

CAMPUS2020

THINKING AHEAD: THE REPORT

APRIL 2007

CAMPUS2020

THINKING AHEAD: THE REPORT

Access & Excellence

The Campus 2020 Plan for
British Columbia's Post-Secondary Education System

Geoff Plant, QC
Special Advisor
April 2007

Library and Archives Canada Cataloguing in Publication Data

Plant, P. Geoffrey.

Campus2020 : thinking ahead : the report

ISBN 978-0-7726-5743-5

Author: Geoffrey P. Plant.—Cf. ...

Also available on the Internet.

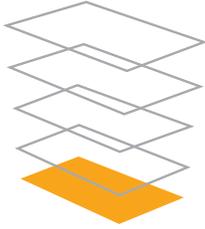
1. Higher education and state – British Columbia.
2. Education, Higher – Aims and objectives – British Columbia.
3. Education, Higher - British Columbia.
4. Postsecondary education – British Columbia. I. British Columbia. Campus2020. II. Title. III. Title: Campus 2020 : thinking ahead : the report.

LC176.2.B7P52 2007 378.711 C2007-960088-3

Contents

Executive Summary	3
Thinking About Campus 2020	7
BC's Learning Landscape in 2020: Renewing Our Mission	9
A New BC Access and Excellence Strategy	13
A New BC Learning Gateway: A System that Works for Learners	45
The BC Brand: An Assurance of Quality	53
Responding to Regional Needs: Learning Where We Live	62
Reaching Higher: Promoting a Culture of Excellence.....	74
Funding for BC's Post-Secondary System and its Students.....	82
In Conclusion: BC as a Campus of Learning	91

Executive Summary



Campus 2020: Thinking Ahead is the first comprehensive look at higher education in British Columbia in 45 years. It charts a course for the future that builds on the strengths of the past. While there have been many positive developments over the last few decades, there were calls for a renewed vision and unifying policy framework.

In July 2006, I was asked by the Premier and the Minister of Advanced Education to lead a consultative planning process to help shape the future of post-secondary education in the province, supported by expert advisors and a small Campus 2020 Secretariat. This is my final report from that process.

In keeping with the Campus 2020 terms of reference, my recommendations focus on broad principles, goals and strategies rather than providing a detailed blueprint for the sector. I have tried to articulate why the actions proposed are necessary and, in some cases, urgent.

A key component of the Campus 2020 initiative was a comprehensive province-wide public consultation and stakeholder engagement process, which took place during the fall. As expected, I found widespread consensus across British Columbia regarding the importance of post-secondary education. A robust system of higher education is critical to the province's economic success and to the well-being of its people.

A belief in the fundamental importance of education is at the heart of the government's "Great Goal" to make BC "the best educated, most literate jurisdiction" in North America by 2015. This goal speaks directly to the enterprise of higher education. The implications of this commitment for Campus 2020 are clear and profoundly challenging.

We are not called to mediocrity. We are called to be the best. Campus 2020 starts from and builds on that goal.

That is one of the reasons my report calls for setting clear, concrete and measurable targets that express, in summary, our goals for higher education. These targets must be public, and they must incorporate achievable yet demanding timelines. A few of the targets set out in this report are:

- ◆ By 2010, BC will consistently be one of the three highest spending provinces in terms of provincial support for basic and applied research.
- ◆ By 2015, BC will achieve the highest level of participation in post-secondary education per capita in Canada, confer more post-secondary credentials per capita than any other province and rank top in the country on quality measures focused on student achievement.
- ◆ By 2020, post-secondary participation and attainment rates will be equalized across the province's regions and income quartiles.
- ◆ By 2020, the rate of Aboriginal post-secondary participation and attainment will equal general population rates, and we will have reduced by 50 per cent the proportion of BC adults not achieving high school equivalency by age 30.

In setting these targets, I have taken into account government's existing objectives and targets, the contributions and submissions received by Campus 2020, and my sense of what is realistically possible. I have set deliberately quantitative targets that express our ambitions for the system as a whole and the need to ensure access to learning is distributed equitably across the province and its people.

Reaching these targets will require leadership, planning, commitment, focus, resources and innovation. It will require a variety of agencies undertaking a number of defined tasks and activities within a specific timeframe. This report provides a framework for that work – a new “BC Access and Excellence Strategy.”

One of the fundamental principles of this new strategy is that BC cannot have a system of higher learning in which all institutions aspire equally to undertake all responsibilities with an equal measure of success. We must be willing to give our diverse institutions distinct responsibilities, and to maximize the possibility that we can achieve both the widest reach of opportunity and highest levels of excellence.

We must recognize two distinct but interrelated imperatives: the provision of access and the pursuit of excellence.

We must ensure that BC's learners have access to the broadest array of learning opportunities as is fiscally sustainable across the whole of the province. To the fullest extent possible, students in all parts of BC must be able to learn where they live. We have inherited a wonderful legacy of regional institutions. Their key focus is the creation of learning opportunities for everyone. They are an inseparable part of their communities.

This legacy of regional accessibility is critically important to the future of a learner-centred post-secondary education system in British Columbia. To preserve and enhance it will require a strong commitment by government, institutions, communities and the private sector. As we move down the path to 2020, we must ensure that the opportunity to learn close to home continues to be a core imperative of higher education.

There is a second, equally powerful imperative if British Columbia is to be the “Best Place on Earth” in the 21st century. We must ensure BC has institutions recognized as global leaders in knowledge discovery, creation and application. To do so means that BC must make a significant, ongoing commitment to research funding. The province must spend at a sustainable and meaningful level – significantly enough to ensure that our research institutions are adequately supported.

Our research-intensive institutions must continue to be the key incubators of the innovation needed to address our most pressing social and environmental challenges and to develop a strong economy. They must also be places of teaching excellence, and they must be destinations of choice for the best and brightest students from across the province and around the world.

To reach our targets we must also put a new emphasis on provincial and regional planning. We need to develop a sense of collective purpose to guide our efforts, with a heightened emphasis on collaboration and coordination of effort. We need to work better together.

To that end, two provincial structures are proposed: a Higher Education Presidents' Council – to facilitate collaborative, coordinated planning among all post-secondary institutions in the province; and a public interest Higher Education Board – to measure the progress of the entire sector in achieving government's goals for post-secondary education from an integrated, life-long learning perspective.

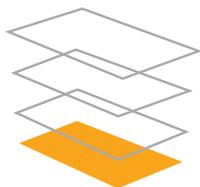
In concert with these two provincial agencies, new Regional Learning Councils are also proposed. They will bring the K-12 and post-secondary sectors together to ensure British Columbians have the maximum opportunity to learn close to where they live.

The purpose of these new structures is not to erode institutional autonomy but to harness it. The learning landscape of the future will be increasingly learner-driven and outcome-focused. My report asks how far we can push technology in the service of learners, including taking a more comprehensive approach to recognizing and recording a wider range of student learning experiences, creating a new Pacific Centre of Excellence in Learning Innovation and developing a BC Learning Gateway.

In addressing issues of funding for the post-secondary system itself, and for the students in it, my report recommends a modified cap on tuition fee increases, the removal of fees for Adult Basic Education and a comprehensive review of our complex student financial assistance program.

Equally importantly, it recommends the provincial government commit the funds necessary to attain the ambitious targets contained within a new, long-term and comprehensive plan to provide access and pursue excellence within BC's higher education system.

Thinking About Campus 2020



...to think seriously about education is to think about ideal human types for society. Educational reform, therefore, is always a kind of social protest movement.

Harold Shapiro, A Larger Sense of Purpose

Campus 2020: Thinking Ahead asked British Columbians to imagine the future of higher learning and to create a plan that will help us get there. This report is that plan. It is deliberately forward-looking, and it is equally rooted in the here and now. Post-secondary education in BC today is a complex array of institutions, programs and policies. Much has been achieved, and the main task is to build on strengths. There are challenges we must understand and address, however, if we are to ensure a dynamic and vibrant future for our province and the people who live here. In short, there is work to do now if we are to realize far-reaching, ambitious goals by 2020. Not only is that work we ought to do; it is work we must do. For British Columbia to prosper in the 21st century – by any measure we might choose – we will need the strongest possible system of post-secondary education.

The Campus 2020 project was designed to give everyone a chance to be heard. To that end, I traveled to all regions of the province last fall, organized more than two dozen public forums and community discussion groups, and met with many institutions, organizations and individuals. We also received comments and submissions through www.campus2020.bc.ca, and initiated a novel public policy process through a companion interactive site, www.thinkingahead.bc.ca. As well, we convened a two-day symposium at the Wosk Centre for Dialogue in Vancouver that was attended by public and private sector educators and stakeholders from around the province.

To help spark a lively discussion at the outset, we commissioned six “think pieces” – essays by leading scholars intended to stimulate debate on a range of issues we considered to be important to the future of post-secondary education. Some of these essays spoke directly to public policy questions within the domain of government, and the focus of this report; others addressed issues more directly relevant to the institutions that design and deliver courses and programs. I appreciate the contribution these distinguished scholars made to the Campus 2020 conversation.

We also deliberately looked for advice and perspective from outside BC. Accordingly, we retained four higher education leaders as advisors: Sara Diamond, president of the Ontario College of Art and Design; Harold Shapiro, former president of the University of Michigan and Princeton University; Graham Smith, a prominent Maori education activist who works with indigenous people throughout the world; and Thomas Wood, the former president of Mount Royal College in Calgary. I am grateful for their help, encouragement and sage advice throughout this project.

The range and quality of submissions received show we succeeded in engaging the interest of the key stakeholders in post-secondary education in British Columbia. These include faculty, administrators, support staff and students at institutions; the myriad of related organizations and associations that support the work of post-secondary education; and community groups that have a direct stake in the success of higher learning in this province, such as business, labour and Aboriginal organizations.

All of their submissions, presentations and conversations were illuminating, thought-provoking and enormously helpful. I learned a great deal from everyone who contributed. Although this report necessarily focuses on key public policy questions, and the recommendations are my own, the project as a whole will be a lasting public record of an important and timely consideration of issues that matter to the people of BC.

But the most rewarding part of this project was the opportunity to meet and talk with students. I wanted to see and feel learning in action, and I did. I learned about peace studies from students at the Mir Centre of Selkirk College in Castlegar. At the Kelowna Centre for Arts and Technology, students demonstrated the online computer game they designed. Aboriginal culinary arts students fed me a fine lunch at the campus cafeteria of Northwest Community College in Terrace. I inspected soil test sites and pine beetle-infested trees on a sunny hillside above the Nicola Valley Institute of Technology.

I learned about shellfish aquaculture research at Malaspina University-College in Nanaimo. Graduates of the *Business: the Next Generation* program at the College of New Caledonia explained how they had worked in teams to develop new business opportunities in Prince George. I visited Simon Fraser University campuses on the Kamloops Indian Reserve, in Surrey and in downtown Vancouver. University of British Columbia Learning Exchange students told me how their community service work in Vancouver had changed their lives. I also met high school students in settings as diverse as an entry level auto mechanics class in Fort St. John's Northern Lights College and an international baccalaureate program classroom at Semiahmoo Secondary in Surrey.

The energy of hard work and the pride of achievement were evident everywhere. So too was a pervasive sense of social purpose that reached beyond the immediate goal of degree, diploma or certificate to embrace the larger responsibilities that come with opportunity: helping to address the challenges we face in our communities, our province, our country and our planet. I saw a passion for learning in all corners of British Columbia.

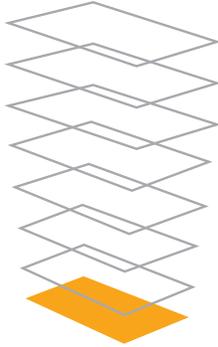
Learning is what it's really all about. The vast enterprise of post-secondary education in British Columbia exists first, foremost and fundamentally to create opportunities for learners. It is the successful learners among us who will design, build, argue about and transform our future in a rapidly changing world, and who will steer our course through all the challenges and opportunities over the next generation. We will need their heads, their hands and their hearts; we will depend on their creativity, their craftsmanship and their concern for the world.

In my own journey of learning about post-secondary education over the past months, I have grappled with a number of important issues: system design and governance, institutional roles and mandates, processes of articulation, degree assessment and performance measurement. But they only make sense if we stay focused on one question: how do our program and policy responses create opportunities for learners today and forward to 2020?

To create the province we want, we must provide everyone with an opportunity to reach their full learning potential, regardless of social, economic or geographic circumstances. We are poised for success, thanks to a legacy of strong institutions and government commitment to higher education. But the work to achieve our goals for 2020 must begin now.

Geoff Plant, QC
Special Advisor, Campus 2020

BC's Learning Landscape in 2020: Renewing Our Mission



There have been seismic shifts in the demographic, knowledge and economic landscapes. Our job here is to be sure that the strengths of our universities, colleges and institutes are reinforced while we discover new innovations that will help shape the learning landscape of the future. We want a learning landscape that is as rich and diverse as this great province.

*Gordon Campbell, Premier of BC
on launching Campus 2020: Thinking Ahead, July 17, 2006*

It is a risky business to predict the future. This is as true for higher learning as for any other human activity. While some trends are discernible, other attempts at foresight are merely guesswork. We can say for certain that change is inevitable; we cannot say when or what change will occur. But we do have a choice. We can simply wait for what comes, and react to it; or we can take action to imagine the future we want, and try to shape it.

Many participants in Campus 2020 responded to the invitation to imagine the British Columbia of 2020 and the role of post-secondary education within it. There was remarkable agreement on broad themes and directions.

- ◆ Higher learning will become increasingly important. It will be valued not only for its contribution to individual growth and fulfilment, but as a critically necessary contributor to social and economic progress and sustainability.
- ◆ The idea that higher education policy should be a response to what the marketplace needs is an approach that views learners narrowly as economic objects and inputs, rather than as citizens. That view will give way to the recognition that our prospects for social and economic success – our ability to transform such issues as sustainability and globalization from problems into opportunities – are wholly dependent on our ability to create the best and widest possible opportunities for learning.
- ◆ Accessibility and equity – two attributes integral to the system as it has developed for the last half century – will endure as critical values.
- ◆ Learners will span a wider range of ages and life experiences. Their needs, circumstances and preferences will force more flexibility into learning modalities. For example, the traditional semester system will continue to give way to an expansion of such phenomena as weekend learning, asynchronous 24/7 instruction, and “just in time” teaching. The 2020 learner will pick and choose course options from institutions across the province and around the world; she will customize her programs, and she will choose the options that allow her to learn on her schedule, rather than the schedules established by institutions. In short, the future will be increasingly learner-driven. It will entail a continuing shift of orientation from what institutions offer to what students demand.

- ◆ Demographic, economic and fiscal realities mean that the system will be increasingly concerned with efficiency and accountability.
- ◆ The shape of credentials will change. We will become more interested in the whole portfolio of learning experiences, going beyond formal courses and programs to include a wide range of life and work experiences. But the core elements of mentored and validated learning will persist. So too will the roles of teacher and learner, although in some contexts their interrelationship will look less like a hierarchy and more like a partnership. What we think of as face-to-face or hands-on learning will be transformed as communication technology becomes increasingly interactive.
- ◆ Changes in communication and information technology will present an increasing set of opportunities and challenges. The bricks and mortar classroom will yield increasingly to the virtual classroom, and to alternative locations for learning: in communities, in workplaces and in homes. The transformation of “campus” from a physical location to a “place” in cyberspace – already under way – will force us to think more closely about what is truly special about learning in places built for that purpose. We may find the enduring value of an actual campus has less to do with the convenience of proximate classrooms, and more to do with the conversations, the physical and cultural activities, and the community-building that happens in the “spaces between the classes.”
- ◆ Learner demands for seamlessness in articulation and transfer, and portability of credits and credentials, will expand our conception of the “ladders” of learning. Access to education and education resources will be increasingly available to everyone, not just those formally enrolled in traditional learning institutions.
- ◆ The higher education sector will either respond to these and other changes or become increasingly irrelevant. Effective response means the entire sector, and most especially the public sector – government, public institutions and their regulatory and decision-making processes – will have to adopt the characteristics of learning organizations: flexibility, adaptability and responsiveness, or what one contributor described as “nimbleness.”

To address these many demands, the different components of the higher education sector will need to operate less in isolation and more as a system. They will need a sense of collective purpose while maintaining the autonomy necessary to preserve academic freedom and to permit institutions to flourish.

What we think of as the education system or sector today consists of institutions and processes created, in part, to suit organizational convenience and other imperatives not always congruent with learner needs. The reality is that learning is a life-long continuum of experiences. Our individual readiness for different stages of learning is a function of our own personal circumstances. These circumstances seldom fit neatly into the categories of primary, secondary and post-secondary education that have been handed down to us.

Across the province there are increasing efforts by the different sectors of our education enterprise to reach across traditional boundaries, and to provide options and opportunities for learners to move at different speeds along more creative and flexible paths. For example, there are programs that bring secondary students into universities, colleges and institutes, and others that bring university and college programs into secondary schools.



These programs represent the early stages of what must become a fundamental shift away from a learning sector constructed on the basis of silos towards one that takes an integrated approach and embraces the entire spectrum of life-long learning. Examples of this transformation can be seen in jurisdictions that have already moved towards kindergarten-to-bachelor's degree (K-16) or even K-20 learning models. To become more effectively learner-centred, we will make this shift here in British Columbia and embrace a comprehensive approach to learning that eventually reaches from pre-school to graduate school.

Critical to our success in the future will be the recognition of two distinct but interrelated and complementary imperatives. The first is to ensure that BC's learners have access to the broadest array of learning opportunities as is fiscally sustainable across the whole of the province. The objective here is to ensure that students in all parts of BC can, to the fullest extent possible, learn where they live. We have inherited a wonderful legacy of regional institutions. Their key focus is the creation of learning opportunities for everyone. They are teaching-intensive. They have successfully integrated a broad and diverse range of course and program options in developmental, vocational, university preparation, undergraduate and continuing education. They have done so by working closely with, and becoming an inseparable part of, their communities. In some cases they have developed the capacity to undertake research initiatives in support of their central teaching mission. These initiatives tend to correspond closely and directly with community needs and opportunities.

This legacy of regional accessibility is critically important to the future of a learner-centred post-secondary education system in British Columbia. To preserve and enhance it will require a strong commitment by government, institutions, communities and the private sector. As we move down the path to 2020, we must ensure that the opportunity to learn close to home continues to be a core imperative of higher education.

At the same time, for British Columbia to be the "Best Place on Earth" in the 21st century, there is a second, equally powerful imperative. We must ensure that we have, within the province, institutions recognized as global leaders in teaching and in knowledge discovery, creation and application. These research-intensive institutions must continue to be the key incubators of the innovation needed to address our most pressing social and environmental challenges and to develop a strong economy. They must also be a destination of choice for the best and brightest students from across the province and around the world. As a province of four million people spread

across an enormous landscape, it might be hubris to suggest that we could become home to any of the world's greatest universities. But we are there already. Some surveys put the University of British Columbia on the list of world-leading institutions. Looking forward to 2020, we must build on this achievement.

Lastly, the shifts required to meet the needs of BC's learners over the next generation will not be confined to the traditional components of our education system, but must embrace a wider set of institutions. Call it "learning without borders." Something of the expression of this idea is found in James Duderstat's *A University for the 21st Century*:

...[T]he ubiquitous university.... might be conceived as a nexus of our public culture, a structure capable of linking and connecting social institutions such as schools, libraries, museums, hospitals, parks, media, computer networks, and the growing universe of information providers on the Internet. ... (maybe) entirely new constructs, quite different from anything we have experienced to date. ... a new type of "community knowledge structure."

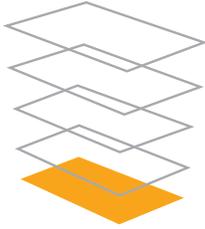
Of course, the further into the future we look, the harder it is to see clearly. The terms of reference for this project say that the goal of Campus 2020 is "to identify a plan that will connect the opportunities of higher education, training and lifelong learning to the health and sustainability of our communities, economy and province to ensure British Columbians are well-positioned over the next 10 to 20 years to succeed in our increasingly knowledge-based and global economy." In this respect, Campus 2020 is both a metaphor for the need to plan for the future, and a destination – a specific timeline for change and innovation. Having tried to imagine the future of learning, the next step is to define and embrace a renewed mission for the enterprise of education.

It should be a mission that allows us to build on the strengths of our accomplishments, reminds us of the challenges we face today, and inspires us in the work we have to do. It should incorporate those characteristics of the system that have become its enduring values, and it should embody our ambitions in the most generous terms.

A Renewed Mission for BC

To be a campus of learning; to nurture active citizenship and community engagement; to be a leader in knowledge discovery, creation and innovation; and to be connected, sustainable and alive to our place and responsibilities in the world.

A New BC Access and Excellence Strategy



Post-secondary education in 2020...redefines higher learning as a place in which to celebrate the achievements of our collective history... It is a place in which creativity, inspiration, curiosity, courage and dialogue are the pillars of a new learning society.

*Vancouver Community College
Campus 2020 Submission, 2006*

Setting the Goalposts

The government of British Columbia has identified five “Great Goals” to be achieved by 2015. These goals are intended to inspire us to build the best possible province. They are also intended to guide planning and activities across government.

A belief in the fundamental importance of education is at the heart of the government’s goal to make BC “the best educated, most literate jurisdiction” in North America by 2015. This goal speaks directly to the enterprise of higher education. The implications of this commitment for Campus 2020 are both clear and profoundly challenging. We are not called to mediocrity. We are called to be the best.

So, what is required of post-secondary education if BC is to become the best-educated, most literate jurisdiction in North America?

First, we must define as precisely as possible the conditions under which we can state credibly that we have reached our goal. This requires a careful effort to identify the key performance indicators and measures that will inform and focus our efforts, and will allow others to hold us to account for our progress.

