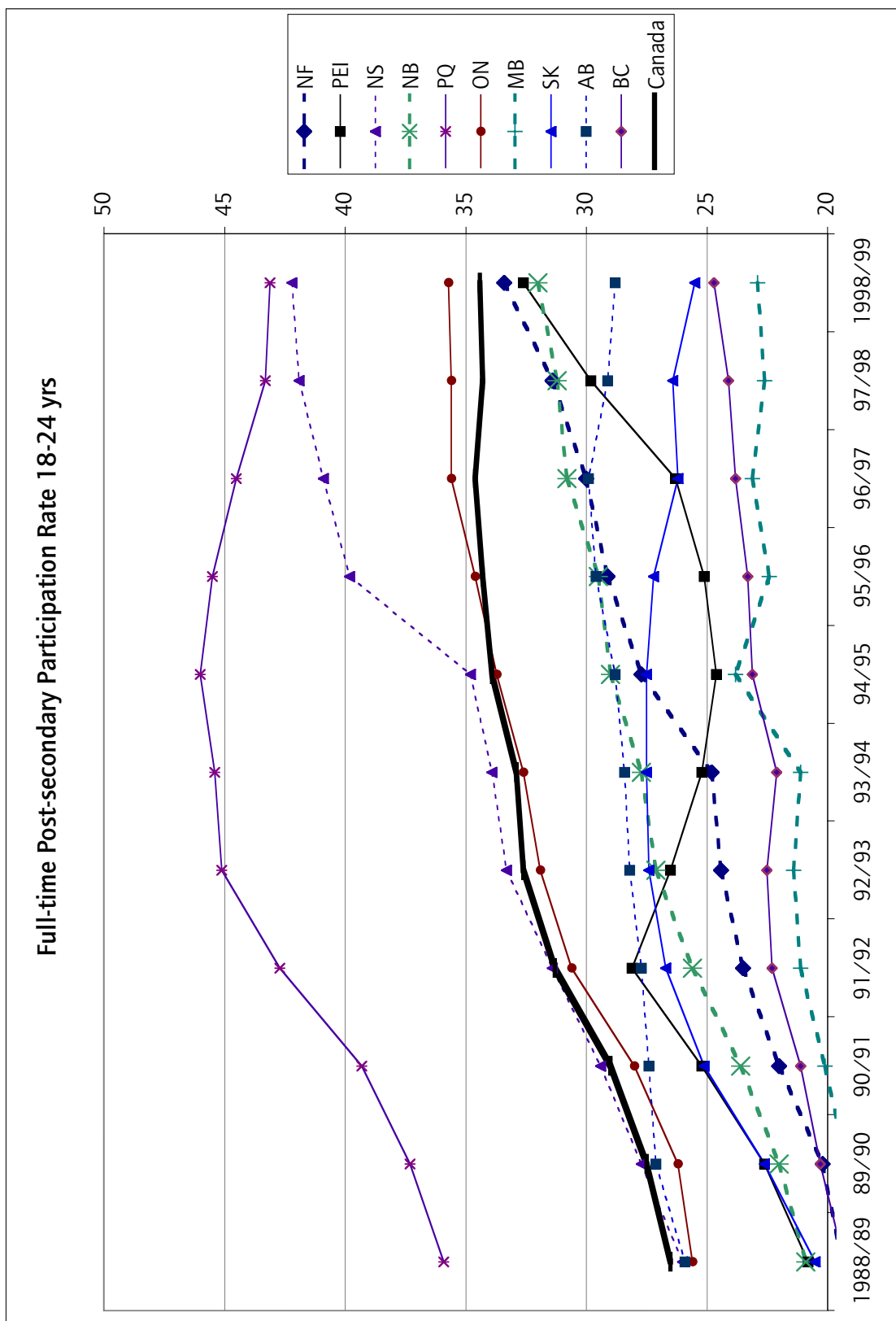
Source: Education in Canada 2000

Percentage Change in PSE Participation Rate 1997/98 to 1998/99 *

Province	% change
NF	6.4%
PEI	9.4%
NS	0.7%
NB	2.6%
PQ	-0.5%
ON	0.3%
MB	1.3%
SK	-3.4%
AB	-1.0%
BC	2.5%

Source: Education in Canada 2000

*These figures are not included in the rankings.



Public accountability: Background research

Accountability includes: the percentage of PSE budget received from student fees; the percentage of PSE budget received from government; the percentage of PSE budget received from private sources; the educational attainment (percentage of those aged 25+ with a completed degree or diploma); the percentage of the population aged 18-20 who are currently enrolled in PSE; and a needs-based points system.

The breakdown of PSE budgets is significant because it indicates the degree to which governments are accountable to their populations in providing higher education, as well as the degree to which they have saddled individual students and their families with this responsibility, or turned to private financial sources (which would potentially make PSE less accountable to the public and more accountable to those private sources).