At a minimum, targets for our post-secondary system must be clear, concrete and measurable. They must be public, and they must incorporate achievable, yet demanding timelines.

To be most helpful, our targets must express the discrete achievements that, taken together, will give a useful and comprehensive picture of our progress. Although such attributes are undeniably important, we need a more tangible expression of our goals than qualitative terms like *excellence*, *accessibility* and *affordability*.

Five Great Goals for British Columbia

- ◆ Make BC the best-educated, most literate jurisdiction on the continent.
- ◆ Lead the way in North America in healthy living and physical fitness.
- ◆ Build the best system of support in Canada for persons with disabilities, those with special needs, children at risk and seniors.
- ◆ Lead the world in sustainable environmental management, with the best air and water quality, and the best fisheries management, bar none.
- ◆ Create more jobs per capita than anywhere else in Canada.



The most useful measures focus on what has been achieved, not just in terms of providing learning opportunities, but in terms of learning outcomes. To use the language of public sector performance accountability, we need to measure outputs, outcomes and impacts, rather than inputs. It is not sufficient to count seats in classrooms or full-time equivalents. Good outcome measures tell us something more useful than whether students attended the first day of school. They help us understand whether students actually completed their studies, and whether they learned anything.

I will have more to say about performance measurement later in this report. Here I want to point out that although a great deal of post-secondary

information is collected in Canada, there is considerable doubt expressed throughout the sector about its completeness or usefulness. This is both a reflection of the way information is gathered and evidence of a continuing debate about which measures are most useful. It is imperative to resolve these important questions about system performance information. It is equally important that we do not hold off setting targets for post-secondary education achievement while we wait for all of the *right* information and measures to be in place.

Ultimately it is government's responsibility to establish goals for the higher education sector and to assess the performance of institutions that use public funds to help reach those goals. It is the responsibility of educators and institution administrators to make decisions about how those goals can best be achieved. But Campus 2020 is at least in part an invitation to imagine the future, not just in qualitative terms, but in terms that provide impetus for the work that lies ahead. What follows therefore represents my best attempt to set targets that will express, in summary, our goals for higher education.

In setting these targets, I have taken into account government's existing objectives and targets, the contributions and submissions received by Campus 2020, and my sense of what is realistically possible. I have set deliberately quantitative targets that express our ambitions for the system as a whole, and the need to ensure access to learning is distributed equitably across the province and its people.

Three further points of explanation. First, for the sake of consistency, those targets that seem to me most directly related to government's "Great Goal" of being the best-educated jurisdiction in North America use the established target date of 2015. My objective here is to choose measurements that will tell us whether we have reached this goal.

Second, it is important to note that the "Great Goal" is expressed in comparative terms – to be "the best" in North America. This means necessarily that we intend to be better than other jurisdictions. Accordingly, I have chosen targets that are comparative.

Some may say that to pursue goals on these terms is to create unnecessary competition among jurisdictions. But if it becomes a competition, then at least it will be a race to the top. In the long run, that can only benefit learners and society as a whole.

Finally, although I am recommending that BC make a significant, ongoing commitment to research funding, I have not suggested that it become the highest spender in the country. It is possible that there will always be jurisdictions within Canada whose circumstances allow for exceptional levels of spending; BC could occasionally find itself in a similar situation depending on a number of variables. For long-term planning purposes, however, I feel the important imperative is for the province to spend at a sustainable and meaningful level – significantly enough to ensure that our research institutions are adequately supported and that our province ranks in the top three jurisdictions in the country within the next three years.

Campus 2020 Targets for BC's Post-Secondary System

Participation and attainment

By 2015, BC will:

- achieve the highest level of participation in post-secondary education per capita in Canada
- confer more post-secondary credentials per capita than any other province
- grant more degrees per capita than any other province
- certify more completed career and vocational training and apprenticeships per capita than any other province
- enroll more graduate students per capita than any other province
- achieve the highest levels of literacy in Canada according to recognized (and emerging) national and international standards for literacy measurement.

Opportunity and equity

By 2020, BC will:

- equalize public post-secondary participation and attainment rates across income quartiles
- equalize public post-secondary participation and attainment rates across the province's regions
- ensure rates of Aboriginal post-secondary participation and attainment are equal to the rates for the general population
- reduce by 50 per cent the proportion of adults in BC not achieving high school equivalency by age 30.

Quality

By 2015, BC's post-secondary institutions will rank at the top in Canada in quality measures that focus appropriately on student achievement.

Research funding

By 2010, BC will consistently be one of the three highest spending provinces in terms of provincial support for basic and applied research.

Reaching these targets will require energy, commitment, focus, resources and innovation. It will require a stronger emphasis on planning and accountability, and a commitment to the development of new performance standards. It will require a new sense of collective purpose on the part of post-secondary institutions. It will mean those responsible for designing specific capacity and participation strategies across our diverse post-secondary streams must pay careful attention to demographic and labour market challenges within their regions and across the province as a whole. It will require a significant commitment to leadership in learning innovation, and specific attention to the needs of those who are under-represented in post-secondary education today.

This is the work we must start now if we are to achieve our mission for post-secondary education in BC. I call this work the BC Access and Excellence Strategy. That work includes supporting a BC Learning Gateway, a Pacific Centre for Excellence in Learning Innovation and a Georgia Strait Global Leadership Initiative. In the sections that follow, I provide more details on specific activities, functions and tasks, and my recommendations on how, when and by whom that work could be undertaken. These 52 recommendations comprise the Campus 2020 plan for post-secondary education in British Columbia.



Recommendation 1

Adopt the proposed post-secondary targets to guide the progress and successful implementation of BC's Access and Excellence Strategy.

How Does BC Measure Up?

Canada has one of the highest levels of post-secondary attainment in the world. In British Columbia, some 425,000 students were enrolled in public post-secondary institution courses and programs in 2005/06. To get a more complete picture of the level of post-secondary achievement in BC across the range of measures relevant to the targets I have proposed for 2015, however, it is necessary to dig deeply into the available data.

Logical and reasonable questions flow from establishing targets for future performance. These generally relate to determining “starting points”: Where is BC now? How far do we need to travel to reach our goals? How do we compare with other Canadian jurisdictions in terms of participation and attainment, quality, opportunity and equity, and research funding?

...to make any claim to be competitive – to articulate BC’s achievements to ourselves and others – we need meaningful scales of measurement

The public interest requires answers to these questions. A substantial percentage of taxpayer-supported spending is dedicated to post-secondary education, and basic fiscal management demands an accounting of goods and services received in exchange for public expenditures made. Additionally, if we want to make any claim to be competitive –

to articulate BC’s achievements to ourselves and others – we need meaningful and comparable scales of measurement.

As mentioned, there is widespread agreement about the deficiencies in the current post-secondary data collection. There is considerable controversy about how these can be remedied.

Another factor that needs to be recognized in comparing BC data with the rest of Canada and other jurisdictions is that BC’s classification of institutions is unique. This sometimes results in confusing comparisons. Sometimes the university transfer students from the university colleges are not counted, making BC’s post-secondary participation and attainment rates appear low. At other times, there is confusion as to what is being included in certain categories and what is being excluded. These definitional issues need to be untangled to compare “apples to apples.”



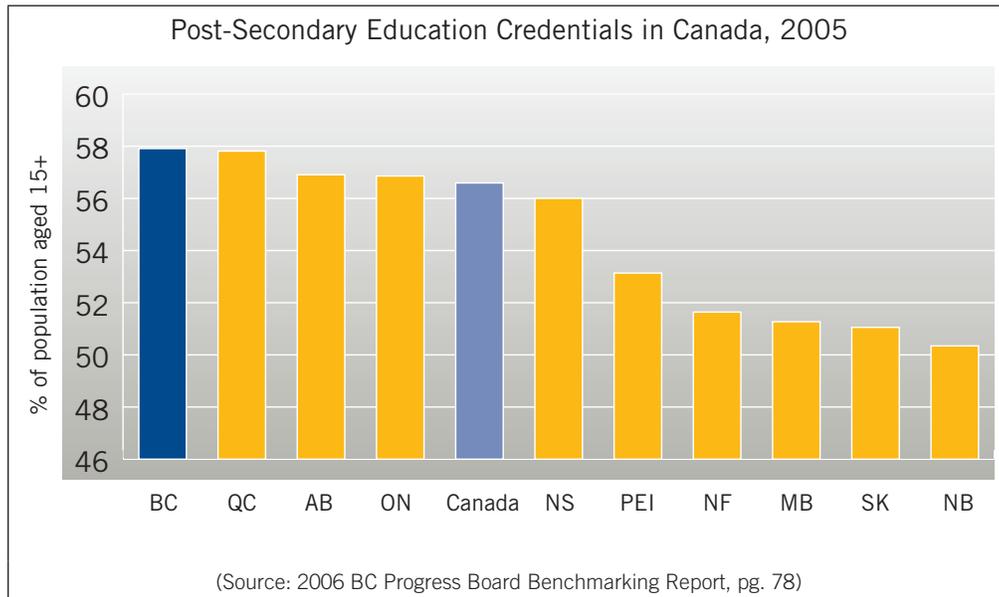
In many respects, BC is considered more rigorous in data collection and reporting than most provinces. But the fact remains that no comprehensive cross-Canada database built on common definitions and common timeframes currently exists.

Reasons for this vary: jurisdictional issues; problems of data collection; serious gaps in existing data (for example, national college data have not been available since 1998/99). Whatever the reason, the result is difficulty in evaluating BC's performance comparatively.

Recognizing the inherent weaknesses with the data, the following charts attempt to present a picture of how BC compares with other provinces and other jurisdictions. My intention here is not to state definitively where BC ranks currently on a number of dimensions; rather, it is to argue that we, as a province, have work to do if we are to claim and maintain a leadership position in the post-secondary sector.

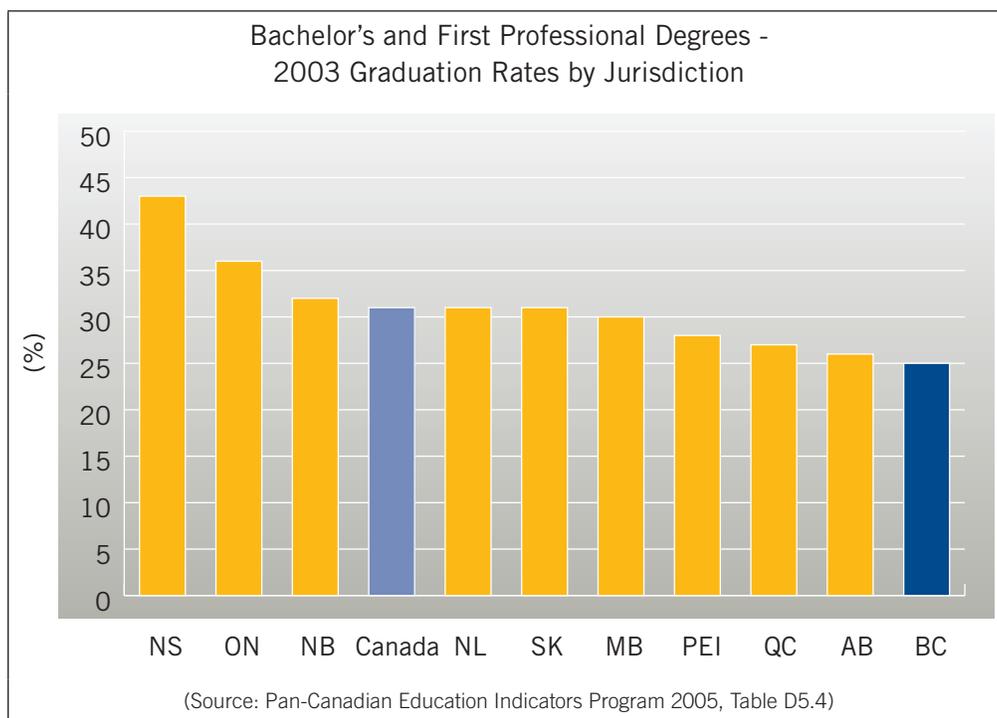
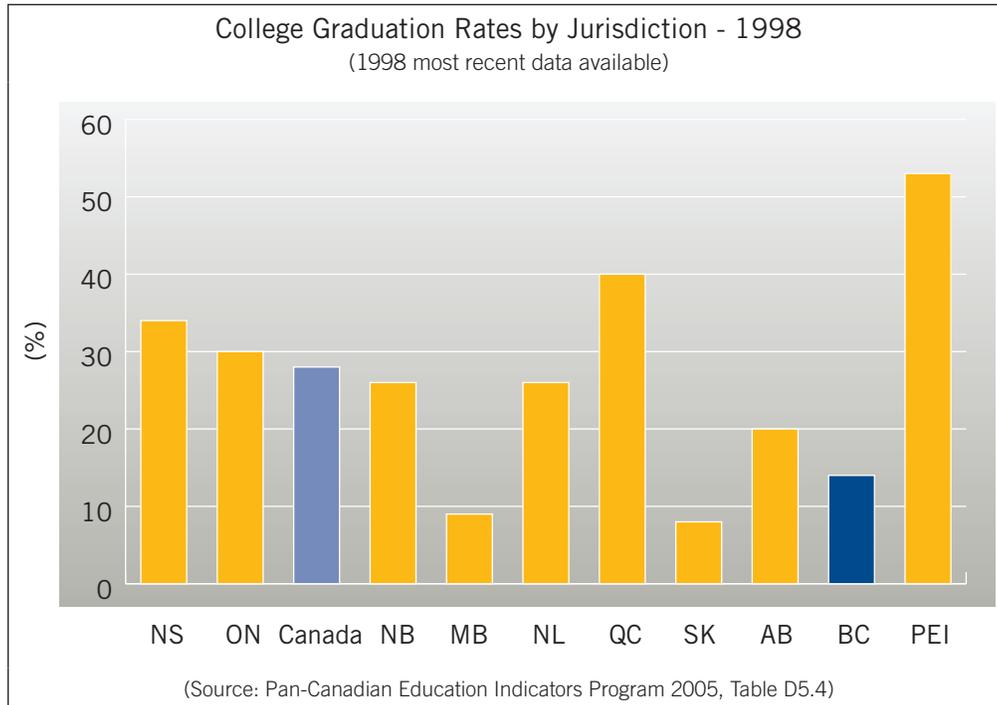
Post-Secondary Credentials

In 2005, BC's population had a higher proportion of people with some post-secondary education than the Canadian average (57.9 per cent compared to 56.6 per cent). Yet the rate of growth in people with post-secondary credentials in BC was lower than the Canadian average for the period 1990-2005 as other provinces caught up with BC's level.



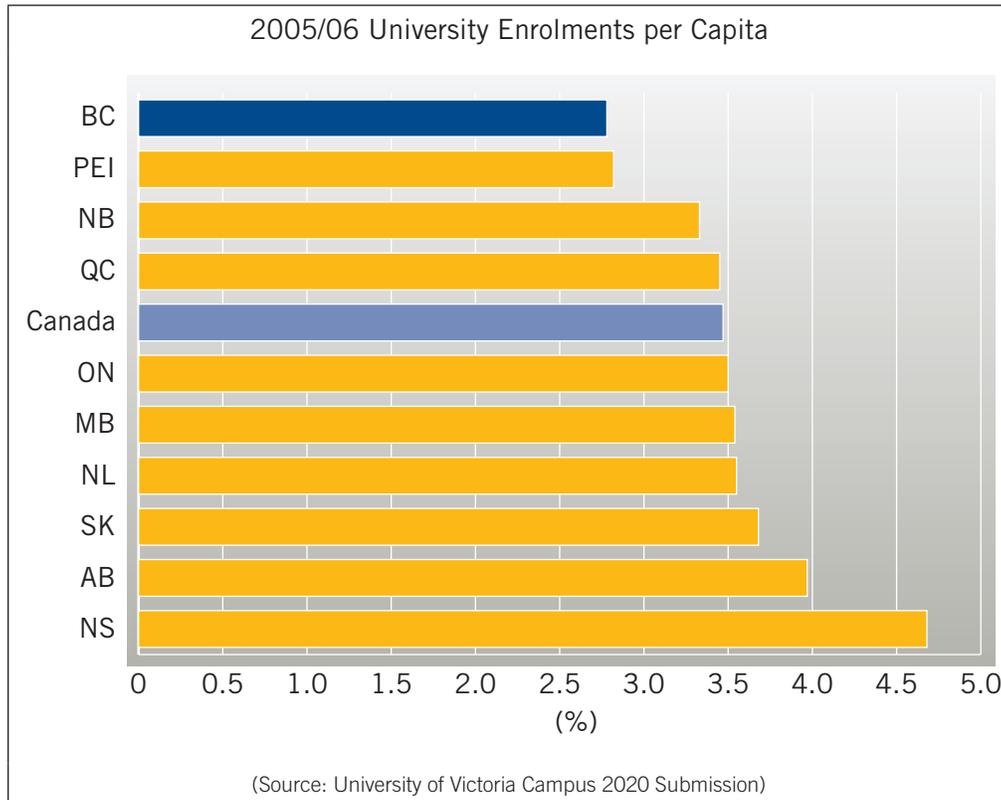
Degrees, Certificates and Diplomas

BC's graduation rates* for college and bachelor's degrees appear to be well below the Canadian average. With regard to college diplomas and certificates, BC's graduation rate in 1998 (the latest year for which information is available) was one-half the national average and below that of Alberta, which – like BC – has a strong resource economy that often attracts students from their studies before completion. BC also has the lowest graduation rate in the country for bachelor and first degree programs (2003).

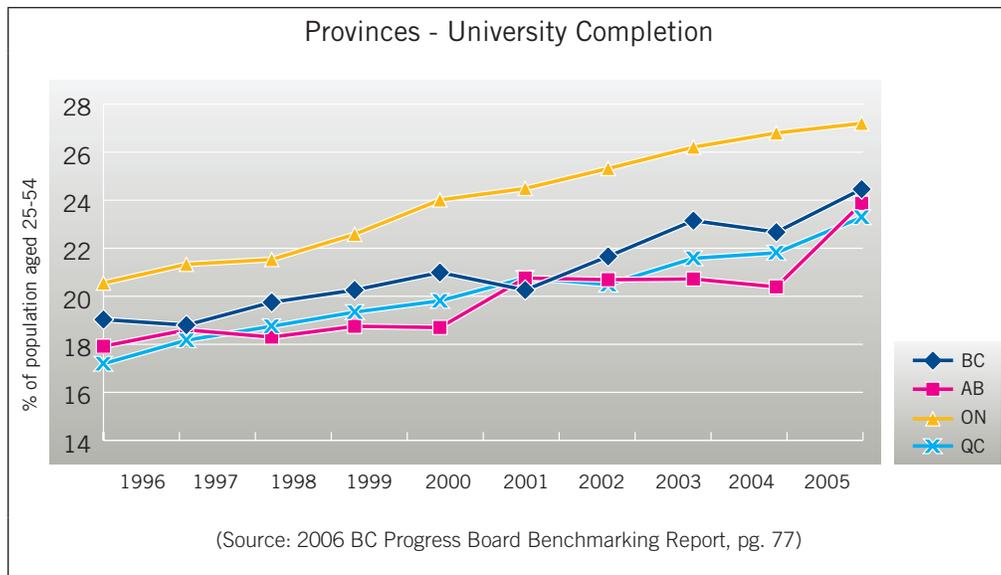


*The "graduation rate" is the number of graduates as a percentage of the population at the typical age of graduation. Age 22 is used for the undergraduate rate.

Some data also suggest university enrolment in BC on a per capita basis ranks the lowest in Canada, at 2.78 per cent for the province versus 3.47 per cent for the country. Despite BC's low graduation and enrolment rates, a high percentage of the province's population has university completion. (The percentage of BC's population aged 25-54 with university completion is second only to Ontario.) This high percentage tends to reflect BC's historic and ongoing pattern of attracting large numbers of highly skilled migrants from other provinces and other countries, rather than its own post-secondary activities.



Note: BC data are based on AUCC membership and does not include all university colleges and institutes.



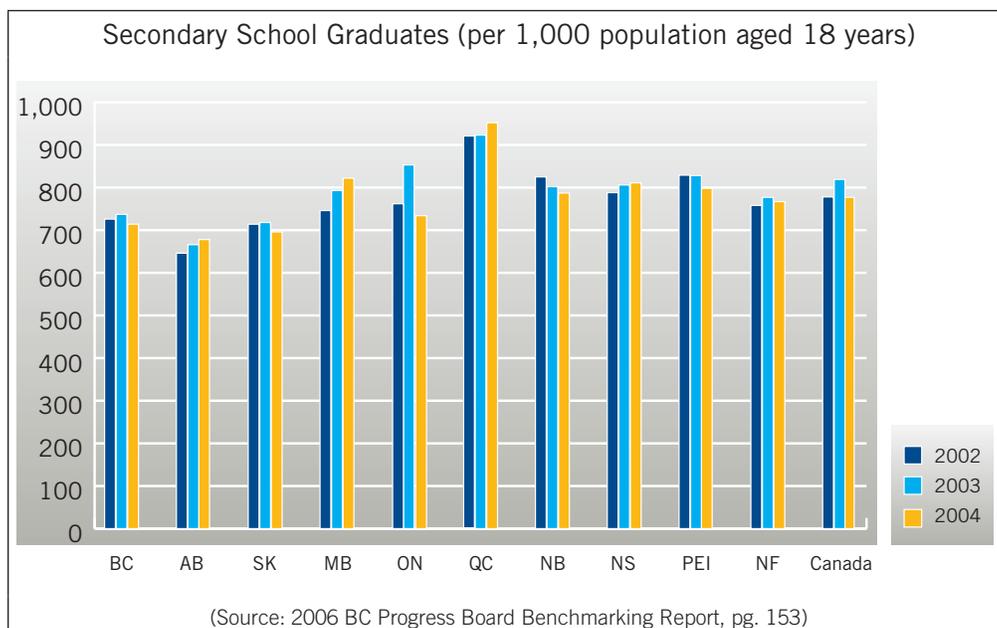
Career and Vocational Training and Apprenticeships

The percentage of people in BC with a trade certificate or diploma from a vocational school or apprenticeship training was slightly above the Canadian average in 2005 (11.0 per cent compared to 10.7 per cent). Newfoundland, Saskatchewan, Nova Scotia, Quebec and Alberta, however, had higher percentages of the population with a trades certificate or diploma. Between 1993 and 2003, five provinces, including British Columbia, experienced a drop in registered apprenticeship completions; the drop in BC was 25 per cent.



Secondary School Graduation Rates

High school graduation rates obviously have a critical bearing on post-secondary participation. Between 2002 and 2004, BC ranked eighth of all provinces in the number of high school graduates per 1,000 population. Although our position has improved slightly since 2001 (when BC ranked ninth), statistics indicate that BC's performance is lower than the Canadian average.



Looking to the future, labour market projections suggest there will be increased demand for workers with some post-secondary education. In 2005, 65 per cent of the employed labour force in BC had at least some post-secondary education. Ministry of Advanced Education projections suggest that, in the future, 74 per cent of the employment openings will require post-secondary education. At the very least, these numbers indicate a potential gap between the population holding a post-secondary credential, and the population required to hold a post-secondary credential in BC's future labour market.

Demographers also say the skilled workforce of the future will be increasingly mobile. Jurisdictions will be competing for their talents on a global, rather than national, level. BC's historic reliance on in-migration of skilled workers may not be sufficient to meet its future demands. It will also need to make a concerted effort to increase its domestic supply of skilled workers.

Planning for the Future

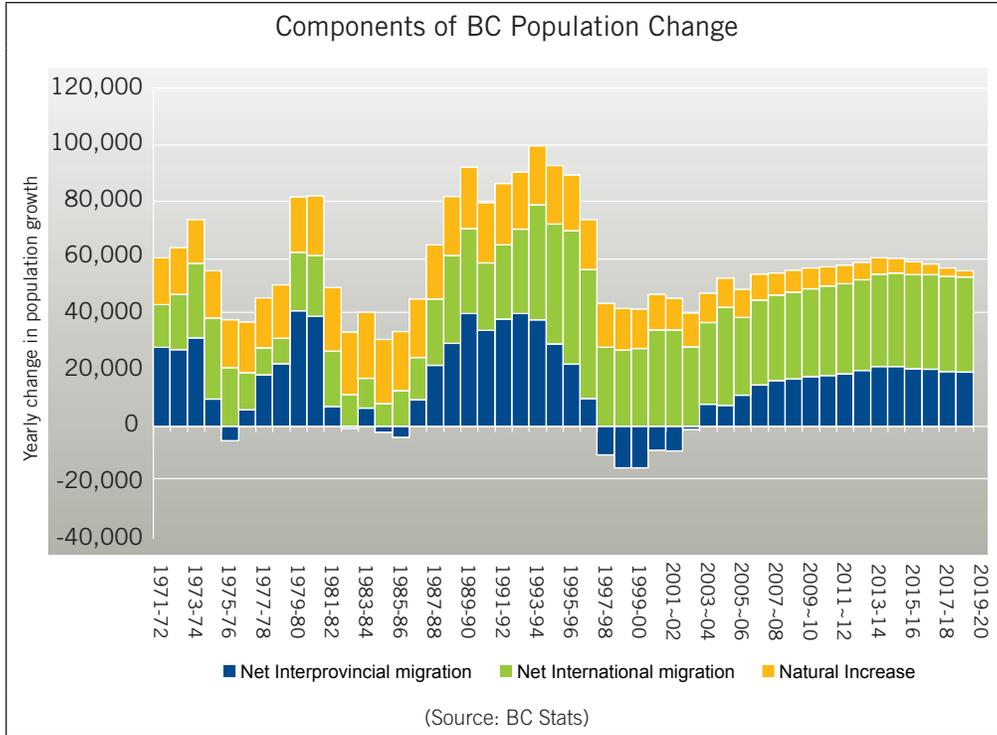
Stripped to essentials, the tasks are: to ensure that there is a sufficient range of program opportunities available; that rates of participation are as high as possible; and that, to the greatest extent possible, those who enter programs complete them successfully. It's not just about numbers, of course. High standards of quality and program relevancy are also critical components of a successful higher learning system. Learning opportunities must be worth pursuing, and we must have the capacity we need.

With this in mind, BC's government has embarked upon an ambitious program to expand the capacity of the public post-secondary education system by 25,000 student seats by 2010. To put this initiative in perspective, the student full-time equivalent allocation of student spaces for the fiscal year 2003/2004 was 154,699. The addition of 25,000 seats represents a one-sixth increase in system capacity. Implementation of this plan has already resulted in the addition of 11,811 spaces in institutions across the province. Most recently, government announced 2,500 new graduate spaces and 7,000 apprenticeship spaces, some of which are in addition to the 25,000 seat target.

The question is whether completion of this significant initiative will bring the province to the point of what might be called full participation. I am not aware of any statistical analysis that would permit a reliable answer to this question. I have been provided with calculations that convert the number of new seats into an estimated total number of degrees granted. From these, it appears the completed seat expansion project will raise BC's position on the inter-provincial degree granting comparison table from last to seventh place, but only if there is no expansion of capacity in other parts of Canada in the meantime.

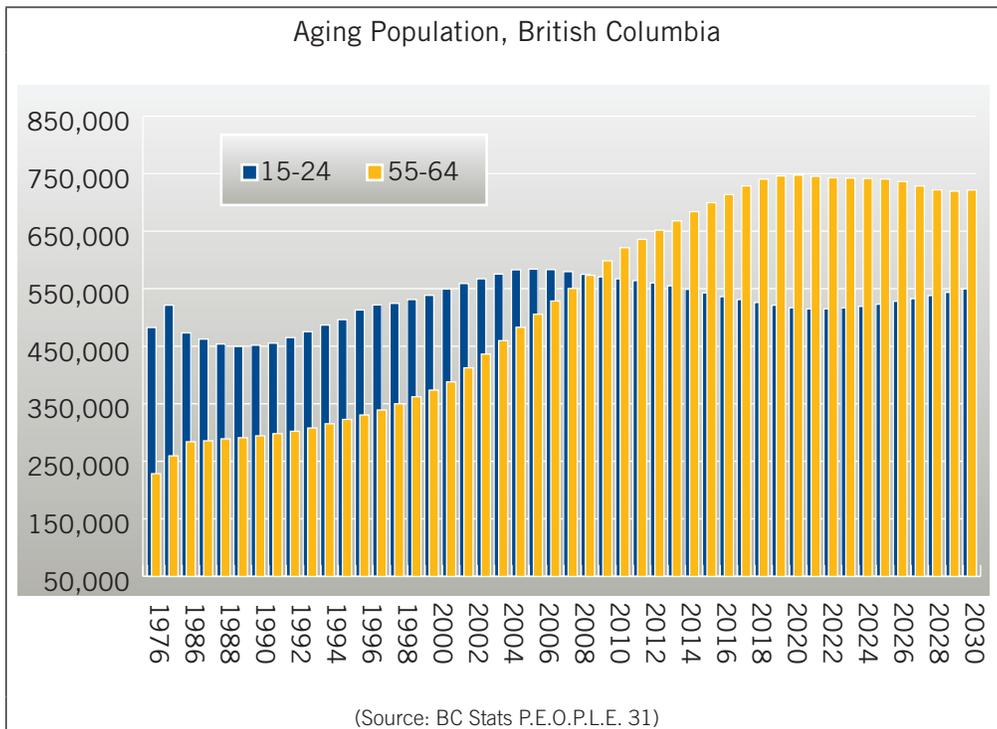
From this limited information, the 25,000-seat expansion seems to represent a significant step towards increasing educational opportunities for British Columbians. Still, there would appear to be much more work to do if we are to reach the levels of participation and retention necessary to make British Columbia a national leader in educational achievement by 2015.

It is critically important at this point to emphasize both the general and the regional implications of demographic trends for institutional capacity. Forecasters predict we will move from 4.3 million people to five million people by 2020. But growth will be less about births and more about in-migration.



BC's population is also aging. By 2010 there will be more people between the ages of 55 and 64 than people between ages of 15 and 24. (The traditional prime post-secondary population is 18- to 29-year-olds.)

The number of people between 15 and 24 is expected to peak in 2006 at 585,000, decline gradually to 521,000 in 2020, then increase to 549,000 by 2030.



Population growth will not be evenly distributed across all of the province's 15 college regions. Growth will be much higher, for example, in the regions served by Kwantlen, Fraser Valley and Malaspina university colleges, than in the Kootenays or the North.

In general terms, we need to increase rates of participation and attainment within a population that will have fewer young people, and in all likelihood more in-migrants.

To the extent there is a need for additional capacity, it is not evenly distributed across the province. As one contributor observed, "the system is characterized by being in the unenviable position of having, at the same time and often in the same institution, both too many and too few spaces for students." In other words, in some circumstances, student demand exceeds capacity, and in other cases, capacity exceeds student demand. This is true for institutions, for programs within institutions, and for program demand across the sector.

Institutional capacity must be set according to targets that are achievable, realistic and evidence-based, and have regard for available demographic and labour market information on an ongoing basis. It is also critically important to set priorities for the different streams of learning: developmental education, vocational training and apprenticeships, and undergraduate and graduate education. We must be mindful that our overall goal is to be the best-educated across all these streams.

At the outset of this section, I posed the question, "How does BC measure up?" It bears repeating that the quality of statistical information is problematic, but it should also be clear that while BC's population is generally well-educated, we have work to do if we are to reach the targets that will allow us to claim a leadership role. Identifying need and planning for increases or redistribution of capacity require a necessary level of rigour that can best be introduced through transparent processes and accountability for results. I will have more to say about this in the next section. Here I want to emphasize that government has two fundamental responsibilities. The first is to set the goals, targets and priorities for the system as a whole. The BC Access and Excellence Strategy targets represent my recommendation to government in this regard.

The second responsibility is to ensure the system has the funds it needs to do the work it has been asked to do. I will speak more about funding later in this report. The point I want to make here is simply that government should not set targets unless it is committed to achieving them. This includes a commitment to the funding necessary to reach our goals.

Recommendation 2

Commit the funding required to attain the BC Access and Excellence Strategy targets.

New Structures for Planning, Coordination and Accountability

British Columbia's public and private higher education institutions are highly diverse. From a learner perspective, diversity makes available a wide range of program and course choices. But diversity also means complexity.

One of the strengths of a system characterized by extensive institutional diversity is the relatively high degree of institutional autonomy. The potential weakness is the absence of any readily identifiable or properly accountable sense of collective purpose. Given the ambitiousness of our goals and the complexity of the institutional, policy and program frameworks within which they are to be pursued, we simply will not succeed in moving forward without a structure in which some sense of common purpose is recognized, nurtured and monitored.

Overarching provincial goals will not be achieved by the disconnected individual efforts of independent institutions. The sector needs an opportunity and an obligation to collaborate, coordinate and plan.

Inherent in the idea of planning is the need to make choices and set priorities. That's the challenge we face as we plan public policy to frame the future of our post-secondary education system. No system can be all things to all people at all times. How do we rank what is important? What are the trade-offs we're willing to make? There must be a place for this debate.

It is not sufficient to expect this planning to take place inside government. It must occur outside government, in structures that engage the institutions and encourage the development of collective responsibility for the strategies necessary to achieve the goals. And it must occur with the transparency necessary to build public confidence.



Two different provincial structures are required to be responsive to the way our post-secondary system *ought* to work: a Higher Education Presidents' Council and a Higher Education Board.

The Higher Education Presidents' Council must bring all post-secondary institutions together in a common purpose – the collective responsibility for delivering the system results required by government. It must facilitate the collaboration and coordination necessary to ensure that institutions are operating as effectively as possible to meet learner needs and realize learner opportunities. It is critically important in this context to emphasize that the needs in question here are not the needs of institutions, but the needs of learners. As stated earlier, success will be measured in terms of learning outcomes, not institutional capacity.

*...institutions working
towards clear, measurable
goals will have a stronger
sense of purpose*

The Higher Education Presidents' Council represents a new, coordinated planning structure for the entire sector: public and private degree-granting institutions and others. The objective is not to erode institutional autonomy, but to harness it – to ensure that each institution can fulfill its own role in the context of our collective post-secondary enterprise. Ultimately, institutions working towards clear, measurable goals will have a stronger sense of purpose.

The second structure, a Higher Education Board, is required to represent the whole public interest in the higher learning enterprise. The purpose of the Board is to mark the progress of the entire sector in achieving the goals set by government; and to work toward a fully integrated and articulated system of education – a life-long learning perspective and orientation.

The Higher Education Board needs to include representatives of the post-secondary sector but should be controlled by representatives of the larger community. These community members should include people with backgrounds and expertise in early childhood, primary and secondary education, and business, labour, Aboriginal and multi-cultural interests. Participants at our two-day, multi-sectoral Campus 2020 *Provincial Symposium* at the Wosk Centre last fall repeatedly cited it as a unique and positive opportunity for the post-secondary sector to engage with its broader constituency. I believe there is a need for a permanent broad-based agency to continue the discussion begun at the Wosk Centre. This can be done in part by convening annual meetings of the entire post-secondary sector and community representatives to explore ideas and innovations for higher education.

It is important the Higher Education Board have the necessary distance from government and the sector to be objective about the work that has been done, and the work that needs doing. Just as the BC Progress Board reviews government's progress toward important social and economic goals, I envision the Higher Education Board serving a similar function with regard to the progress of the post-secondary sector. I also see it as an agency that provides government with ideas and strategies for improving education outcomes and progress across the province.

Later in this report I call for the creation of Regional Learning Councils. In concert with the Higher Education Presidents' Council and the Higher Education Board, these regionally based organizations will have a role to play to ensure British Columbians have the maximum opportunity to learn close to where they live, using the best tools available.

It is not my task to prescribe the detailed mandates of these structures. Clearly that is the work that naturally follows acceptance of the recommendations to create them.

Instead, I want to focus on their intent and general purpose:

- to help ensure the BC Access and Excellence Strategy is implemented within transparent and accountable frameworks
- to encourage the collaboration necessary to achieve system-wide goals
- to maximize the efficiency and effectiveness of the system as a whole
- to maintain essential institutional autonomy.

Recommendation 3

Create a Higher Education Presidents' Council to undertake activities related to implementation of the BC Access and Excellence Strategy.

Recommendation 4

Create a Higher Education Board to facilitate collaboration and planning with respect to post-secondary education from the perspective of the provincial public interest.

Planning and Coordinating Agencies

Higher Education Presidents' Council

The purpose of the Council is to provide a forum to bring together post-secondary institutions across the province.

It is envisioned as an advisory body consisting of the presidents of all public post-secondary institutions, all degree-granting private institutions, and two representatives of the private training sector. It will consult with sector stakeholders, including students, faculty and support staff as required.

On an ongoing basis, the Council will:

- promote specific initiatives involving collaboration and efficiencies among institutions
- advise government on province-wide planning
- advise government on specific strategies for implementing province-wide goals and objectives for post-secondary education
- as set out more specifically below, maintain (and report from) an information system on post-secondary education in BC
- carry out specific tasks assigned to it by government or on its own initiative.

Its first task will be to coordinate the action required to implement the BC Access and Excellence Strategy.

Higher Education Board

The purpose of the Board is to facilitate collaboration and planning with respect to post-secondary education from the perspective of the provincial public interest. It will act in part as a Higher Education Progress Board. It will also advise with respect to the development of a learner-centred, seamless, integrated education system in BC.

It is envisioned that the Board will have 15 members appointed by Order in Council: nine representatives of the general public interest and six nominated by the Higher Education Presidents' Council.

On an ongoing basis, the Board will:

- provide province-wide, evidence-based education planning and policy advice based on BC's post-secondary education goals and objectives
- review and monitor performance information on the BC system
- prepare a consolidated annual report, with important input from the annual reports prepared by the Higher Education Presidents' Council and the Regional Learning Councils, for the purpose of:
 - reviewing the implementation of the BC Access and Excellence Strategy
 - informing and guiding government's budget planning and decisions
- convene an annual higher education symposium intended to develop ideas and initiatives that will lead to a seamless, learner-centred, pre-school to graduate school education system in BC
- carry out other tasks assigned to it by government or on its own initiative.

Supporting Good Planning with Good Information

Earlier in the report I discussed some of the challenges that exist in trying to compare BC's post-secondary position with other jurisdictions. In this section, my focus is on creating solutions that will allow not only for better comparisons nationally but better planning – and distribution of resources – at a provincial level.

Post-secondary institutions have long collected data on their operations, and, increasingly, on their results. Surveys of student outcomes have been part of the landscape in BC for many years. Many of these measures are designed, collected and used for internal institutional purposes; they are not designed for cross-institutional or cross-jurisdictional comparisons.

The Ministry of Advanced Education requires and encourages the collection of several types of data. These data range from traditional accountability measures aimed at ensuring that expenditures are made according to the purposes for which they were intended, to more recent efforts to assess performance issues that measure outputs and outcomes to determine the extent specific objectives and targets are being met. Much of this information is reported through performance measures in the ministry service plan.

Ideally, BC should have a rich and easily accessible database of information on post-secondary education that brings together many variables (both current and historic) for institutions, sectors and the system as a whole. It should allow in-depth examination of trends and performance, and facilitate further research, planning and policy development among a wide variety of users. (These users may include institutional planners and administrators, government decision makers, the research community, and individual learners seeking a basis on which to choose among institutions, programs and courses.) The ideal database would also include comparable statistics for other provinces and countries so BC could assess provincial trends and performance in light of developments in other jurisdictions.

As we have seen, the current situation is far from ideal. A comprehensive database containing current and historic information on post-secondary education in BC does not exist. Information bases are fragmented; those that do exist are incomplete, use different definitions and timeframes, or are collected and presented by different agencies. To give just one example, the Ministry of Advanced Education maintains a Post-Secondary Central Data Warehouse that reflects data from the public post-secondary institutes, colleges, university colleges and Thompson Rivers University. The warehouse does not include data from the other five public universities. That data is maintained separately by the University Presidents' Council. This makes it hard to see the overall picture of post-secondary trends in BC or to undertake the detailed analysis or research necessary to good planning decisions.

If we want to make good public policy decisions about post-secondary education, we need good information. A comprehensive, consistent, coherent, timely and comparable set of statistics and indicators needs to be gathered and analyzed to better understand the BC system. We also need to understand how its performance measures up over time, in relation to the goals and objectives set for it, and in comparison with other similar jurisdictions in Canada and abroad.

So, how should we proceed?

Input from the Higher Education Board will be important with respect to identifying and selecting the key performance indicators it believes will shed light on the role of post-secondary education in furthering the province's broad social, economic, environmental and cultural goals and objectives. Its role will be analogous to the BC Progress Board in this regard. The involvement of stakeholders from outside the post-secondary system on the Higher Education Board will provide this insight into necessary and desirable linkages between the sector and the broader interests of the province.

*If we want to make
good public policy
decisions...we need
good information*

The post-secondary institutions themselves will be the key suppliers of the information (and will continue to prepare their own reports on their individual performance). The Higher Education Presidents' Council will be the logical "system-wide" body to oversee and manage the data collection and analysis function for the system as a whole, and to prepare annual reports aggregating the information from all of the institutions on a province-wide basis. These reports will provide a perspective on performance from the system's point of view.

The Ministry of Advanced Education will also continue to prepare annual service plans and reports that reflect the goals and objectives of government for post-secondary education. In performing this function, the ministry will rely on the data collected and managed by the Higher Education Presidents' Council on behalf of the sector, but will conduct its own independent analysis.

The coordinated efforts of these three players should result in a coherent set of data elements that allows for useful reporting on progress and performance. Their unique roles and perspectives should also provide an illuminating, three-dimensional picture of the post-secondary sector in BC on an ongoing, annual basis. None of this work should displace the ability of any institution to develop and report on other information it considers helpful or necessary.

Two examples of instruments developed by education professionals to provide evidence on the quality of the post-secondary experience are provided below. Their use in BC should be given serious consideration.

National Survey of Student Engagement

NSSE measures empirically confirmed "good practices," providing information about how undergraduates spend their time and what they gain from attending post-secondary institutions. Developed in the US, NSSE is now required in publicly funded universities in Ontario, and has been used in several BC post-secondary institutions.

Collegiate Learning Assessment

Also developed in the US, the CLA measures the value of post-secondary education by comparing what students know when they start with what they know when they finish. Rather than requiring the recall of particular facts or formulas, the methodology uses measures that assess the demonstrated ability to interpret, analyze and synthesize information.

The desirability of national and international comparability is of obvious importance in this context. Ongoing relationships with counterparts in other governments, Statistics Canada and international organizations such as the Organization for Economic Co-operation and Development and the European Union will have to be established and maintained to ensure BC is “speaking the same language” when it comes to performance reporting.

If we want to ensure that our post-secondary education system has the tools it needs to compare itself with the rest of Canada and the world, we will need to develop nationally accepted metrics of higher education activity and achievement. I do not think we should wait for this work to begin: we should lead it.

Last December, the Canadian Council on Learning made this point in its comprehensive report on post-secondary education from a national perspective, concluding that:

Canada needs to develop a clear set of indicators and measures to allow for continuous assessment of performance and progress made toward realization of ...goals and objectives at the national level. This requires the definition and development of a consistent, comprehensive, robust and comparable set of measures and data, and the collection and analysis of such data in a manner that enables monitoring of change over time as well as comparison with other countries.