Once again, the Quebec government provides the highest degree of support to PSE, at 65.3%, while Nova Scotia provides the least at 43.4%. The only notable difference is in the case of P.E.I., which dropped from 3rd last year to 7th this year in the percentage of total PSE budget received from government grants. Quebec also relies the least on students fees as a percentage of total PSE budget at 11.9%; Ontario and Nova Scotia rely on student fees the most, at 24.1% and 25.5%, respec-

tively—more than twice as much as Quebec.

The situation is somewhat different in percentage of PSE budget received from private sources: Ontario places last once again, with 10.9%, and Quebec is 9th this year at 10.4%. P.E.I. is 1st, as only 3.3% of its PSE budget comes from private sources—less than one-third of the amount received in Ontario and Quebec.

This is an indication of how reliance on private sources can exacerbate inequity between provinces. We have certainly seen how increased corporate funding of research can also create inequities between programs, some of which are considered more “marketable” than others.

Governments must be accountable to students at all stages of their education, and regardless of their ages. It is also the responsibility of governments to promote PSE to their populations as a viable option upon high school graduation, and be accountable to all income levels in making PSE affordable. To that end, we have included educational attainment statistics and information on PSE continuers aged 18-20.

Alberta ranks 1st in educational attainment at 50.3%, and Saskatchewan last at 41.9%. However, that picture changes somewhat at the 18-20 age range: Quebec ranks 1st at 62.3%, and Alberta falls to 10th at 42.1%.

In previous editions of *Missing Pieces*, we included a category to provide some indication of how governments demonstrated accountability to respond to the financial needs of students. This year, the needs-based assessment takes tuition fees at both colleges and universities into consideration, the existence of a needs-based

grants system as well as loan remission or debt reduction programs. For 2000/01, the governments of B.C. and Quebec showed the greatest responsiveness to needs of students, while the governments of Nova Scotia and Ontario demonstrated the least degree of responsiveness.

**Percentage of Total PSE Budget
Received from Student Fees**

Province	1999/00	MP3 Rank	MP2 Rank
NF	20.0%	6	6
PEI	22.3%	7	7
NS	25.5%	10	10
NB	22.5%	8	8
PQ	11.9%	1	1
ON	24.1%	9	9
MB	18.2%	5	4
SK	15.9%	2	2
AB	17.5%	4	5
BC	17.3%	3	3

Source: *The Daily*, July 30, 2001

**Percentage of Total PSE Budget
Received from Government Grants**

Province	1999/00	MP3 Rank	MP2 Rank
NF	62.2%	2	2
PEI	55.1%	7	3
NS	43.4%	10	10
NB	52.6%	8	8
PQ	65.3%	1	1
ON	49.4%	9	9
MB	58.5%	3	4
SK	57.3%	4	5
AB	55.1%	7	7
BC	55.2%	5	6

Source: *The Daily*, July 30, 2001

**Percentage of Total PSE Budget
Received from Private Sources**

Province	1999/00	MP3 Rank	MP2 Rank
NF	3.7%	2	1
PEI	3.3%	1	2
NS	7.8%	6	3
NB	5.6%	3	5
PQ	10.4%	9	8
ON	10.9%	10	10
MB	9.3%	8	9
SK	7.1%	5	6
AB	9.0%	7	7
BC	6.5%	4	4

Source: The Daily, July 30, 2001

**Educational attainment -Percentage
aged 25+ with PSE**

Province	1999	MP3 Rank	MP2 Rank
NF	42.6%	9	n/a
PEI	43.8%	7	n/a
NS	49.5%	2	n/a
NB	42.8%	8	n/a
PQ	45.7%	5	n/a
ON	47.6%	4	n/a
MB	44.0%	6	n/a
SK	41.9%	10	n/a
AB	50.3%	1	n/a
BC	48.1%	3	n/a

Education Quarterly Review

**After High School 18-20 year old PSE
Continuers**

Province	1999	MP3 Rank	MP2 Rank
NF	54.3%	3	n/a
PEI	51.2%	4	n/a
NS	57.8%	2	n/a
NB	50.1%	6	n/a
PQ	62.3%	1	n/a
ON	48.7%	7	n/a
MB	44.4%	9	n/a
SK	46.4%	8	n/a
AB	42.1%	10	n/a
BC	50.5%	5	n/a

Statistics Canada, At A Crossroads, January 2002.

Needs-based assessment by province 2000-2001

Province	univ. tuition fee freeze/rollback	college tuition fee freeze/rollback	needs-based grants program	loan remission/debt reduction	MP3 Rank	MP2 Rank
NF	2	1	-	1	4	8
PEI	-	1	1	1	6	6
NS	-	-	-	-	10	10
NB	-	1	1	1	6	6
PQ	1	2	1	1	2	6
ON	-	-	-	1	9	10
MB	1	1	1	1	4	1
SK	-	-	1	1	8	6
AB	-	-	1	1	8	8
BC	2	2	1	1	1	1

Conclusion

As shown in previous editions of *Missing Pieces*, the province where a student lives and is educated has a significant impact on his or her opportunity to study and to further contribute to society. This is unfortunate because, in a democratic society, equality of access to education should be guaranteed, established, and safeguarded.