As mentioned above, once the various elements of the desired database are defined, it would be sensible and efficient to assign a single body the task of ensuring the ongoing collection, analysis and publication of results. The Higher Education Presidents’ Council is in the best position to undertake this responsibility, although government will need regular and routine access to this information for its own priority-setting, planning and budgeting purposes.

A national initiative could begin with a report to the Council of Ministers of Education, Canada at its next annual meeting, and simultaneously with discussions with Alberta under the *Trade, Investment and Labour Mobility Agreement*.

Recommendation 5

Commit adequate resources to build a systematic approach to data collection, analysis and reporting that will ensure BC becomes a leader in the development and use of internationally recognizable metrics of post-secondary participation, quality and outcomes.

Recommendation 6

Assign to the Higher Education Presidents’ Council, with appropriate support, the following tasks and functions:

- design and compile a consolidated provincial database
- maintain the database
- prepare consolidated reports based on this information on key performance measures related to the BC Access and Excellence Strategy and other provincial goals and objectives.

Recommendation 7

Assign to the Higher Education Board, with appropriate support, responsibility to develop performance measurement indicators linked to the BC Access and Excellence Strategy and other provincial post-secondary goals and objectives.

Recommendation 8

Initiate discussions with other governments with a view to obtaining agreement on the collection and reporting of nationally and internationally comparable standards and metrics for data collection and reporting.

Supporting Teaching and Learning Innovation

No one doubts the goal of a learner-centred approach to education is to provide students with rich and meaningful learning experiences. It is clear from my consultations that the educators of BC are committed to high-quality teaching and innovative learning. It is also clear, however, that in many classrooms across the province, the methods of teaching and learning are determined largely by tradition, within institutional structures that do not always effectively connect the critical importance of good teaching to the success of the post-secondary education enterprise.

There is no room for complacency here. To reach our goal of education pre-eminence, BC must become a leader in education innovation and excellence.

...there is no room for complacency here...BC must become a leader in education innovation and excellence

Several of the Campus 2020 think pieces and submissions, in addition to a growing body of reports and studies of higher education, argue for the need to break free from traditional learning approaches. This is necessary to meet the changing needs of an increasingly diverse student body, and to take advantage of the expanding range of learning options made possible by advances in information and communication technology. Increasingly, the traditional models

of education are under siege. But it is not always clear whether something that looks like a more interesting approach to instruction is in fact more effective.

Students learn depending on their natural abilities and characteristics and on such considerations as time available for study, other demands on their lives, their familiarity with technology, and their previous study experience. In these and other respects, the changing profile of the learner has implications for how courses and programs ought to be designed and delivered.

Learner needs are also changing in other ways. In a rapidly shifting, knowledge-intensive economy, it's no longer good enough simply to acquire a body of knowledge about a subject, or to master a particular technique or skill. Workers will increasingly need to be adaptable and flexible in responding to emerging job requirements, and they will need skills in complex problem-solving, reflective thinking and analysis, and communication.

Providing the kinds of learning opportunities needed by a more diverse student population will require significant attention on the part of educators and administrators. There is also an important role here for pedagogical research that helps to identify better what works, what doesn't, and why.

It is also important to publicly recognize and promote teaching excellence. Several BC post-secondary institutions already offer awards that recognize exemplary teachers in a variety of fields. A Premier's Award in Higher Education Teaching Excellence would complement those existing awards and help to encourage the pursuit of good practice across the sector.

Few issues sparked more animated discussions among Campus 2020 participants than the question of technology's impact on the future of learning and education. Some argued that communication and information technology will revolutionize the way we learn and create a new culture of universally accessible, participatory

learning institutions. Others saw technology either as a chimera – a potentially dangerous fad to be resisted – or a threat to time-tested methods and institutions of instruction. Still others offered a “middle way” perspective, seeing technology as adding to the tools in the educator’s toolkit, and increasing the range of options for learning without displacing traditional, classroom-based, face-to-face teaching.

Two things are clear. First, technology already is transforming the way learning takes place. E-learning is rapidly becoming a conventional component of program and course instruction across the province, and many students in BC now obtain degrees through online study from institutions around the world.



Second, while it may be impossible to predict where technology will lead us, it is safe to predict that the most-discussed initiatives today – whether they be “social networking” or “user-generated content” – will all look like ancient history from the vantage point of 2020. If we are able today to see the outlines of Web 2.0, where will we be a generation from now – Web 4, 5 or 6?

The relentlessness, inevitability, speed and unpredictability of technological advancement presents us with a choice, put articulately by Michael Griffin in his keynote presentation at the *Campus 2020 Provincial Symposium*. We can stand by and

allow technology to shape education, or we can embrace the challenge of asking educators to shape technology. To choose the latter increases the possibility that we will enhance the quality of learning, perhaps in ways we cannot now foresee, but always mindful of environmental educator David Orr’s injunction in his essay “*What is Education For?*” that “the way learning occurs is as important as the content of particular courses.” What is required is a willingness to experiment, the resources to pilot innovative approaches, and the discipline to study and assess the results.

There is an important role here for post-secondary institutions. There are many different ways to learn and to teach, and one of the advantages of a diverse and differentiated post-secondary sector is the range of options that can be provided by autonomous institutions each seeking their own leadership role and opportunity. In that regard, it is important to point out that a number of BC post-secondary institutions have already created their own innovative learning centres.

There are, however, critical, overarching public imperatives that flow from government’s “Great Goal” of education pre-eminence. To set a goal of becoming the best-educated entails a corresponding commitment to excellence in pedagogy. This is both a responsibility and an opportunity. We will hold ourselves back if we do not ensure we are making the necessary investment in determining and implementing the best possible techniques of learning and instruction. We should reach higher here, and do what is necessary to establish BC on the world map of jurisdictions committed to the highest levels of excellence in learning. Accordingly, I recommend the government establish a centre of excellence in learning innovation.

The Pacific Centre of Excellence in Learning Innovation

The mandate of the Pacific Centre of Excellence in Learning Innovation is to:

- research and study innovations in learning, including the effectiveness of technology-based learning
- fund innovative learning pilot projects, including approaches to learning responsive to the unique circumstances of specific learner communities
- encourage collaboration among public and private educational institutions and other communities of interest in the development of new ways of teaching and learning.

To recognize the ongoing need to ensure the effectiveness of learning, and establish credibility as a leader in learning innovation, funding for the Pacific Centre should be provided by an annual operating grant from government equal to one per cent of the total operating grant provided to post-secondary institutions.

Because the work here will be done for the benefit of the institutions ultimately responsible for achieving learning excellence, the Pacific Centre should be an agency of the Higher Education Presidents' Council.

As a first step, government should establish a task force to design the Pacific Centre with the aim of having it in place by 2009.

Recommendation 9

To support BC's role as a global leader in learning, establish a Pacific Centre of Excellence in Learning Innovation by 2009.

Recommendation 10

Provide an annual operating grant to the Pacific Centre of Excellence in Learning Innovation equal to one per cent of the total operating grant provided to post-secondary institutions.

Recommendation 11

Establish a Premier's Award in Higher Education Teaching Excellence.

Supporting Opportunities for Aboriginal Learners

We will not achieve our overall goals for post-secondary education in BC until Aboriginal people have the same levels of educational achievement as other British Columbians. The Aboriginal education gap that exists today is evidence of a long history of policy failures. Closing this gap may represent the most ambitious of the targets I propose for post-secondary education. There is a lot of work to do. The good news is that the urgency of the need and the magnitude of the challenge are recognized, and a great deal of work is already under way.

The importance of the work springs from two interrelated sources. First is the basic equity objective of ensuring that there is equal access to, and success in, higher learning for all British Columbians, including its first citizens. Second is the demographic reality that the Aboriginal population is growing at a faster pace than the non-aboriginal population. Aboriginal people represent a significant potential source of the skilled labour we will increasingly need and will increasingly find in short supply.

When employment rates are compared between Aboriginal and non-aboriginal people who have the same levels of education, differences in labour market outcomes largely disappear. Improving education outcomes for Aboriginal learners makes a difference. Yet the reality today is that British Columbia's off-reserve Aboriginal labour force faces high unemployment – nearly three times that of the non-aboriginal population. On-reserve employment numbers are worse.

The number of Aboriginal students enrolled in public post-secondary institutions is gradually increasing. In the past six years, the percentage of Aboriginal students receiving a BC Certificate of Graduation from a public school has also increased. Despite these improvements, however, only four out of 10 Aboriginal people in British Columbia complete post-secondary education, compared to six out of 10 non-aboriginal students. A non-aboriginal person is five times more likely to have a university degree than an Aboriginal person living on-reserve, and almost three times more likely to have one than an Aboriginal person living off-reserve.



The importance of these issues is now acknowledged at the highest levels of government. In March 2005, the Ministry of Advanced Education and other parties signed a Memorandum of Understanding (MOU) on Aboriginal Post-Secondary Education and Training. The MOU committed the signatories to work collectively toward improved levels of participation and success for Aboriginal learners in post-secondary education and training in British Columbia. Signatories included the ministry, Indian and Northern Affairs Canada, the First Nations Summit, the First Nations Education Steering Committee, the Métis Provincial Council of BC (now the Métis Nation BC), the United Native Nations Society, The University Presidents Council, the BC College Presidents, the University College Presidents, and the Indigenous Adult and Higher Learning Association. Commitments to close the gap in education levels for Aboriginal people are also found in such important political documents as the New Relationship Vision statement and the Transformative Change Accord.

In keeping with these and other commitments, the province has convened three Aboriginal Post-Secondary Education Forums focused on improving participation and success for Aboriginal learners. The most recent of these took place in March 2006. Entitled *Moving Aboriginal Post-Secondary Education Forward – Developing a Strategy*, the centrepiece of its agenda was a discussion of the ministry’s proposed Aboriginal post-secondary education strategy.

During my consultations last fall I met with Aboriginal leaders, educators and learners across the province. I heard a powerful call for action. But I also heard consistent expressions of guarded optimism based on a recognition that some progress is being made and that real progress is possible.

I have reviewed the province’s draft strategy, and submissions from Aboriginal educators, education organizations (including the First Nations Education Steering Committee) and Aboriginal students. All of these contain useful and constructive proposals. I would say, first, that it is critically important to state our vision in the clearest possible terms: we simply must ensure that all Aboriginal people have the same chance to participate and succeed in higher education as other British Columbians. We should be realistic enough to realize that this objective cannot be reached overnight. I propose the date of 2020 for the achievement of this target knowing it is extremely ambitious.



To understand why a target set for more than a dozen years away is so ambitious, imagine the high school graduates of 2020. Many of them are already students in pre-school or kindergarten. Their ambitions, dreams and prospects are being shaped right now in ways that will have a profound impact on them a dozen years from now. If we want to make the prospect of post-secondary success

for Aboriginal students meaningful in 2020, we should be acting now – at the stage of early childhood and primary education – to ensure they have as good a chance to succeed as their non-aboriginal peers. In this respect, and to echo a view I heard expressed in many Campus 2020 discussions, perhaps the most important thing we can do for Aboriginal post-secondary learners in 2020 is to enhance their prospects of success in early childhood and primary education today.

There is also work specifically targeted at post-secondary education that can be done now to make a difference.

Achieving parity of education outcomes for Aboriginal learners will require an unusual degree of collaboration and partnership across constitutional jurisdictions. The division of constitutional rights and powers among federal, provincial and Aboriginal governments has often acted as a barrier to good Aboriginal social policy. To succeed here, there will need to be a sustained willingness to work together across jurisdictions, and accept shared responsibility for program design, implementation and funding. No one – not First Nations or other Aboriginal organizations,

nor the federal government, nor the province – will do this successfully in isolation. The signatories of the 2005 MOU must continue to work together. The processes for developing and implementing policies and programs must be inclusive and collaborative.

It is important to remember there is a real and significant diversity of Aboriginal circumstances, perspectives and experiences in British Columbia: First Nations, Métis, non-status, perhaps students from Inuit communities in other parts of Canada; some whose first language is that of their own nation, raised in a small, rural community; others who live in the heart of urban British Columbia; some whose parents are busy professionals; others who have no meaningful contact with their families. No single, over-arching strategy will reach all of these diverse realities. Instead, what is needed is a willingness to try an array of approaches.

Any significant commitment of public expenditure on policy and program innovations to reach Aboriginal learners must be evidence-based and accountable. Experimentation is desirable, but we need to learn what works and why, and we need to be willing to abandon projects that aren't working. A proportion of public expenditure in this area must therefore be devoted to research into the effectiveness of programs. In addition, those responsible for spending public money need to be publicly accountable for initiative outcomes. This includes an increased commitment to the data collection that will improve our ability to identify and track the educational experience of students with Aboriginal heritage. Given the urgency of the timeline, there should be specific annual reports on the overall results of the implementation of the Aboriginal post-secondary strategy.

Incorporating Aboriginal perspectives into the design and practice of teaching and learning will intensify the quality of the learning experience, not dilute it. Aboriginal learners should expect to meet high standards – different standards in some respects, but no less rigorous.

Incorporating Aboriginal perspectives...will intensify the quality of the learning experience, not dilute it

It will be critically necessary to recognize that the experience of learning in Aboriginal communities is not just about the transmission of knowledge. It's also about the acquisition of the qualities for community or First Nation citizenship. Our approach to the idea of credentials generally needs to expand to incorporate a wider range of experiences beyond what happens in classrooms; this is particularly true for Aboriginal education. A weekend spent with an elder on a trapline may teach a young Aboriginal more of what he needs to know to succeed in his community and work life than two months in a classroom.

It follows that there is a role for a range of institutional types in providing education opportunities for Aboriginal learners. Aboriginal students, just like other students, deserve to have a choice of educational opportunities. Universities, colleges and institutes across the province all have Aboriginal students in their populations. A recurrent theme in the Campus 2020 discussion groups and submissions was the need to ensure that non-aboriginal institutions have in place appropriate and adequate supports for Aboriginal students. One interesting initiative in this regard is the work being done at Northwest Community College to re-purpose that institution as “bi-cultural” – that is, to reorganize the college to embrace fully both Aboriginal and non-aboriginal perspectives. There is also a role for Aboriginal institutions, both public and private, provided that such institutions meet appropriate standards of quality, and can deliver educational programs on a fiscally viable and sustainable basis.

To help ensure that Aboriginal perspectives are appropriately reflected in the administration and governance of post-secondary institutions, I recommend that government place an emphasis on recruiting qualified Aboriginal candidates for board and council appointments.

Recommendation 12

Assign the Higher Education Presidents' Council to work collaboratively with signatories of the March 2005 Memorandum of Understanding on Aboriginal Post-Secondary Education and Training to develop evidence-based policy and program initiatives that respond to the distinct needs and circumstances of distinct Aboriginal learners and communities.

Recommendation 13

Require all BC public post-secondary institutions to report annually on the progress toward achieving parity of Aboriginal post-secondary outcomes by 2020.

Recommendation 14

Require the Higher Education Board to report annually on progress toward achieving equality in Aboriginal participation and attainment rates with BC's non-aboriginal population, at all levels of higher education.

Supporting Opportunities for First Generation Learners

For too many British Columbians, post-secondary education exists in a realm entirely divorced from their own history and experience. While the desire and decision to pursue higher learning are influenced by many factors, Campus 2020 contributors spoke of post-secondary education as a “self-perpetuating” system – reinforced by the fact that the children of university- or college-educated parents are statistically more likely to pursue higher learning opportunities than those children whose parents have a high school diploma or less.

As I said at the start of this section, extending the reach of the post-secondary system across all levels of our society is more than a moral imperative. It is in our collective economic and social best interests to ensure every British Columbian feels empowered and supported to fulfill his or her personal potential regardless of family background or circumstance.

Just as there is no single reason why some young people choose not to pursue higher education, there is no single strategy that will encourage individuals to be the first in their families to step over this educational threshold. However, all of the proposed strategies I reviewed in this area had three principles in common:

- building motivation, expectations and confidence regarding post-secondary participation must begin as early as elementary school
- all education stakeholders – institutions, schools, governments and communities – must be involved in the enterprise
- creative supports, within and across jurisdictions, are required.

Those supports could range from innovative financial assistance programs that recognize first generation learners are often debt-averse – over-estimating the cost of an education while under-estimating its potential benefits – to providing academic tutoring and peer mentors at the elementary, high school and post-secondary levels.



To reach the BC Access and Excellence Strategy targets related to participation and attainment, and to opportunity and equity, efforts to reach out to under-represented groups such as First Generation learners will need to be focused and effective. A coordinated approach that involves the Pacific Centre for Excellence in Learning Innovation, the Regional Learning Councils and related government ministries will help ensure that effective strategies and practices are explored, shared, implemented and evaluated in a meaningful manner across the province.

It is important to note that a recurring reason given for good ideas not being fully explored or implemented was the lack of a responsible lead agency. Accordingly, I recommend that the Higher Education Presidents' Council establish a working committee that will take ownership for the design and development of initiatives to provide:

- early outreach to encourage interest and engagement in higher education in populations with low rates of participation
- targeted financial assistance for students who are the first in their family to participate in higher education
- ongoing support for first generation students who do attend higher education.

Recommendation 15

Instruct the Higher Education Presidents' Council to create a working committee with representatives from the Ministries of Advanced Education and Education to design programs that support increased participation and attainment by First Generation learners.

Supporting Learning in the Workplace

The Industry Training Authority

BC's continued economic success creates an urgent need to provide adequate opportunities for workers to obtain skills training.

The Industry Training Authority is a Crown agency established in 2004 with a mandate to govern, expand and improve the industry training system. The ITA is responsible for apprenticeship and pre-apprenticeship training. Its key powers and responsibilities are to:

- designate training programs as recognized programs
- recommend accredited (Red Seal) programs to the Minister
- develop standards for recognized and accredited programs
- determine eligibility for participation in programs
- develop examination and assessment standards
- develop criteria to award credentials
- recognize and approve trainers
- award, or authorize trainers and training institutions to award, credentials
- fund training and set standards for trainers receiving funding.

The ITA sees itself as serving two groups:

- industry – any employer or group of employers with a need for formally trained workers possessing credentials within the ITA scope of operation
- learners – apprentices and trainees who participate in industry training programs with the intent of obtaining credentials.



The ITA administers an annual budget of over \$90 million, most of which is spent contracting with education service providers, including public and private sector colleges, institutes and other agencies.

The ITA is the most recent manifestation of an attempt to answer long-standing questions about how skills and vocational training should be

approached: How much skills training should take place on the job? How much should take place in a classroom? Does the apprenticeship model make sense for the 21st century workplace? It is fair to say that these questions continue to be asked; they were asked by a number of contributors to the Campus 2020 consultations.

I heard concerns about the extent to which the ITA is, or is not, successfully discharging its responsibilities. For example, the ITA was originally accountable to the Minister of Advanced Education, but this accountability was subsequently transferred to the Minister of Economic Development. I was asked by the consortium of public colleges and institutes, which provide the majority of vocational training, to recommend that responsibility for funding the programs administered by the ITA be transferred back to the Ministry of Advanced Education. I also received submissions from business groups strongly urging that the funding responsibility not be moved.

...we are not trying to match “worker widgets” with employer needs; we are fostering citizens who will create opportunities for themselves and for society

The ITA represents a relatively new initiative of government, and a new approach to vocational training. Some of the concerns I heard no doubt reflect the transitional challenges typical of the introduction of any significant program or structure reform. Obviously, adapting to new directions or approaches can be difficult in situations where processes and protocols are long-established. But if anything has defined the world in which we live, it is the reality

of rapid and relentless change. We have no choice but to respond accordingly; and if we choose to lead – as we do in British Columbia – we must do more than react to change: we must anticipate and prepare for it.

In general terms it seems to me the themes of learner-centred approaches to education running through this report are as applicable to vocational training as elsewhere. Learners are increasingly unwilling to accept the idea that they should learn in isolation from the place where their learning is made real or relevant to them. This necessarily entails an increase in opportunities for learning in the community and in the workplace. It also means the formal studies that are a necessary part of the acquisition of skills-based credentials must increasingly adapt to the needs and realities of the workplace, rather than – as has traditionally been the case – the other way round. This is not simply a response to the more urgent demands of a busy economy, but a reflection of larger changes in our approach to learning.

In this context I want to restate a point made earlier. The economy and society that lie ahead will demand increasing levels of a wide range of “literacies” of all of us. These are not just the ability to read or to operate a piece of machinery, but the ability to adapt to changes in technology, to think critically and reflectively, and to make sense of the complex world around us. These are the tools we will all need if BC is to meet the challenges and seize the opportunities of the coming decades. Those responsible for designing curriculum at all levels and across all streams of knowledge, including training for skills credentials, will need to integrate these themes into the courses and programs they design and deliver.

In creating opportunities for vocational training we are not trying to match “worker widgets” with employer needs; we are fostering citizens who will create opportunities for themselves and for society as a whole. Vocational and career skills training must be done within the broad context of knowledge acquisition.

Rather than turn the clock back, my view is that we should be even more progressive in identifying and certifying the trade designations that are and will be required in a modern, dynamic economy, and even more innovative in exploring and encouraging the most effective ways to teach and to learn the skills that lead to them.

Recognizing that the ITA has been in operation for only three years, it seems to me that the right approach is to commit to undertake a review in 2009, after enough time has elapsed to determine if our apprenticeship training is appropriate for the economic and social challenges of the new century, or whether further reforms are required.

Cooperative Learning and Internship Programs

The growing interest in cooperative learning and internship programs was raised frequently during my consultations. This is another reflection of the demand for relevant learning. Cooperative learning and internship programs are ways of expanding the content of credentials. These kinds of programs provide learners with real-life opportunities to test their interest in different subject areas by seeing how learning is applied on the job. In some cases, the result is to inspire interest in a course of study. In other cases, an equally valuable result may be to help learners discover they are not well-suited for a particular path. Learners are more likely to complete courses of study that are relevant to them.

There are linkages here to the work of the Pacific Centre of Excellence in Learning Innovation, and to the creation of comprehensive learning portfolios – a subject I discuss later in this report. Both of these initiatives will be the responsibility of the Higher Education Presidents' Council. A coordinated approach will have clear benefits. In the final analysis, however, these cooperative learning and internship programs are the responsibility of individual institutions. Obviously, the business community needs to participate actively in discussions about programs for learning in the workplace. For now, government should take a leadership role by defining and supporting priorities for these kinds of education innovations.

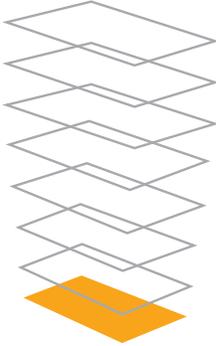
Recommendation 16

Undertake an independent review of the Industry Training Authority and apprenticeship training in 2009.

Recommendation 17

Instruct the Higher Education Presidents' Council to establish a working group with the province's business community to identify strategies that will increase opportunities for cooperative learning and internship programs.

A New BC Learning Gateway: A System that Works for Learners



What if pedagogy were applied to the basis of the Internet itself, and value were built for ‘knowledge’ and not merely for ‘information’? What if, in our knowledge economy, a single system linked researchers to teachers, teachers to graduates, graduates to undergraduates, and pushed all that information, all that spirit of inquiry, to the K-12 system, inviting direct participation from high school and even primary students?

*Michael Griffin, Commonwealth Scholar
Campus 2020 Provincial Symposium, November 2007*

A close examination of BC’s post-secondary system reveals a myriad of agencies, consortia and projects that involve cross-institutional collaboration for a diverse range of purposes. Many of these agencies are engaged in the business of developing and expanding opportunities for learners. All participants in the Campus 2020 discussions recognized that the profile of learners is changing. Learners are increasingly seeking out ways to bridge across institutions, sectors and structures, creating webs of learning that challenge traditional approaches.

*...the 2020 learner
will be less interested
in the boundaries
between institutions
than their inter-linkages*

The theme of “seamlessness” surfaced often, with the idea that the 2020 learner will be less interested in the boundaries between institutions than their inter-linkages. Portability also featured in many discussions. Learners want an expanded range of approaches to obtaining credentials. At the same time, they want to be sure that the credential they receive at the end of their studies will have currency and credibility both inside BC and elsewhere. I was reminded on many

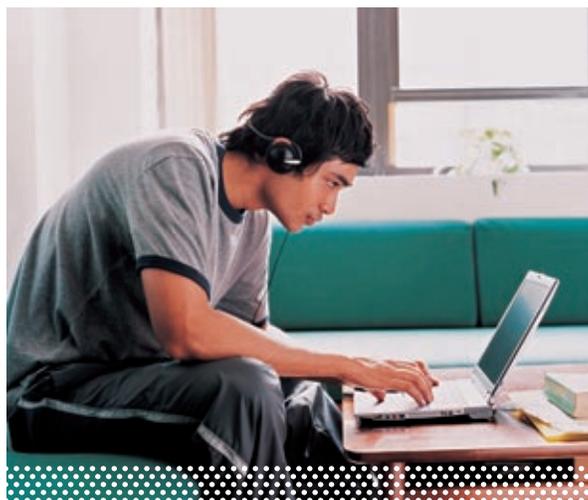
occasions of the need to nurture and strengthen the “BC Brand” – the reputation on which our post-secondary system is built.

In the following sections I will discuss and recommend a number of initiatives – most of which build upon work already under way – that collectively represent an approach I am calling the “BC Learning Gateway.” The objective of the BC Learning Gateway is to provide new, integrated methods of accessing the student services, the learning resources and the credentials needed to enroll, study and succeed in a high-quality post-secondary system. My interest here is in exploring how far we can push the advantages of technology in the service of learners. If we can increase our access to information, if we can encourage institutions to undertake more collective, coordinated activities – even through consortia rather than any sort of structural mergers – then we can make a concerted push forward. This can be done in a manner that, without charting the precise destination, narrows the space that exists between what we say we should do to improve seamless, student-centred learning, and what we are actually doing today.

BCcampus: Putting Technology to Work for Learners

At the same time that technology is expanding the range and variety of learning modalities, it is transforming how educational institutions operate and the services they provide to students. BC has taken important steps forward in this area already. Prospective students can apply online for admission to any of BC's public post-secondary institutions through a "one-window" application portal operated by BCcampus. According to BCcampus, more than 275,000 applications were processed through its web portal in 2006. BCcampus also currently provides or is developing a range of other online services, including:

- program and course information
- registration
- course delivery
- outcome survey information
- online technical support
- library services.



In addition, BCcampus provides services for educators, such as access to online instruction and professional development support. This is an important start, but it is only a start.

The success of BCcampus demonstrates that it is possible to develop single portal approaches as steps along a road to the "virtual university" without infringing institutional autonomy. In this case, the whole is clearly greater than the sum of its parts.

A collaborative, coordinated system of post-secondary institutions requires a mechanism through which prospective and enrolled learners have access to the widest possible array of information. Some examples of that information include:

- program and course offerings at all public institutions
- credits required to obtain the diverse credentials available across the post-secondary system
- how courses and programs at one institution may be applied for credit elsewhere
- career paths, labour market needs and employment opportunities across the province
- accreditation, course and degree approval status of public institutions.

Without interfering with an institution's autonomy about who to admit, a single portal online application system reduces the needless burden of multiple application forms. Once a student is admitted, the same portal makes it possible to register and apply for financial aid online in one seamless process.

In addition to making it easier for students to obtain information to make decisions about post-secondary education, and to fulfill the routine process requirements of application and registration, the use of a common admission system will create over time what BCcampus describes as a store of academic “demand data.” This data will help institutions and the sector improve the planning of their program offerings and the availability of courses and sections to meet student needs. BCcampus can also become a convenient access portal for general information about the post-secondary system, including reports of the Higher Education Presidents’ Council, the Higher Education Board, institutional service and strategic plans, and other system performance information.

Although BCcampus is presently organized as a consortium of public institutions, the private sector is a vital and growing part of post-secondary education in our province. To fully realize the goal of single portal access, BCcampus must become a source of information, resources and, where appropriate, services on behalf of the private post-secondary sector as well.

As BCcampus is increasingly relied on as an online source for information about career and course planning options, it should expand to provide advice and assistance through a telephone advisory service, so that it truly becomes a broad-based learning gateway available to all current and prospective students. As the “agency of record” for student information and education resource services, it should eventually assume responsibility for:

- applications to all BC public post-secondary institutions
- applications for BC student financial assistance
- registration for courses and programs in BC public post-secondary institutions
- information and interactive advice services (both online and in person) concerning career paths, labour market needs and opportunities
- information and interactive advice services concerning course and program options and entrance, admission, equivalency and transferability requirements at all BC public post-secondary institutions
- information about registration and accreditation status of all public and private institutions offering degrees and programs in BC
- access, at a minimum, to reports from the Higher Education Presidents’ Council, Higher Education Board and Regional Learning Councils.

Recommendation 18

Under the direction of the Higher Education Presidents’ Council, develop BCcampus as the agency responsible for the delivery of online student information and education resource services.

Making Student Transitions Seamless

One important consequence of the organization of institutional education into primary, secondary and tertiary stages is that as students progress through the system they are expected to make a number of significant transitions. For secondary students who are continuing with their education, there is a transition to someplace new – a college, an institute or a university. Whether the new institution is down the street or hundreds of miles away, it's a big change in a student's life. Society has decided that one set of experiences called "high school" is over, and another set of quite different experiences must begin.

There are institutional support systems in place to prepare for and help with this transition. High school career counselors provide information and advice about career and education options after secondary school. Post-secondary institutions have counseling and support services for incoming students. Other informal links may help students feel connected. A high school teacher may make it a priority to stay in touch with his former students to see how they are doing. Nevertheless, these examples of what might be called "institution bridging" are the exception rather than the rule. The overall impression is of a system that divides learning into segments when, in fact, our life experience hardly ever fits neatly into categories.



What's lacking is a perspective that views the student holistically, and sees the learning experience as a continuum rather than simply as a disconnected series of activities. In other parts of this report I make recommendations to increase coordination and collaboration among institutions and across sectors in ways that will help dissolve traditional organizational walls and boundaries. I suggest that learner-centred innovations are needed which do better jobs of helping actual students navigate the transitions of their education experience. My concern here is with the student who shows up on the first day of classes but never makes it past mid-term.

In a number of Campus 2020 community discussion groups, people talked about students who seem to get lost in the transition from high school to post-secondary education. We pursued the idea of developing a role for someone who would have continuous contact with a student from early in their secondary school experience

through to and throughout – or at least well into – their post-secondary education. In essence, the responsibilities would be similar to those of a high school career counselor, and a post-secondary counselor. What is different is that the responsibility would continue across both institutions.

Clearly, there are logistical challenges in developing a position that would bridge across institutions that may operate in different communities. But face-to-face contact may not be essential. In any event, in a system of higher education that provides opportunities to learn where you live, there will be many students whose institutional transition is close to home. Regional Learning Councils, an initiative I propose later in this report, will have a particular interest in facilitating the kind of institutional collaboration within which a model of continuous student contact could be developed and perhaps tested in a pilot project. Other approaches may achieve the same objectives more effectively. Whatever the mechanism, we need to do a better job of making learning transitions as seamless and painless as possible for learners.

I have already discussed the ways in which BCcampus should be developed into a comprehensive single portal source of access regarding post-secondary education opportunities, including admission and course requirements, career paths and labour market information. BCcampus is designed to be a resource for students and educators. It is presumably already an invaluable tool for many high school counselors, and will become increasingly relevant and helpful to their work. Government should ensure high school counselors are aware of BCcampus, know how to use it, and have an opportunity to provide advice on improvements to it.

Recommendation 19

Instruct the Ministries of Advanced Education and Education, working with the Higher Education Presidents' Council, to develop and implement a pilot project to determine the effectiveness of bridged mentoring.

Recommendation 20

Instruct the Ministries of Advanced Education and Education and BCcampus to undertake outreach to enable high school counselors to learn how to use BCcampus services and provide advice on improvements to them.

Increasing Access to Integrated Learning Resources

Anyone who uses a computer knows that each day sees the expansion of online access to a wider and wider range of sources of information. The opportunities for learners are obvious. Much of the curriculum of the Massachusetts Institute of Technology, one of the world's great universities, is now available online. Increasingly the classics of world literature and art, and the contents of texts spanning all branches of knowledge, are being made available. This explosion of information also brings challenges. It's not easy to navigate a multiplicity of sources, and it's even more difficult sometimes to discern on a computer screen the difference between an authoritative text and an uninformed digital broadsheet.

Clearly, a great deal of work is underway to take advantage of the opportunities provided by technological advances. During my consultations, I was reminded that BC post-secondary libraries have been leaders in delivering innovative services and in harnessing technology to support learning and research. For example, UBC Library developed the first online circulation system in North America. SFU Library was the first library in Canada to provide website access to its catalogue. UVic Library was an early adopter of online resources for business students and faculty. Today the BC Electronic Library Network provides system-wide access to academic research resources through a shared services approach for post-secondary institutions.

BC's post-secondary librarians are also committed to helping students navigate the wealth of information available, in order to help them in their study and research. As part of our overall commitment to leadership in learning, I propose to reach further and build on the strengths of the work underway. Some of this work may need to be undertaken in collaboration with federal infrastructure initiatives. Integrated access to some information resources may need to be phased in over time.

Recommendation 21

Instruct the Higher Education Presidents' Council to undertake a review of:

- the existing initiatives to integrate the provision of post-secondary library services, including the Electronic Library Network
- the status of initiatives to expand and integrate access to the "virtual" library resources of all public sector libraries in BC, including school and community library networks.

Recommendation 22

Upon completion of the review, instruct the Higher Education Presidents' Council to recommend a plan to create an integrated, comprehensive, online BC post-secondary digital library.

Expanding and Coordinating Access to Distance Learning Options

Distance learning – the modern equivalent of the old correspondence course – is an essential element of a comprehensive post-secondary education system because it provides access to those who can't, or in some cases won't, attend a campus for study.

Distance learning should not be considered synonymous with “open learning.” Open learning refers to an educational approach in which learning is generally self-determined, independent and interest-guided. Distance learning is one of the means by which open learning instruction may be offered.

All of the province's post-secondary institutions offer distance learning options for some of their courses as part of their core responsibilities. Thompson Rivers University, which was granted full university status in April 2006, has an additional requirement in its governing legislation to “serve the...open learning needs of British Columbia.” It does so under the guidance of a statutory planning council composed of officers of TRU and representatives of all the province's universities, university colleges, colleges and institutes.

My interest here is in the future of distance learning, particularly as technology continues to expand the reach of courses and programs available, and course delivery options become increasingly interactive.

Institutions must have the flexibility to decide for themselves when and how to offer instruction through distance learning. But in a learner-centred, publicly funded system, we also need to recognize that it may not be necessary for each of the province's public post-secondary institutions to design and deliver their own distance version of the basic education requirements found in, for example, introductory undergraduate courses. The public interest in efficiency and the learner interest in seamlessness and flexibility argue for a more integrated approach to an expanded range of online distance learning options. It will require on-going collaboration and coordination of effort by the sector to make the best possible use of resources for the benefit of learners.

Clearly there is a connection between the efficient and effective provision of distance education and the work of the Pacific Centre of Excellence in Learning Innovation. That connection will best be achieved by assigning responsibility for the expansion of distance learning options to the Higher Education Presidents' Council.

Recommendation 23

Assign the Higher Education Presidents' Council responsibility for developing options for the expansion and coordination of online access to distance learning options across the province.

Learning Portfolios: Recognizing a Range of Credentials

For many people, a diploma, degree or Red Seal certificate is one of their proudest possessions. Successful completion of a program may have been the key step along the road to a better job, more engaged participation in community life, or other enhanced work or life opportunities. In many circumstances, the credential itself – the certificate or the transcript of exam results – is also the best evidence that a course of study has been completed.

That may be changing. I was frequently reminded during my consultations that as students increasingly pursue a wider array of program options, attend multiple institutions, and undertake work, internship, and co-op activities at home and abroad, the list of courses taken and the final certificate obtained are an incomplete record of their learning experience. What's required instead is a more comprehensive approach to the recognition of learning, and a way to record a wider range of learning experiences.

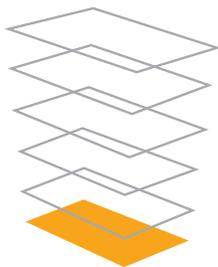


The idea that our record of learning should look more like a portfolio than a simple list of courses taken and marks obtained has been discussed for many years. Technology now makes it easier to securely record large amounts of information in a space as small and accessible as an electronic “smart-card.” What’s missing is the impetus to do the work. For the Campus 2020 learner, entrance through the BC Learning Gateway should mean an opportunity to explore widely and to be credited for the full spectrum of learning experiences. Accordingly, it is time to create a comprehensive credentials portfolio that incorporates all learning outcomes.

Recommendation 24

Instruct the Higher Education Presidents’ Council to develop and recommend a comprehensive education portfolio and credentials recognition system that incorporates all learning outcomes.

The BC Brand: An Assurance of Quality



Quality – Regardless of the mode of delivery and the type of institution, organization or business providing lifelong learning, individuals must be provided with a learning experience that meets or exceeds provincial norms or standards for high-quality learning.

A Guiding Principle from the Confederation of University Faculty Associations Campus 2020 Submission

Accreditation

Canada stands alone among the 30 member countries of the Organisation for Economic Co-operation and Development in not having a formal system for institutional accreditation. For many years the Association of Universities and Colleges of Canada has served a substitute accreditation function. Membership in the association, together with the provincial chartering legislation, has generally been accepted as an alternative to a formal accreditation process. Increasingly this approach has come under scrutiny. The AUCC has not admitted into membership new degree-granting institutions meeting provincial quality standards, creating pressures for accreditation processes from those institutions. In addition, the increasingly global context in which post-secondary education operates has led to calls for more readily recognizable and acceptable standards for determining the quality of post-secondary institutions and their programs.

Accreditation is a response to the public interest in a system of safeguards and assurances that ensure the credentials issued by an institution are sound and can be relied upon. That public interest applies to learners who make substantial investments of time and money in pursuing those credentials, to employers who seek to hire workers for jobs requiring specific kinds of skills, and to governments who legislate, regulate and fund learners and institutions. The concern for quality applies to degrees and other credentials, and it applies to both public and private institutions. In short, accreditation acts as a “seal of approval” for the quality of an institution and its programs.

Canada’s patchwork of quality assurance mechanisms is not only confusing, it is ultimately self-defeating. As Stephanie Oldford notes in her paper, *Exploring Options for Institutional Accreditation in Canadian Post-Secondary Education*:

To a lay person, such as a prospective student, plain explanations of which institutions are recognized for what and by whom are difficult to find. For educational professionals, these explanations are difficult to provide. In short, Canada lacks a consistent and comprehensive approach to quality assurance that:

- *includes a majority of institutional types offering programs at the degree level*
- *enjoys the trust and support of post-secondary education stakeholders and the public*
- *leads to an easily understood and recognizable statement of quality that students, parents and institutions can utilize in making comparative decisions of quality.*

In BC, there are a variety of publicly regulated quality assurance mechanisms. The province's major universities rely upon their legislative charter as evidence of quality. The Private Career Training Institutions Agency provides registration and accreditation functions for private providers of most kinds of training courses and programs. The ITA, as previously discussed, provides quality assessments for programs related to certifications for vocational training. The BC Council on Admissions and Transfer provides a variant on the idea of quality assurance, as its

...public confidence depends on... comprehensive mechanisms for quality assurance

participating institutions are unlikely to enter into transfer and articulation agreements unless they are satisfied with the quality of the course or program of the proposed transferring institutions.

The centrepieces of the existing provincial mechanisms for quality control are the *Degree Authorization Act*, passed in 2002, and the Degree Quality Assessment Board established under the *Act* in 2003. DQAB represents a necessary step to provide quality assurance in the context of a series of

decisions by governments to expand degree-granting opportunities for public and private institutions in BC. It is appointed as an advisory board to oversee quality assessment and make recommendations to the Minister on applications for:

- new degree programs and exempt status submitted by BC public post-secondary institutions, and private and out-of-province public post-secondary institutions. (This tends to involve application of degree program criteria related to curriculum and program standards and content.)
- use of the word “university” submitted by private and out-of-province public post-secondary institutions. (This tends to involve application of organization-level criteria of administrative capacity, financial stability and related matters.)

DQAB has done a good job of building public confidence in the exercise of its statutory authority to designate degrees and institutions under the *Degree Authorization Act*. It is time, however, to take the next step. Public confidence in the quality of our post-secondary education sector depends on the existence of comprehensive and comprehensible mechanisms for quality assurance. This sends a persuasive message both here and elsewhere that BC's degree-granting institutions are worthy of trust. This requires a system of degree and institution accreditation.

Ultimately, a system of accreditation will be most effective if it is a truly national system. In some respects, a model for a national system already exists in the form of the Red Seal trade accreditation system administered in BC by the ITA. The challenge is to find the right way to proceed. To wait for others to take the lead in developing a national system will do nothing to improve confidence in our institutions, and is inconsistent with our expressed commitment to post-secondary leadership. The best course, in my view, is to proceed on two simultaneous and parallel tracks: to build on the experience, expertise and leadership that exists already in the province, and to work collaboratively with other provinces to develop a national system. An ideal framework for the initiation of inter-provincial discussions exists under the auspices of the *Trade and Internal Mobility Agreement* between BC and Alberta.

Recommendation 25

Commission the Degree Quality Assessment Board and the BC Council on Admissions and Transfer to develop and recommend a provincial accreditation process and system for all public and private degree-granting institutions in a report to government by 2009.

Recommendation 26

Establish a provincial system of public and private post-secondary institution accreditation by 2010.

Recommendation 27

While undertaking the work above, initiate discussions with other provinces to develop an inter-provincial accreditation system with the goal of establishing an internationally recognized system of accreditation by 2012.

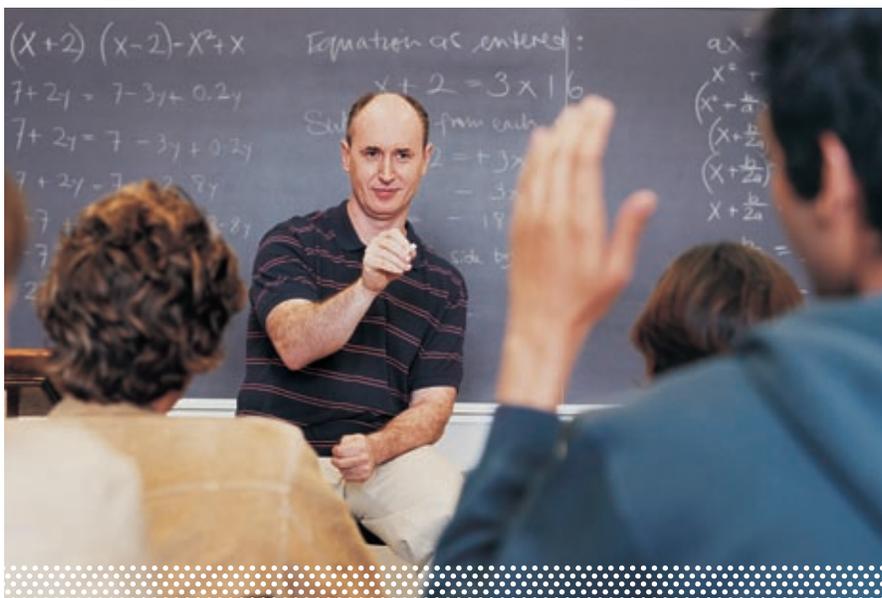
Quality and the Private Sector

British Columbia's private non-profit and for-profit post-secondary institutions are a vital part of our landscape of higher learning. They help expand learner choices across a spectrum that ranges from a small handful of universities to hundreds of training institutions offering thousands of programs across the province. One of BC's private universities, Trinity Western University, has been in operation longer than Simon Fraser University or the university colleges.