While cutbacks in transfer payments levied by the federal government have had a serious effect on all areas of PSE, provincial governments have demonstrated a broad range of levels of support for higher education, without any real national consistency. This has resulted in a patchwork quilt of higher education policies from province to province. Now, more than ever, a student's ability to pursue post-secondary education depends heavily on the province in which he or she lives, and the province in which he or she wishes to study.

This is due to varied levels of commitment by provincial governments to making higher education accessible, available, and affordable to students. Most ironically, the so-called 'have' provinces have often demonstrated less of a commitment to PSE and have therefore ranked lower than many of the so-called 'have-not' provinces. Legislative and fiscal choices imposed by provincial leaders are as significant as a lack of federal funds.

While Canadians have indicated their desire that the federal government take an active leadership role in protecting and enriching higher education, the political rhetoric surrounding PSE in this country is often contradictory. Grandiose commitments to accessibility are followed by funding cuts, tuition fee increases, and, in some cases, outright tuition fee deregulation. Federal and provincial pledges to maintain quality in educational institutions are counteracted by the curtailment of academic freedom, rising student/faculty ratios, and inadequate operating budgets.

Canadians expect higher education to be of a high quality, accessible and affordable, that it will reflect the needs of and be accountable to the public, and that it will be equitably funded and administered. While the public is told it is entitled to these expectations, universities and colleges exist in a political, legislative, and fiscal context that seems to compel that same public to scale back its expectations of higher education.

Political leaders increasingly treat post-secondary education as less a communal and social responsibility than as an individual investment; and this view is reinforced in the media. The debate over universal access to higher education has been superseded by a focus on the *individual's* responsibility for ensuring he or she can afford

university or college: the responsibility of parents to invest in RESPs (Registered Education Savings Plans); students working part-time or full-time; students or families personally taking on the responsibility of debt.

The focus on access to education as a fundamental right has shifted to a focus on the responsibility of individuals and families to ensure that their access to higher education is achieved. This absolves governments of their responsibility to ensure that all Canadians have access to a high quality post-secondary education, regardless of their prospects for RESP investments.

When education is seen as an individual responsibility, and not as a social right, it fundamentally jeopardizes accessibility; certainly this is apparent now more than ever. At the same time as the federal government was cutting transfer payments to the provinces, the provinces were eliminating student grants and raising tuition fees. There exists a substantial body of work done by students and faculty documenting the extent to which tuition fees are a barrier for low-income and middle-income students (see articles in *Missing Pieces II* for further details).

We believe that it is a fundamental responsibility and prerequisite of a democratic society to provide to all its members the opportunity to pursue higher education if, when and where they choose. And we continue to believe that it is irresponsible for a society to educate its citizens while at the same time burdening them with such heavy student debt that they may not

be able to pursue the careers for which they were educated and trained.

One of the other areas that policy-makers must consider is the effect of student loan debt on the lives of students and their families. We urge the federal government to look closely at the impact of tuition fees, debt and interest charges—not just on students, but on all those victimized by an inaccessible and unaffordable system of education.

In the rush to become cost-effective, or even *entrepreneurial*, institutions are looking for more ways to rely less on public money and more on private funding. This has ushered in a slew of corporate sponsorships, exclusive marketing deals, and corporate research funding, which once again reinforces existing inequities between institutions, since some universities and colleges are better able to drum up corporate funding because of the size or wealth of their student body. Furthermore, many of these exclusive marketing arrangements have unforeseen (and often undesirable) results.

Universities and colleges are also being driven to cut costs. Institutions are relying more heavily on less-expensive part-time instructors and sessionals, who do not have the benefits of tenure or other basic worker's rights. This impairs the quality of education that an institution offers—not because the instructors are necessarily less qualified, but because they do not have the protection of academic freedom, and this can alter what is taught and the quality of education students

receive. It is difficult for instructors to perform at optimal levels when they have no job security and their working conditions are sub-standard.

These are some of the issues we believe are fundamental when considering the state of higher education across the country. And it is in accordance with these factors that we compare the provinces, across the indicators of quality, equity, accessibility / affordability / opportunity, and public accountability.

Readers should note, however, that each indicator is equally vital to the state of higher education in Canada. For example, what good is a high-quality education if access to it is limited by skyrocketing tuition fees? Likewise, what benefits are there in an accessible education if it is of low quality? Or if that education is accountable to a small group of élites and not the public for whom education is intended, is society not ill-served?

All these indicators and aspects of higher education—and their relation-

ship to one another—must be considered when determining the state and status of PSE across the country. It is the only way to truly understand the concerns faced by students, faculty, support staff, researchers, and the public—and the only means of addressing those concerns. Likewise, it provides us with a basis for examining and understanding the successes and vast potential of our system of higher education.

Missing Pieces has tried to take all these factors and voices into consideration. We will continue to participate in and broaden the education debates, and, once again, look forward to working with you.❖

Denise Doherty-Delorme

Erika Shaker

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An Alternative Guide to Canadian Post-secondary Education

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