The public interest in quality assurance for private post-secondary education arises from two sources. One is the need to provide safeguards for individual students, protecting them from such things as fraudulent business practices. A second – and no less important – need is to protect BC's reputation as a jurisdiction offering high quality and reliable post-secondary education opportunities. These considerations are equally relevant whether institutions are operating on a non-profit or for-profit basis.

There have been two recent changes in the way private institutions are regulated in the province. As noted above, the Minister may now grant consent to private institutions to offer and advertise degree programs, grant degrees, and use the word "university," under the *Degree Authorization Act*. Under the *Private Career Training Institutions Act*, the Private Career Training Institutions Agency was established as a self-regulating agency in 2004. It is governed by a board of industry representatives responsible for establishing a program of registration and accreditation for private institutions. Under the PCTIA legislation, registration is mandatory, while accreditation is not. As of December 2006, there were 526 registered institutions, of which 210 were accredited.

During the course of my deliberations, considerable public attention was devoted to complaints about two private post-secondary institutions. In October 2006, PCTIA suspended the registration of Kingston College. In February 2007, the Minister of Advanced Education ordered that Lansbridge University close by May 1, 2007.



It is not my mandate to review or pass judgment on the circumstances of individual post-secondary institutions. It is clear, however, that these events have raised questions both in and outside BC with respect to whether the existing regulatory framework is adequate to protect the public interest in post-secondary education quality.

Other recommendations in this report provide for the inclusion of the private sector in planning and coordination processes that engage the entire sector of post-secondary institutions. I have made these recommendations because, firstly, the private sector is an important part of post-secondary education in BC and will continue to be so, and secondly, the public interest in achieving the highest levels of participation, attainment and access requires that the entire sector of education institutions – both public and private – act as a coordinated whole, engaged in a common enterprise of providing learning opportunities.

From the same perspective, my recommendations with respect to the development of processes for accreditation – particularly for degree-granting institutions – include both public and private degree-granting institutions, as is already recognized in the existing processes for degree designation under the *Degree Authorization Act*.

So, while there may be a necessary role for a distinct regulatory agency such as PCTIA to provide for registration and accreditation for private non-degree granting institutions, I believe the PCTIA board should be expanded to include representatives appointed to represent the broader public interest in consumer protection and quality assurance. PCTIA is, by design, intended to function as an organization led by its members. In my experience, however, it is helpful to have other voices in the room when questions of the public interest are being considered by industry organizations that also exercise regulatory powers. The Law Society, for example, is much better able to uphold the public interest in the regulation of the legal profession because of the presence on its governing body of lay (non-lawyer) benchers. Taking a similar approach would improve public confidence in PCTIA, and I urge government to take this step immediately.

The public interest in quality for the private sector will continue. PCTIA has been in operation for less than three years. When the *Act* has been in force for five years, it will be timely to commission an external review of the *Act* and its administration.

Recommendation 28

Expand the board of the Private Career Training Institutions Agency to include three members who are not associated with any private career training institute.

Recommendation 29

Undertake an independent review of the *Private Career Training Institutions Act* in 2009.

Transfer and Articulation

British Columbia is widely regarded as a leader in transfer and articulation. This work is overseen by the BC Council on Admissions and Transfer, whose mandate is to facilitate admission, articulation and transfer arrangements among BC post-secondary institutions. BCCAT was established in 1989. It is funded by the Ministry of Advanced Education. Its members, all drawn from the public and private education sector, are appointed by the Minister. BCCAT provides a number of services that assist in achieving a high level of inter-institutional transferability in the province. It maintains a guide which publishes transfer agreements between members of the BC transfer system. It manages www.educationplanner.bc.ca, which provides program and admission information for post-secondary institutions in BC. And it maintains and supports a network of over 70 discipline and program committees that meet annually to discuss articulation.

BCCAT is a critically important lynchpin of the university transfer system, a foundational mandate for the province's community colleges. Articulation and transfer agreements provide students with the assurance courses and programs taken in one institution – typically a university transfer program taken at a college – will be given recognition for credit at another institution, typically a university.

It is clear from my consultations that students have growing expectations for seamless laddering among programs and course options. These expectations include the ability to use diplomas and certificates in vocational and technical programs as stepping stones to degree programs. They also reflect the fact that the pursuit of higher education is increasingly an activity that crosses political borders – be they provincial or national. The pressure is growing for an expanded system of transfer recognition. British Columbia has an opportunity to build on its existing leadership position in this area. It's time to put in place a plan which will help us realize these aspirations by extending its transfer agreements across a wider range of programs and a wider range of institutions.

Recommendation 30

Instruct the BC Council on Admissions and Transfer to develop and recommend a plan to expand the existing BC transfer system to extend the benefits of transfer to students in BC programs and institutions not currently covered. This plan should be in a report to government by 2009.

Recommendation 31

By 2010, implement a plan to extend the benefits of transfer to students in BC programs and institutions not currently covered.

Attracting International Students

At the outset of this project we commissioned Karel Reus, a senior advisor on international relationships with the University of Melbourne, to prepare a “think piece” reflecting on lessons from the Australian experience with international education. His paper, entitled *International Post-Secondary Education: the Education Gateway* can be read as an important contribution to a discussion of these issues, and as a cautionary tale for other jurisdictions.

Dr. Reus suggests that the number of students studying transnationally will continue to grow and that there may be over two million international students seeking places in English-speaking countries by the year 2020. The question for “providing nations,” he says, is not whether to be involved, but to what extent.



There are currently more than 140,000 international students choosing to study in British Columbia each year. Their cultural and financial contribution to the province is considerable. The majority of institutions who participated in the Campus 2020 consultations referenced strategies to increase the number of international students within their institutions. In fact, the university colleges collectively cited confusion with that designation among international audiences as one of key reasons why a name change is essential to their off-shore recruitment and partnership initiatives.

The government’s Pacific Gateway economic development strategy and the province’s natural advantages as an attractive place to live and study, make it reasonable to assume that the role of internationalism in BC’s post-secondary landscape will continue to grow.

This represents both an opportunity and a challenge.

It is an opportunity because foreign students bring benefits to British Columbia far beyond the fees they pay. They bring a diversity of cultural backgrounds and experiences to the institutions they attend and the communities in which they live while studying.

To take full advantage of these benefits, we must actively engage foreign students as more than passive consumers of *our* educational products for *their* individual ends. At their best, our campuses and communities could become models of social, cultural and linguistic sensitivity – taking advantage of the on-campus presence of foreign students to begin to foster global mindsets in visiting and domestic populations alike.

Internationalism also represents an opportunity to introduce BC to students who may choose to live and work here after graduation. If, as the demographic and labour market evidence suggests, BC becomes increasingly dependent on immigration to meet labour needs over the next generation, international students will become an important and necessary component of our provincial economic strategy. At a minimum, we must be cognizant that long-term social, cultural and economic benefits are often driven by personal relationships and networks as much or more than by any other factors.

Establishing those relationships and networks are among the challenges that come from the fact that international students often bring unique needs in terms of language and other support requirements. But to heed one of Dr. Reus' lessons from the Australian experience, it is important to note that the presence of a highly mobile cohort of students who "pay for what they get, and...have views about what they should get for their money" drives positive change within institutions as they strive to become more aware of, and responsive to, student needs and interests.

So while the challenges may be significant, they are outweighed by the opportunities presented by international interest in BC as a learning destination for students at all levels of study. Pursuing a leadership role in international education is consistent with the government's Asia Pacific Strategy. It is also a very competitive business – and research shows that Canada is falling behind other jurisdictions in its market share.

The province has already undertaken initiatives in concert with the federal government that are intended to make it easier for foreign students studying in BC to apply for off-campus work permits. These permits give students a chance to support themselves while studying. They also increase the likelihood that students will learn enough about BC to encourage them to want to stay here.

The next step is to integrate the completion of studies more fully with eligibility for landed immigrant status. Accordingly, I encourage the BC government to initiate discussions with the federal government to develop and pilot a program for issuing work permits upon completion of studies, with a fast track for landed immigrant status.

Lastly, while the issue of professional credentials may, strictly speaking, lie outside my terms of reference, it was frequently pointed out that an economic development strategy linking higher education with immigration will not succeed over the long term without continuing, persistent efforts to improve the translation and transferability of professional credits for immigrants who come to Canada with overseas credentials. There is much attention being paid to this issue, but there is also much more that needs to be done. What seems less developed as a component of an overall strategy for the recognition of training and credentials from abroad is the opportunity for collaboration and partnerships between the self-governing professions and higher education institutions. Opportunity exists to design and deliver programs specifically intended to adapt foreign credentials, either by programs delivered on campuses or, where appropriate, through programs delivered in co-op learning or internship programs.

Recommendation 32

Instruct the Higher Education Presidents' Council to develop a province-wide strategy for ensuring that BC institutions are maximizing the opportunity to attract and retain international students.

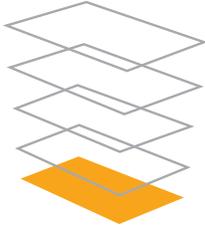
Recommendation 33

Initiate discussions with the federal government to develop and pilot a program for issuing work permits upon completion of studies, with fast-tracking to landed immigrant status.

Recommendation 34

In tandem with other efforts intended to encourage the recognition and re-accreditation of overseas credentials, encourage higher education institutions to design and deliver programs specifically intended to adapt foreign credentials, either by programs delivered on campuses or, where appropriate, through programs delivered in co-op learning or internship programs.

Responding to Regional Needs: Learning Where We Live



Our institutions must serve the needs and fire the imaginations of the learners in all parts of the province. Our goal is to establish an advanced education network that touches every region and every learner in BC.

Gordon Campbell, Premier of BC, July 17, 2006

The legacy of half a century of innovation and experimentation in meeting the needs of BC's learners is a remarkably diverse set of public post-secondary institutions.

Within the public post-secondary system, there are four universities, two special purpose universities, three university colleges, twelve colleges and five institutes. Within this already complex framework, there are further refinements. For example, the University of British Columbia has a unique governance structure to provide for the establishment and operation of its Okanagan campus. The mandates of the two special-purpose universities, Royal Roads and Thompson Rivers, differ significantly from the comprehensive universities and from each other. The five institutes also have distinct mandates; British Columbia Institute of Technology – described in legislation as a “polytechnic” – looks forward to a future when it will have the capacity to award doctoral degrees.

For 25 years, system development was guided largely by the framework recommended in the 1962 report *Higher Education in British Columbia and a Plan for the Future*, written by John B. Macdonald, then-president of UBC.

Since the mid-1980s, system development has been marked by a series of innovations reflecting continuously evolving policy objectives. Policy responses to the needs and demands of particular regions and communities of interest – including the ambitions of institutions themselves – have been highly flexible. From one perspective, the result of this innovation is a wonderfully wide range of learner choice and opportunity. However, to anyone – including the prospective student – encountering this assembly of institutions for the first time, it is a challenge to make sense of it all.

The terms of reference for Campus 2020 include providing advice and recommendations on the “design of a comprehensive post-secondary system that addresses mandates, roles, responsibilities, and governance of diverse institutions within BC, both public and private.” Throughout my consultations, I heard a wide range of carefully considered points of view on this subject. Many participants emphasized the great strength in our diversity of institutions. Others said it was time to impose some rigour and clarity on a system which was showing signs of what was called “mandate creep” – the tendency over time for post-secondary institutions to want to expand their reach beyond what is thought to be warranted or justifiable. I was encouraged by some to examine and borrow from models elsewhere. I was encouraged by others to see British Columbia as a leader in its innovative and flexible approach to institutional design and governance.



All of the institutions were helpful in explaining their own perspective on these issues. Some were clear that they wanted to carry on as they are now constituted; others expressly sought an expanded or redefined role.

In considering what I have learned from the participants in Campus 2020 and from my readings in the public policy literature in this area, I offer several observations.

First, it is easy to get lost in the nuances of top-down system design. The key question for government should not be “What is best for institutions?” but rather “What is best for learners?”

Second, the design and implementation of an effective categorization system or taxonomy of higher education institutions must reflect the unique needs, circumstances and opportunities that exist in British Columbia. There is no single, enduring right answer waiting to be discovered here or in some other jurisdiction. Just as needs, circumstances and opportunities will evolve, so too will our institutions, and the framework within which they operate.

Third, the task here is not to build a system of higher education from scratch. There is a huge investment in an existing system infrastructure that works, for the most part, remarkably well. There is a need for re-focus, not re-invention.

Fourth, institutional differentiation is not a value in itself, but has value to the extent that it helps encourage and nurture the widest possible range of opportunities for learners. Thus, while there is a public interest in encouraging institutions to develop their own cultures, missions and purposes, the system as a whole must meet our collective objectives.

Lastly, we should recognize the era of massive system-wide growth and expansion is largely behind us, at least for the foreseeable future. This trend will play itself out differently across the province, but it has important implications for the roles and mandates of institutions.

There is no perfect taxonomy of public post-secondary institutions in BC, but it is possible to describe three general types:

- ◆ Regionally based institutions that provide a wide range of developmental, vocational, academic and continuing education programs. The general mandate of these institutions is to provide “access to all” in the areas of the province they serve. This group generally includes all of the colleges, university colleges and Thompson Rivers University.
- ◆ Research-intensive institutions that are responsive to the communities in which they operate, but that fundamentally exist to serve the needs of the province as a whole. They do this by providing a comprehensive range of undergraduate and graduate academic programs for those who are qualified. This group includes UBC, SFU, UVic, and the University of Northern British Columbia.
- ◆ Institutions established to create learning opportunities around specific subject areas or communities of interest. This group includes Royal Roads University, the Justice Institute of BC, Emily Carr Institute of Art and Design, Nicola Valley Institute of Technology, the Institute of Indigenous Government and BCIT.

Clearly this categorization is both imperfect and incomplete. BCIT, for example, would see itself as fitting into both the second and third categories. Nevertheless, the attempt at categorization helps us see the three broad aspects of the system as it has developed. The key point is that different regions and communities of learners have different needs. While the system has evolved to accommodate flexibility, it has evolved to respond to these needs. After much thought, it seems to me that the best way forward is to build on the strength of this evolution by maintaining and enhancing a framework of institutional roles and mandates that:

- ensures regional access to a wide-range of learning opportunities across the province
- provides access within the province to the highest levels of academic opportunity and achievement for those who are qualified
- recognizes the value of special-purpose institutions as vehicles for meeting unique needs.

These objectives are discrete, but inter-linked. Most importantly, we cannot have a system of higher learning in which all institutions aspire equally to undertake all responsibilities with an equal measure of success. We must be willing to give our diverse institutions distinct responsibilities, and to maximize the possibility that we can achieve both the widest reach of opportunity and highest levels of excellence.

One of the key strengths – and defining attributes – of BC’s post-secondary system is its focus on transferability. It is because of this strength that we are now in a position to achieve further clarity of purpose and mandate without the danger of creating a disjointed hierarchy. Our goal for BC should be a range of different institutions serving different purposes working together to form an integrated and coherent system across a comprehensive learning landscape.

I also want to emphasize that there is no simple or wholly objective formula which provides a perfect one-size-fits-all model for the distribution of post-secondary institutions across the province. Nevertheless, we can enhance clarity without attempting to manufacture simplicity. Some changes are necessary to ensure that

our public institutions can effectively meet the challenges that lie ahead. But what I propose will look much more like evolution than revolution.

Regional Access

The community college system was founded and developed on the premise that institutions should exist in every region of the province, and should provide programs in developmental education, career and vocational training, continuing education and university preparation. In my consultations, I traveled to most of the province's college regions and met with the educators, students, community and business leaders who study, teach, work, and lead all of these institutions. It is clear to me that regional institutions play a vital role in providing education opportunities across the province. While there are, and will be, challenges of sustainability and viability for some colleges – particularly those serving communities that are less populated, more remote, or facing significant local economic challenges – it is critically important that we maintain an institutional post-secondary presence in all our regions.



As mentioned above, the original mandates of community colleges brought together three streams of programs: developmental education, providing adult learners with an opportunity to complete high school education; career and vocational training, leading to diplomas and certificates; and university transfer programs, allowing students in most parts of the province to avoid traveling to the major centres where universities are located for their first and/or second years of study.

Over time, communities have grown, the economy has changed, and the demand for a wider range of locally available program options, including university degrees, has increased across the province. In response to these pressures, the *University of Northern BC Act* was passed in June 1990. Less than a year earlier, government created a new model of post-secondary institution called the “university college.” This was an expanded hybrid institution, incorporating all of the elements of community college mandates and adding the option of offering baccalaureate degrees. Five such institutions were eventually established across the province. Creating one institution where a person could finish high school, obtain a vocational diploma and get an undergraduate degree is a remarkable example of creative, learner-centred system design.

Regional Universities: The Next Step

From my consultations, it's clear that people want access to university degree programs in all regions of the province. Recent organizational innovations are responses to this demand. University College of the Cariboo has been transformed into Thompson Rivers University. The former Okanagan University College has become two institutions: Okanagan College and the Okanagan campus of UBC. That demand is not simply a question of wanting access to a wider range of programs. It is also a demand rooted in the recognition that university status opens up opportunities for community development and for institutional fundraising.

The university college model has succeeded, but the label has failed...regional degree-granting institutions are, and ought to be recognized as, regional universities

The university college model of learning has succeeded, but, for several reasons, the label has failed. This is in part because an innovative institutional model that incorporates developmental, vocational and undergraduate education has not been adopted elsewhere in Canada. It is in part because the label was deliberately intended to connote a hybrid, and therefore something which is neither completely one thing nor

another. And it is, in part, because Thompson Rivers University and UBC Okanagan were created to respond to regional demands for access. These initiatives, while innovative, implied there was something transitional, rather than final, in the concept of the university college.

By law, university colleges have the power to grant university degrees. It's time to abandon the label. These regional degree-granting institutions are, and ought to be recognized as, regional universities.

Taking this step is a critical part of a larger strategy intended to give greater emphasis to the idea of regional learning, and to provide "access for all" to a wide range of learning opportunities across the province. Taking this step – in conjunction with other recommendations I will make shortly – will also provide greater clarity of purpose and role, not just for the current university colleges, but for the system as a whole.

It is also worth observing that the greatest numerical and relative population growth in the college regions over the next 15 years will likely occur in the Kwantlen region. Significant growth will also occur in the Fraser Valley and Malaspina regions. Existing rates of post-secondary participation are low south of the Fraser River. The recent addition of the SFU Campus in Surrey should make a difference. But even its submission pointed out the great deal of work necessary to increase participation and attainment rates in the towns and cities served by Kwantlen University College and the University College of the Fraser Valley.

My proposal is that the three remaining university colleges (Kwantlen University College, Malaspina University-College and the University College of the Fraser Valley), together with Thompson Rivers University, become statutorily designated as regional universities. Their function will be to provide – as they do now – developmental, vocational and university programs. Like colleges and institutes, they will be teaching-intensive, which will distinguish them in mandate and purpose from the province's four research-intensive universities. Thompson Rivers University will

operate as a regional university (as it does now), with its added responsibility and mandate for Open Learning.

I see no risk of confusion in a differentiation between provincial, research-intensive universities and regional, teaching-intensive universities, provided that the differences in mandate are made clear through legislation and reinforced in the design, structure and funding of the institutions.

In this regard, I should observe that the existing legislative mandate for institutes, colleges and university colleges, found in the *College and Institute Act*, makes no reference to research. Yet all of these institutions compete for and receive some research funding. I acknowledge that regionally based, community-supported research has a role to play in supporting learning at all levels. But it is *supportive*, not *fundamental*. There is therefore a need for the clearest possible expression of the mandate of regional universities.

I suggest adopting a statutory mandate for regional universities along the following lines:

- (1) The purposes of a regional university are
 - (a) to offer baccalaureate and masters degree programs, and
 - (b) to offer post-secondary and adult basic education and training.
- (2) A regional university must promote teaching excellence.
- (3) A regional university may undertake and maintain research and scholarly activities for the purposes of supporting teaching.
- (4) In carrying out its purposes, a regional university must serve the educational and training needs in the region specified by the Lieutenant Governor in Council.

I would also continue the education council model of governance for the regional universities to reflect the fact that they have a key role to play in the delivery of regional learning opportunities within a coordinated system of post-secondary institutions. Under this model – and as I discuss later in the report – regional universities would not have the power to establish new degree programs without approval from the Minister, at which time the process established through DQAB would apply.



Finally, I recommend that Royal Roads University and the five institutes continue their focus as teaching-intensive facilities whose “region” happens to be the entire province of British Columbia. In maintaining the current role and mandate of these institutions, I am not saying current funding models are adequate or that sustainability issues do not exist. There may indeed be significant and/or systemic problems with the manner in which these specialized facilities are funded, and those should be addressed. In any event, an investigation into that question is outside the terms of reference of this report.

With regard to purpose and mandate, however – subjects that are within the scope of this report – I am convinced that British Columbians feel that institutes serve a very clear and important purpose. From a long-term planning perspective, my interest is in helping to clarify institutional purpose and differentiation in a manner that allows all our institutions to focus more clearly on their particular mandates within a larger, coherent, and sustainable system of post-secondary service providers.

Recommendation 35

Clarify the mandates of British Columbia’s regional network of post-secondary institutions by:

- repealing the statutory designation of “university college”
- creating the statutory designations of “regional university”
- re-configuring Thompson Rivers University as a regional university, with continuing responsibility for Open Learning
- creating three new regional universities as follows:
 - Kwantlen University College to become “Kwantlen University”
 - Malaspina University-College to become “Malaspina University”
 - University College of Fraser Valley to become “Fraser Valley University”
- legislating the purposes of regional universities to reinforce their mandate as teaching-intensive, regional learning institutions
- adopting the Thompson Rivers University governance structure for regional universities.

Regional Planning and Coordination: Regional Learning Councils

All of the recommendations within this section of the report are intended to enhance regional access to learning. The framework proposed, however, lacks the appropriate mechanisms to ensure that public resources are deployed in the most effective way possible in each region of the province. This lack of sector responsibility for coordination is as problematic for regionally based learning as it is for the province as a whole. A complex array of institutions requires structures and opportunities for planning, collaboration and coordination with a regional focus. This is necessary not simply to minimize the risk of unnecessary duplication and overlap, but to ensure that the best and most creative thinking is brought to bear on the task of maximizing regional learning opportunities.

...the regional diversity of BC, with its vast and challenging geography, requires new regional structures... “to better integrate secondary with post-secondary education”

It is beyond question that the province’s post-secondary institutions recognize the value of collaboration and coordination. There are many examples of post-secondary institutions working with each other, and with other sectors, to create programs and courses across institutional and sectoral boundaries. Often these initiatives occur because of committed leadership from administrators and teachers. In some cases they are

encouraged by provincial government programs. Given demographic trends and fiscal realities, however, there is a pressing need to create a framework that ensures a coordinated, regionally focused approach to regional education planning and collaboration. This approach must reach beyond the post-secondary institutions to include the K-12 system and the community.

This topic has been recently considered by the BC Progress Board in a discussion paper written by Charles Jago, the former president of UNBC, entitled *Working Together to Improve Performance: Preparing BC’s Public Education System for the Future*. I completely endorse Dr. Jago’s view that the regional diversity of BC, with its vast and challenging geography, requires new regional structures “to better integrate secondary with post-secondary education.”

The framework I propose will bring together representatives of the regional public and private post-secondary institutions, as well as the education sector and community representatives, for the purpose of:

- planning regional learning initiatives, including the development of regional learning goals
- exploring and developing opportunities for collaboration and coordination
- developing options for regional distance learning
- maximizing opportunities for community engagement.

Obviously, our post-secondary institutions need to participate in this endeavour. But local citizens also need to be involved in discussing and making decisions about learning options in their communities.

There are currently 15 college regions. In some of them, the existing post-secondary institutions would be challenged by their limited size, capacity, and widely dispersed populations they serve, to maximize opportunities available from collaboration and coordination, particularly when involving universities. Accordingly, I believe it is desirable to aggregate the existing college regions into a smaller number of larger groupings. The boundaries of the five Regional Learning Councils should correspond with the boundaries of the existing college regions, and roughly match those of the regional health authorities. Clearly, a balance needs to be struck to create organizations that are large enough to find economies of scale and efficiency, and yet not so large as to lose connection with the communities they serve. I have no doubt that within the general framework of a formal structure, smaller groups will coalesce to address the opportunities and challenges in their specific communities.

Regional Learning Councils

Five Regional Learning Councils are proposed: Northern, Interior, Fraser, Vancouver and Vancouver Island.

The functions of the Regional Learning Councils are to:

- collaborate on the development and implementation of plans for the efficient and effective distribution of regional learning opportunities in the area of developmental, career and vocational, university preparation and undergraduate programs
- facilitate inter-institutional and inter-sectoral coordination and integrated service delivery to maximize local access without unnecessary duplication and overlap, and incorporating access to all community resources.

Membership of each Regional Learning Council will consist of the presidents of public colleges and universities and private degree-granting agencies in each region, the superintendents of the boards of education in each region, and community representatives appointed by government in a manner that ensures a broad representation of community interests.

The six special purpose institutions (BCIT, Royal Roads University, Emily Carr Institute of Art and Design, the Justice Institute of BC, Nicola Valley Institute of Technology, and the Institute of Indigenous Government) will participate in and support the work of the Regional Learning Councils as required from time to time.

Recommendation 36

Create the Northern, Interior, Fraser, Vancouver and Vancouver Island Regional Learning Councils to facilitate the efficient and effective distribution of regional learning opportunities.

Regional Learning Council	College Region	Post-Secondary Institution*	School District
Northern	New Caledonia Northern Lights Northwest	College of New Caledonia Northern Lights College Northwest Community College University of Northern British Columbia	Bulkley Valley Coast Mountains Fort Nelson Haida Gwaii/Queen Charlotte Nechako Lakes Nisga'a Peace River North Peace River South Prince George Prince Rupert Quesnel Stikine
Interior	Okanagan Rockies Selkirk Thompson Rivers	College of the Rockies Okanagan College Selkirk College Thompson Rivers University UBC Okanagan	Arrow Lakes Boundary Cariboo-Chilcotin Central Okanagan Gold Trail Kamloops/Thompson Kootenay-Columbia Kootenay Lake Nicola-Similkameen North Okanagan-Shuswap Okanagan Similkameen Okanagan Skaha Revelstoke Rocky Mountain Southeast Kootenay Vernon
Vancouver	Douglas Capilano Vancouver	Capilano College Douglas College Langara College Simon Fraser University University of British Columbia Vancouver Community College	Burnaby Coquitlam Howe Sound Maple Ridge-Pitt Meadows New Westminister North Vancouver Sunshine Coast Vancouver West Vancouver
Fraser	Fraser Valley Kwantlen	Fraser Valley University Kwantlen University Simon Fraser University	Abbotsford Chilliwack Delta Fraser-Cascade Langley Mission Richmond Surrey
Vancouver Island	Camosun Malaspina North Island	Camosun College Malaspina University North Island College University of Victoria	Alberni Campbell River Central Coast Comox Valley Cowichan Valley Greater Victoria Gulf Islands Nanaimo-Ladysmith Powell River Qualicum Saanich Sooke Vancouver Island North Vancouver Island West
*Note: The six special purpose institutions (BCIT, RRU, Emily Carr, the Justice Institute, NVIT and IIG) will participate in and support the work of the Regional Learning Councils as required.			

Degree Granting and Approval

The recommendations made in the previous section are designed to create a system of regional universities that provide access across the province to a wide range of program and degree opportunities, within a framework that ensures the efficient allocation of public resources. The creation of a Higher Education President's Council, a Higher Education Board, and five Regional Learning Councils will ensure a greater degree of collaboration and coordination of effort than the system has known before.

Within this framework, the provincial and regional universities will have degree-granting as a core responsibility. These institutions will (and in most cases already do) have processes and structures in place to maintain the levels of quality required for the provision of full undergraduate degree programs. The community colleges will continue to have as their core mandate the provision of learning opportunities for adult basic education, career and vocational training, and university preparation. Granting degrees is not their core responsibility. The province's universities already have a long tradition of working with community colleges and other institutions to bring university credentials into communities where there is no university. The Higher Education Presidents' Council and Regional Learning Councils will provide forums for increasing this kind of collaboration, fusing local knowledge with the academic reputation of provincial and regional universities.

Within this framework, some measure of mandate clarity is necessary to ensure focus of purpose, dedication of institutional expertise, protection of our reputation for excellence, and efficient allocation of scarce public resources. Accordingly, I recommend that legislation be amended to remove the Minister's authority to designate degrees at the province's colleges.

The *College and Institute Act* is the principal regulatory framework for the province's colleges, university colleges and institutes. The *Act* gives the Minister broad powers in relation to funding, monitoring and accrediting all public post-secondary institutions other than the universities, which are provided for in other legislation. It is the Minister who has the power to designate degrees that may be granted by colleges, university colleges and institutes. As described earlier in this report, government has used its powers under the *Act* to establish the Degree Quality Assessment Board, which advises the Minister with respect to the approval of particular degrees. In practice, I was told, the Minister does not refuse the recommendations of the DQAB, although, at least as a matter of statutory interpretation, he or she is free to do so.

It is clear, then, that the government has the last word on the question whether individual institutions should have the ability to create new degree-granting programs. The legislation is silent, however, on the criteria upon which such a decision could or should be based. The issues here go beyond academic or institutional competence, which can be assessed by DQAB. The questions here concern the allocation and use of public resources to ensure effective collaboration and a minimum of duplication and overlap. In short, the goal is to ensure the most efficient distribution of educational opportunities across the regions of the province. Regional Learning Councils will have an important advisory role here, as will the provincial Higher Education Board and the Higher Education Presidents' Council. But the final arbiter of how best to use public resources in this context is government. Accordingly, it is appropriate that government have the last word. It is equally important to ensure that the relevant criteria are stated so that they can be applied in a way that is predictable, certain, transparent and accountable.

The existing legislation uses the terms “applied baccalaureate degree” and “applied masters degree” to draw distinctions between the mandates of colleges, university colleges and institutes. Nowhere is the term “applied” statutorily defined. In my consultation with DQAB, I was informed that the question of whether a proposed degree or program was “applied” had no bearing on their deliberations. From a learner perspective, the key questions for institutional mandates, curriculum design and program quality have nothing to do with whether the proposed offering is for study in a “pure” or “applied” discipline. The appropriate questions of institutional and instructor competence, and other relevant criteria, can all be effectively managed without superimposing the added exercise of determining whether a particular degree is, or is not, applied. I therefore recommend removing this aspect of the legislative distinction in institutional roles and mandates.

Under my recommended scenario, institutes and regional universities would have the authority to grant bachelor and master degrees, in accordance with the DQAB and ministerial approval processes. Colleges wanting to offer four-year programs to people in their regions would do so in collaboration with and under the auspices of a regional or provincial university. There would be no further need to append the word “applied” to define statutory mandates.

This change is essential from both a quality and a transparency perspective. Obviously, any changes to four-year degree programs should take effect in a manner that permits students to finish programs in which they are currently enrolled, and where appropriate, assists regional universities to assume existing degree programs of community colleges in their region.

Recommendation 37

In conjunction with the expansion of regional universities and the opportunities for enhanced collaboration and access to degree programs, restore the primary focus of community colleges by precluding colleges from granting degrees.

Recommendation 38

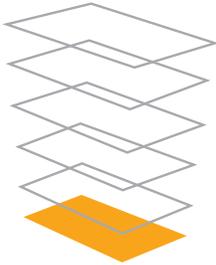
Amend the *College and Institute Act* to provide that the Minister will designate degrees upon

- the recommendation of DQAB
- advice from the Regional Learning Council that the proposed degree is necessary to achieve regional planning objectives
- being satisfied that the program is viable, having regard to provincial and regional plans, goals, objectives and resources.

Recommendation 39

To enhance clarity regarding the quality of BC degrees and transparency of the provincial degree granting approval process, eliminate the statutory designation of “applied degrees.”

Reaching Higher: Promoting a Culture of Excellence



It is axiomatic that we seek excellence in education: no lesser goal is worth the effort. Nevertheless, excellence in education is rare. It is to be found when carefully nurtured and cultivated; in the absence of a good environment it is easily choked out by the weeds of mediocrity.

John B. Macdonald

Higher Education in British Columbia and a Plan for the Future 1962

At the outset of this report, I argued for the recognition of two distinct but interrelated policy imperatives. The first is the need to reach as broadly as possible in order to provide a wide range of post-secondary learning opportunities to all British Columbians. Much of what is set out in the BC Access and Excellence Strategy and the previous chapter's emphasis on learning close to home is intended to realize this objective.

The second equally important imperative is to extend our reach as high as possible to permit the best and brightest to reach the full extent of their potential. In this section, I outline a vision for BC as the home of truly world-class higher education. This is admittedly an ambitious target, but it lies within our reach. It is, in any event, implied in government's "Great Goal" of education pre-eminence. We have tremendous natural and human advantages in BC. UBC is already recognized as a world leader in several international surveys. With renewed focus, investment and resolve, we can create an education, research and innovation cluster that will generate the ideas and innovation that will form the backbone of our economic and social success through the 21st century.



Research-Intensive Universities

BC is home to four research-intensive universities: University of British Columbia, University of Victoria, Simon Fraser University and University of Northern British Columbia. Three are located in the southwestern corner of the province, with satellite campuses in such places as Kelowna and the Kamloops Indian Reserve. UNBC has its main campus in Prince George.

All four of these universities strive for teaching and research excellence. All operate on the basis that their mandate is to serve the interests of the province as a whole, while also responding to needs and opportunities in the communities where they are located.

BC's research universities are complex institutions. They are strongly assertive of their autonomy, yet they work hard to build relationships and partnerships with other institutions, businesses and communities. Their governance structures date from medieval times, yet they are the incubators of transformative scientific and social change. They see themselves as independent, yet they are significantly dependent upon public funding from one source or another for the majority of what they do. They are the key to the two BC Access and Excellence Strategy targets that directly relate to the objective of world-class excellence in learning, research and innovation:

- Enroll more graduate students per capita than any other province.
- By 2010, BC will consistently be one of the three highest spending provinces in terms of provincial support for basic and applied research.

Before turning to a detailed consideration of the work required to reach these targets, it is necessary to say something about the continued role of the four research universities in achieving the access and equity objectives of the BC Access and Excellence Strategy.

UBC, UVic and SFU are the province's three largest post-secondary institutions. For most of their history – at least until UNBC was opened in 1990 – they conferred substantially all of the undergraduate degrees in BC. For this reason they have traditionally played an important role in delivering education on the principle of universal access – a principle that has informed post-secondary education policy in BC over the last half-century. Given the size of their student populations and their prominence in the cities in which they are located, UBC, UVic and SFU will continue to play an important role in providing regional access to university education in BC. They will also have an on-going and important role in making degree programs available across the province, and working in collaboration with regional universities, colleges and institutes through the Higher Education Presidents' Council and the Regional Learning Councils.

UNBC will have a unique responsibility. It will be working with the three northern colleges through the Northern Regional Learning Council to provide coordinated and collaborative access to learning opportunities in northern British Columbia. With approximately 3,000 full time students, UNBC is less than half the size of other universities or urban colleges. It has roughly a quarter of the full-time enrolment of BCIT. Added to this, the three northern colleges are all currently operating at approximately 75 to 80 per cent of their funded capacity. Clearly, there will be challenges in maintaining viable access to the full range of learning opportunities across the north. UNBC is widely regarded as one of Canada's best small universities. It should continue to develop as a regional research university with an emphasis on teaching excellence from a uniquely northern perspective.

I turn, then, to the work necessary to build world-class learning institutions in British Columbia.

The focus here is not simply on providing access to quality education; that is a necessary precondition of all post-secondary education in BC. To build world-class learning institutions, there must be an additional intensity of commitment to excellence at higher levels of learning, particularly in graduate studies. This requires a dedication of focus and purpose that cannot be achieved if graduate study is only an incidental activity of an education institution. I do not propose to restrict the ability of regional universities and the institutes to grant masters-level degrees in limited circumstances. However, the four research universities should have the exclusive power to grant doctoral degrees.

We must also ensure BC makes a commitment to graduate-level studies commensurate with its ambition to lead Canada and compete credibly on the world stage for learning and research excellence. Graduate students are an essential element of research capacity. There is a role for research in supporting teaching in all streams of learning. But the intensity of the effort required to achieve world-class research leadership is different in both qualitative and quantitative terms.

*...the only chance
creating a world-class
centre of research
excellence...lies in the
southwestern corner
of the province*

Canada as a whole lags behind the U.S. in training doctoral students by about 25 per cent. Within Canada, BC trails other provinces in the number of graduate degrees awarded, even before taking into account major recent initiatives by the governments of Alberta and Ontario to significantly expand graduate student enrolments. The government's recent announcement of 2,500 new graduate student spaces by 2010 will make a significant difference, but it will not put BC in a leadership position by 2015. To lead the country

in graduate student enrolment by 2015 will require an additional commitment, both by government and by other funders.

This is not just about creating seats; we also need to fund them adequately. This means funding the instructional and research capacity necessary to support an increased number of graduate students. It also means providing support for students. The June 2006 Competition Council report recommended that government provide 1,000 scholarships valued at \$10,000 each for graduate students. This would represent an annual investment of \$10 million. It appears from the information available to me that an expenditure of \$8 million to \$15 million per year would enable BC to match the existing investments in other Canadian provinces. But even a target as ambitious as that proposed by the Competition Council will not be enough for BC to reach the leadership position to which it aspires.

Distributing additional student spaces will also present its own challenges. If we want to obtain the maximum advantage from this investment, I believe it will be important to focus rather than disperse our efforts. The only chance we have of creating a world-class centre of research excellence in British Columbia lies in the southwestern corner of the province. There is no perfect formula here, but substantially all of the new graduate seats should be directed to UBC, UVic and SFU, in proportions among the three institutions that are similar to the existing distribution of research and enrolment capacity. We should be as clear as possible about our priorities in this regard. UBC has achieved recognition as a world-leading research university.

I believe that with the right focus, and building on the distinct strengths of each of the three major universities, it is possible to create a three-institution cluster of research and innovation excellence that can achieve the same level of prominence as California's Bay area, Greater Boston, and Cambridge, England. The objective here is not to encourage these three universities to compete with each other, but rather to encourage them each to develop in their individual areas of strength and expertise in a way that creates a collective whole greater than the sum of its parts. I would describe this as a new "Georgia Strait Global Leadership Initiative."

I should emphasize that the addition of new graduate seats does not necessarily mean an increase in the overall student population at the three Georgia Strait universities. The BC Access and Excellence Strategy contemplates the strategic re-distribution of institutional capacity in a way that ensures the achievement of all of the targets. In some cases, it may be necessary to increase institutional capacity. In other cases, it may be necessary to re-allocate it.

The implementation of the regional learning initiatives in this report will maintain regional access to undergraduate education across the province while ensuring that UBC, UVic and SFU can expand their role and capacity for graduate students.

Recommendation 40

Limit granting of doctoral degrees to the four provincial universities.

Recommendation 41

Building on the recent commitment to create 2,500 new graduate student spaces by 2010, develop a plan to implement the BC Access and Excellence Strategy target of the highest per capita enrolment of graduate students in Canada by 2015.

Recommendation 42

Allocate the new graduate student spaces to UBC, UVic and SFU in proportions similar to the existing distribution of research funding and graduate student enrolment.

Recommendation 43

Establish an expanded program of graduate student financial aid to ensure no qualified applicant for graduate studies is denied access on the basis of financial circumstances.

Research and Innovation

BC is undergoing a profound transformation from a resource-exploitation economy to a knowledge-based creation and innovation economy. Over the course of a century, we have built a prosperous province by developing our natural resources. Today, we are discovering new economic, social and cultural strengths based on our human resources.

Post-secondary institutions have a critically important role to play in any strategy for success in a knowledge economy. Knowledge, after all, is their business. Post-

...we are discovering new economic, social and cultural strengths based on our human resources

secondary institutions have a particularly important role to play in the research and research-related innovation that expands our understanding of the world, and creates the new ideas that are increasingly the foundation of social and economic development.

In Canada, research and development conducted by post-secondary institutions plays a much larger role than in other developed countries. The university sector is the second largest contributor to research and development (after the business sector). According to the national Pan-Canadian Education Indicators Program's 2002 data, universities fund almost half of their own research (46 per cent). About 24 per cent comes from the federal government and 11 per cent from provincial governments.

The importance of research in the work of post-secondary institutions is already recognized in provincial government policy. It is a recurrent theme in the reports to government from other sources – such as the 2006 Competition Council report previously mentioned – and it features strongly in the submissions to Campus 2020.

The province has made a significant contribution to research and research-related innovation through a number of initiatives announced and implemented over the past few years. Examples include:

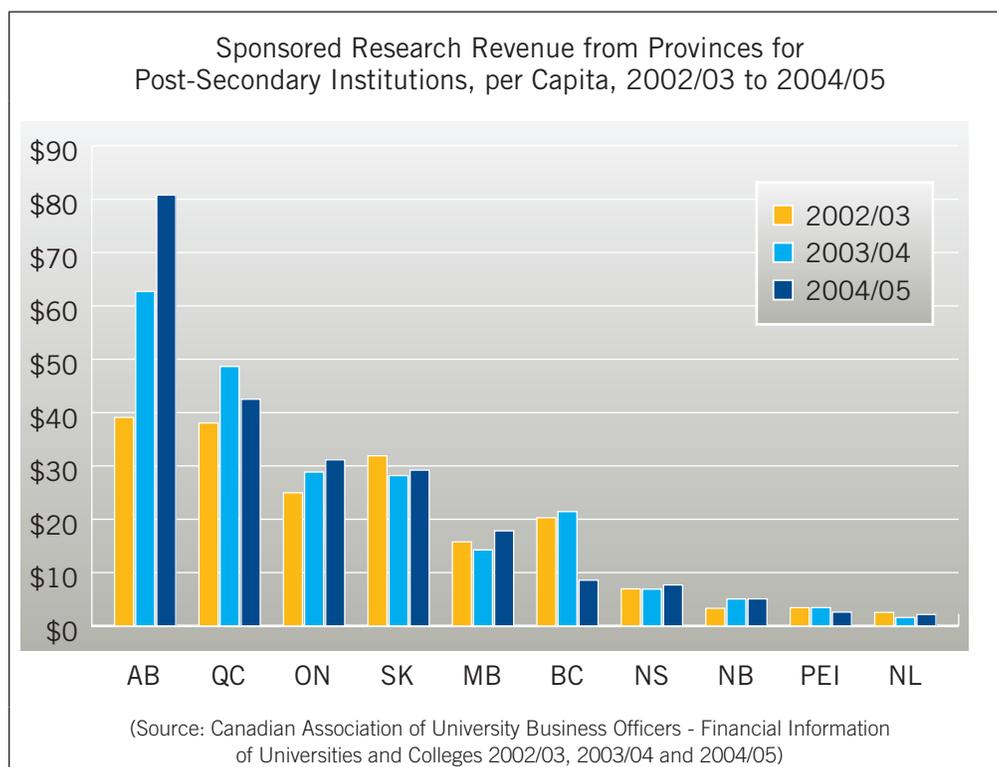
- over \$275 million for the BC Knowledge Development Fund
- \$134 million invested in Life Sciences buildings for UBC, UVic and UNBC
- \$225 million to the Michael Smith Foundation for Health Research
- \$102.5 million for Genome BC
- over \$56 million committed by the Leading Edge Endowment Fund
- a \$50-million Natural Resources and Applied Sciences Endowment
- \$40.5 million for a World Centre for Digital Media.

We can measure our successes in the grants received, the patents obtained, and the successful start-ups launched. For example, BC's three major universities all place high in rankings based on per-faculty-member support from the federal granting councils. According to its Campus 2020 submission, UBC has been "instrumental" in creating over 120 spin-off companies since 1984, primarily in life sciences, physical sciences, and information technology. These companies employ more than 2,000 employees and have generated over \$1.5 billion in the private sector.

That said, while the quality of research carried out in BC is high, the level of public investment in that research is comparatively low. National statistics show BC receives less than its share of federal granting council funding on a per capita basis.

More directly relevant to this report, statistics also show that BC fares poorly in comparisons with other provinces for provincial funding for sponsored research.

By way of illustration, in 2004/05, the level of per capita funding in Ontario was nearly four times that of BC. Quebec was more than five times that of BC, and Alberta was funded at a level nearly ten times as high.



Public investment is crucially important, particularly in BC. Private sector investment has a role to play, but in Canada that investment is particularly influenced by the concentration of major industries in Ontario and Quebec. As a result, levels of private sector investment in research and development in BC are relatively low, and are likely to remain that way.

I acknowledge that, on an exceptional basis, provinces may be in the position to provide extraordinary amounts to support research funding. BC's objective is to provide increased support on a consistent basis. To excel in education and research achievement, we must be among the leaders in provincial research funding. And if we are to remain competitive with the rest of Canada, let alone the rest of the world, we must get there soon. Accordingly, as an element of the BC Access and Excellence Strategy, I have recommended that BC consistently rank in the three highest spending provinces in terms of provincial support for research, starting in 2010.

It is government's responsibility to set priorities for research funding. The province has successfully emphasized areas where we have existing natural or human capital advantages, such as life sciences, environmental and social sciences, and technology.

The government might also consider other areas for research emphasis. For example, participants in Campus 2020 discussed ideas such as global citizenship, and the social and economic implications of global migration and changing demographic patterns. There is much to learn about how diverse cultures can



successfully co-exist. As a multicultural society, we have some experience and knowledge about the benefits of diversity; we also have a heightened awareness of its challenges. Research in this area could strengthen BC's global perspective and our position as a social leader.

The February 2007 Throne Speech contained strong commitments to sustainable energy self-sufficiency, carbon emission reductions and policy responses to climate change. This is another area where an increased investment of research could yield innovations that allow us to achieve our sustainability goals without sacrificing our economy or our quality of life.

It is very important that BC pursue a research and innovation strategy whose success can be measured in terms of commercialization – such as patents, licence fees and employment. In an emerging knowledge economy, this may be one of the key contributors to achieving the Great Goal of “creating more jobs per capita than anywhere else in Canada.” That is why I call for the province to adopt a coherent commercialization strategy that ensures we are supporting, and maximizing the opportunities to benefit from, our Georgia Strait Global Leadership Initiative.

But we also need to ensure that we can measure the value received for public research and innovation funding in terms other than commercial success. Some of the currently recognized measures related to research quality and value are numbers of publications and citations per faculty member. Others relate to the number of people holding advanced degrees in the province, or “highly qualified personnel.” In addition to these “outputs,” BC should explore the development of measures that speak to the value of research and innovation investments in an even broader social context. For example, how can we measure the value of our research investment in terms of its contribution to social cohesion or cultural capacity? These are some of the qualitative considerations we must keep in mind as we measure our returns on investment in this area, and I believe the Higher Education Board is in the best position to develop meaningful performance measures in this regard.

Recommendation 44

Increase and thereafter maintain direct investment in research and innovation in public post-secondary institutions sufficient to ensure BC is in the three highest spending provinces by 2010.

Recommendation 45

Implement a “Georgia Strait” research cluster initiative by ensuring that at least 95 per cent of all provincial research funding is awarded to UBC, SFU and UVic.

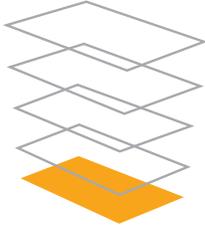
Recommendation 46

Establish a continuing commercialization strategy to ensure that the province and post-secondary institutions are maximizing opportunities to benefit from commercially realizable research discoveries.

Recommendation 47

Task the Higher Education Board to develop and report on performance measures with respect to results from provincial funding for research.

Funding for BC's Post-Secondary System and its Students



Any effective plan must be consistent with our current development, our potential for growth, and the wise and prudent use of our resources to achieve excellence.

John B. Macdonald

Higher Education in British Columbia and a Plan for the Future 1962

Tuition

Tuition is often the focal point of public debate about the affordability of higher education. But tuition is an incomplete measure of either cost or affordability. In the first place, tuition represents only a small part of the actual cost of providing post-secondary programs and services. Secondly, tuition is only one of the costs incurred by students; there is also the cost of books, housing, food, transportation, day care and other expenses. Finally, the costs incurred by students, including tuition, are often offset by financial assistance and tax credits. A more accurate measure of the true cost of obtaining an education would take all these costs and offsets into account.

I was urged by some Campus 2020 contributors to recommend an immediate reduction in tuition. Others suggested that I recommend government work towards eliminating tuition by 2020.

There are practical reasons why it would not be useful to recommend the elimination of tuition. Tuition is only a part of the cost of education, but it is a significant contributor to the operating budgets of universities, colleges and institutes. Eliminating tuition from post-secondary education institutions in BC would remove as much as \$1 billion annually from their budgets *without producing any improvement in the quality of learning*. Replacing these funds with increased direct government subsidy would seriously compromise government's fiscal ability to make the other investments that are necessary to ensure that the system as a whole will achieve our goals.

But this is not just a question of practicality; it is also a question of principle. Higher education is both a public good and a private choice. Although it is plain that our future economic and social prosperity depends on increasing the levels of participation in higher learning, no one argues that post-secondary education should be mandatory. In fact, the legal obligation to participate in an educational program ends in BC at age 16, or around the time most students are in Grade 10 or 11. We do not impose a requirement for post-secondary education because of an important, albeit often unstated assumption, namely that we respect and value the right of individuals to make choices about their lives, including their lives as learners. Paying tuition helps ensure that enrolling in a course – making a choice to pursue higher learning – is seen for what it is: a serious commitment to a demanding undertaking. It is also an investment in our individual futures, and the evidence is overwhelming that obtaining a post-secondary education increases life time earnings (and overall quality of life) by amounts far in excess of the cost of tuition.

With respect to the suggestion that tuition should be reduced, it might be advisable to recommend corrective action if BC were significantly out of line with the rest of

the country. That is simply not the case. The weighted average of tuition in the BC college sector for 2006/07 will be less than \$3,000 per year. While the numbers for the university sector are higher, BC's public universities are firmly in the middle of the pack when it comes to tuition and ancillary fee charges.

The recent history of tuition policy may be summarized briefly. A tuition freeze was imposed by the province in 1996. It remained in place until 2001, when government de-regulated tuition. That policy was in turn replaced in 2005 by a modified freeze, limiting maximum tuition increases to the rate of inflation.

The imposition of three significantly different policy regimes over a period of less than a decade has surely presented challenges for the fiscal stability of the system as a whole. More importantly for purposes of this discussion, it has also created special challenges for prospective learners who have been unable to plan properly ahead of time for the costs of their education.

It is imperative to provide more stability to the system and more certainty to learners. One way to do this is to establish a framework for setting tuition that produces more predictable outcomes.

I have considered a number of possible approaches to setting tuition rates. One option is to de-regulate entirely, leaving institutions a completely free hand to determine tuition. Another option is to maintain the current policy – which caps tuition increases to the general rate of inflation. A variant of this approach used by other jurisdictions – the “Higher Education Price Index” – would allow tuition to rise by reference to a basket of costs designed to reflect, as closely as possible, the actual costs of providing post-secondary education.

The advantage of a formula is that it is predictable and certain. Its principal disadvantage is that it may eventually become somewhat arbitrary, even when the formula includes elements that are responsive to the actual cost of providing programs. This is particularly true when it is applied across a sector consisting of different kinds of institutions, operating in different parts of the province, pursuing different mandates and priorities, and offering a different range of courses and programs.

Deregulation, on the other hand, gives institutions the maximum flexibility to set tuition according to their view of what the market for their programs will bear. Students do have a wide range of choices in higher education. Deregulation gives institutions an incentive to innovate and to create more attractive program and course options. At the same time, however, the range of choice in learning opportunities is constrained by the reality that travel away from home to study adds significantly to the overall cost of education, and in most parts of the province there is only one institution close to home.

Higher Education Price Index

The Higher Education Price Index is an inflation index designed specifically for higher education. It measures the average relative level in the prices of a fixed market basket of goods and services purchased by post-secondary institutions each year, such as professional salaries, transportation, library acquisitions, etc. It is related to, but distinct from, the consumer price index, which is based on the costs of products that the average consumer would purchase.

As we have seen, tuition does not operate in isolation. It is one of a number of interwoven costs and revenue sources that are part of the funding, delivery and affordability of educational programs. Freezing or capping tuition simply moves fiscal pressures onto other parts of the system. Similarly, complete institutional autonomy may undermine government's objective of ensuring that the learning opportunities are affordable.

The best result is neither unlimited institutional autonomy, nor complete centralized control. Instead, it lies in a balance of interrelated interests that will help meet the needs and objectives of students, institutions and government. To that end, I recommend that tuition levels be set by institutions subject to limits imposed by government. These limits would preclude raising tuition beyond a Higher Education Price Index other than in exceptional circumstances. In those cases, tuition increases must be clearly warranted on the basis of student demand or program cost, and adequate provision for financial aid must be made to ensure no qualified student is turned away because of financial circumstances. A BC-specific HEPI should be established transparently and accountably by an agency that is neither government, nor the institutions, but has responsibility for the general public interest in post-secondary education. Accordingly, I would assign this function to the Higher Education Board.

In circumstances where a significant increase is proposed for tuition levels for a particular program, the institution should be required to provide a tuition guarantee to all students who have been enrolled in and not yet completed the program for which the increase is proposed. Their tuition increases will be limited to HEPI until they have completed their course of studies.

Recommendation 48

Establish a regulatory framework for tuition that provides institutions with the ability to set their own tuition rates provided that increases are limited to the increase in the Higher Education Price Index other than in exceptional circumstances. In cases where exceptional tuition increases may be warranted, institutions will be required to:

- demonstrate that adequate financial support is in place so no qualified student is turned away because of financial circumstances
- provide tuition guarantees to currently enrolled students.

Adult Basic Education

One of the BC Access and Excellence Strategy targets is to reduce by 50 per cent the proportion of adults in BC not achieving high school equivalency by age 30.

According to the 2001 Census, about 25 per cent of adult British Columbians have not achieved high school equivalency. Some of this can be explained by lower levels of education for those aged 55 and older. Nevertheless, provincial statistics indicate that just over 20 per cent of today's BC high school students do not graduate with their age cohort, and that most of this group will never gain high school equivalency.

The case in favour of improving these results is well-known and accepted. Failure to complete high school limits job and career options, and is often associated with poorer life outcomes, such as higher criminality, poorer health and a greater dependence on social services. It holds individuals back from realizing their potential; it holds back our collective economic and social progress.

Adult Basic Education (ABE) represents one of a number of programs and efforts to improve education outcomes for those who either did not complete high school, or did not obtain the courses required to move on to the next stage of their education. ABE courses, which can be taken through local high schools or public post-secondary institutions, lead to a high school diploma (or "Dogwood Certificate") and to secondary school level pre-requisites for post-secondary school programs.

As a matter of provincial policy, no tuition is charged for ABE courses at post-secondary institutions when the student taking the course has not graduated from high school. However, when the student has obtained a Dogwood Certificate, institutions have the right to charge tuition. Some colleges and institutes charge tuition for these courses, others do not.

In the vast majority of cases, an adult student taking an ABE course who has graduated from high school is upgrading for the purpose of qualifying for a program that will lead to a post-secondary certificate, diploma or degree. They are taking a course they could have taken for free in high school but did not. Drawing a distinction in tuition policy between secondary level ABE courses taken to complete high school and secondary level ABE courses taken to pursue post-secondary education is inconsistent with our commitment to providing access to post-secondary education opportunities to all British Columbians.

The public interest in eliminating barriers to participation in post-secondary education requires that no tuition be charged to any adult learner seeking to upgrade their education by completing high school courses, whether or not they already have a Dogwood Certificate.

Recommendation 49

Eliminate all tuition for Adult Basic Education in British Columbia effective the fiscal year 2007/08.

Financial Assistance

For most people, the decision to undertake post-secondary education represents a significant commitment in terms of individual and family finances. For some, the money required is simply beyond their reach. The public interest in a system of higher education which democratizes access to social and economic opportunity requires an effective, publicly funded program of student financial assistance.

For many, the cost of obtaining an education is a burden; for others, it is a barrier

StudentAid BC – the recently renamed BC Student Assistance Program – is a comprehensive program of financial aid available to students at the post-secondary level. But while it is comprehensive, it is also very complex. It includes student loans, a loan reduction program, interest relief, debt reduction, loan forgiveness, permanent disability benefits, loan remission, a bursary program, and 17 other special programs including: Adult Basic Education,

the Premier's Excellence Awards, Queen Elizabeth II British Columbia Centennial Scholarships, the Passport to Education, the Part-Time Canada Student Loan Program, the Youth Educational Assistance Fund, and Canada Study Grants.

BC administers the Canada Student Loan Program under criteria agreed upon between the two levels of government. The provincially funded components of student financial assistance are intended to complement the national program. Students are automatically considered for the full range of loans and grants available through the main program when they submit their StudentAid BC application.

For the fiscal year 2006/07, the government projects that it will process 77,000 applications for student assistance and provide a total of \$930 million in assistance.

Funds to support this assistance come from both the federal and provincial governments. A major source of funding is the Canada Millennium Scholarship Foundation, which has a sunset date of 2010.

During my consultations, I heard concerns from many students about the affordability of post-secondary education. It is clear that some students experience financial hardship during the course of their studies, and worry that the eventual return on this expenditure (in the form of higher incomes and more rewarding employment) will not make up for the sacrifice experienced while they were in school.

For many, the cost of obtaining an education is a burden; for others, it is a barrier.

There are many issues at play here. As discussed above, I believe there are sound reasons for charging tuition. I also believe that students deserve to know what their tuition is likely to be over the course of their studies, and that financial assistance should be available to those who cannot afford to pay.

But how is “ability to pay” appropriately determined? A truly informed analysis of financial assistance would take all of the direct and indirect costs – and offsets – of getting a post-secondary education into account. This would include everything from the availability of tuition tax credits to merit-based awards. But determining if we are making the best use of the limited dollars available for financial assistance would require taking a step back even further.

Research indicates that people from higher socio-economic tax brackets participate in post-secondary education at higher levels than other cohorts. Therefore, it can be argued that taxpayer-supported, universal programs designed to make post-secondary education more accessible or affordable disproportionately benefit those already most able to manage the costs.

Similarly, there is little research to indicate that broad-based universal benefit programs targeted at increasing post-secondary education participation actually make the difference between choosing to attend or not, particularly among the upper ends of the socio-economic spectrum. Public resources for student financial assistance will always be limited. Providing assistance to those who do not need it – that is, to those who will attend post-secondary education even without assistance – simply reduces the amount of money available to help those for whom cost is, in fact, a factor.

This raises a second set of issues. How do we effectively assist those for whom cost is a barrier – rather than a burden?

A growing body of research suggests that loan programs are an ineffective tool for increasing rates of participation by the First Generation learners discussed earlier – students (frequently immigrants or children of immigrants) who have been raised in circumstances with no family experience of post-secondary education. The research indicates that the families of these students will be unable or unwilling to see money borrowed to pay for education as a good investment in future opportunities. Student loan programs won't improve the participation rates of these prospective learners. Programs such as grant funding may be the only effective tool for reaching this group. There may be other effective approaches and mechanisms, such as subsidized housing, to increase participation in these populations. My point here is that public policy decisions should be guided by this research.

There are three other general principles key to the development of an effective and affordable public student financial assistance program. First is to recognize that parents can and do have a role to play in supporting their children's post-secondary education. Taking the financial capabilities of parents of dependent students into consideration when need is determined simply ensures that limited public resources are targeted effectively at those who truly do need help. Second, for the most part publicly funded financial assistance should be based on need rather than ability. There is ample opportunity for privately sponsored programs that reward high achieving students. I recognize that government can and should reward a very small number of the best students. But every tax dollar spent to reward a student who would otherwise be able to afford their education is one dollar less for the student who cannot. Third, financial assistance programs should generally be designed to motivate towards completion, rather than simply encourage enrolment.

Student financial assistance programs will always have to strike a balance between a broad approach that is simple, understandable and predictable to administer and use, and a collection of discrete programs tailored to a wide range of student circumstances and needs. Financial assistance programs should be as simple as possible. During the course of my consultations, two particular issues struck me as requiring attention if financial aid is to be effective in reducing access barriers in the years to 2020. First is the need to provide better help for income assistance recipients who want to obtain an education to improve their job prospects. Current programs for the "welfare-to-work" transition are not sufficiently flexible or responsive to learner needs in this respect. The training options available through income assistance programs are limited to

job-finding skills, life skills and short-term job training programs. They do not include developmental education or diploma or certificate programs, even though such programs may be more appropriate ladders to success for some income assistance recipients.

Second, current programs are in the main designed to help the traditional full-time learner at a time when non-traditional learners will comprise an increasing proportion of the student population. Any re-structuring of financial assistance needs to provide for this changing reality.

In summary, it is time for a comprehensive review that takes the principles I have discussed into account, and makes effective use of public dollars to provide help where it is most needed. The review must engage key stakeholders and should, if possible, include the federal government. However, lack of federal participation should not preclude BC's review. It must also be informed by research into the effectiveness of financial assistance programs.

Financial Review Principles

The following principles should guide a financial review of BC's student assistance programs.

- ◆ Financial assistance should:
 - be provided on the basis of need, not universality
 - be as simple as possible to access and administer
 - be flexible, accommodating the diverse needs of an increasingly diverse student population, including more part-time and online students
 - encourage the welfare-to-work transition
 - incent completion rather than enrolment
 - be available to students at all accredited public and private institutions.
- ◆ For dependent students, responsibility for the cost of post-secondary education is shared with parents.
- ◆ Targeted initiatives may be required for specific under-represented groups.
- ◆ There is a legitimate, but very limited role, for publicly funded merit-based programs.

Recommendation 50

Initiate a comprehensive review of BC's student financial assistance program, including all fiscal programs intended to provide assistance to meet the cost of post-secondary education.

System Funding

The focus of Campus 2020 is the design of a plan for higher education that includes a vision, mission, goals and objectives. I was not asked to undertake a detailed analysis of funding needs or budget processes. Nonetheless, the opportunity to think about post-secondary education from a timeframe that is longer term, rather than simply a response to the pressures of next year's budget cycle, leads me to offer some thoughts about funding.

...the budgeting planning framework must be refined to include a greater emphasis on outcome

A key theme of this report is the need to re-direct the focus of public policy towards specific targets for post-secondary achievement levels. This must be done in a context that includes new emphasis on, and requirements for, provincial and regional planning. Consistent with this theme, I have recommended improving information gathering and more outcome-

based performance metrics. I have carefully considered the question of whether the existing arrangements, in which each institution is funded individually, should be replaced by sectoral, or system-wide funding models or agencies. In my view, the better approach is to maintain an institution-based funding model, where government's grant is ultimately a matter between government and each institution, situated within a context that includes a heightened emphasis on collective planning, collaboration and coordination of effort. But to ensure that the system does in fact become more focused on outcomes, the budgeting planning framework must be refined to include a greater emphasis on outcome, or performance-based budgeting. Institutions should be funded, at least in part, for doing something well, rather than for simply doing it. Of course, it is much easier to say this than to make it real. Most government programs are funded on an input rather than an output basis. In post-secondary education, for example, it is much easier to count and pay for the number of students who enroll, than it is to pay only for the students who finish. I was reminded throughout the Campus 2020 consultations that it is difficult to measure the real quality of an education simply on the basis of whether or not a program was completed. But it is certainly implausible to contend that the best measure of excellence is simply to count the number of seats in a classroom, or how many people showed up on the first day of term.

Other jurisdictions have tried to move to a completely "value-added" or output-based approach with mixed results. There are economies and efficiencies of public administration that argue in favour of simpler metrics, even when those metrics are only partial indicators of success or performance. And a large component of funding for post-secondary education must go to maintaining the infrastructure that exists whether classrooms are full or empty. I therefore propose a balanced approach, in which real performance accountability is introduced into the budgeting process, without necessarily re-inventing that process.

Public post-secondary institutions are large and complex organizations. They will need to become more adaptable and flexible in the coming years, but it is unrealistic to expect a billion-dollar entity to turn on a dime. If we want the system and its institutions to plan effectively – rather than simply to react to the perceived problems of a moment – government must not only maintain but enhance its commitment to longer-term budget

envelopes. The discipline of three-year service plans provides certainty for government budget planners. It also allows institutions to do better planning. I should also say, though, that the current funding model tends to see all change in terms of “budget pressures” or potential increments added to a historical base. I believe this tends to perpetuate status-quo approaches and discourage innovation. I have responded to this reality in part by recommending the creation of the Pacific Centre of Excellence in Learning Innovation. But in the long run, if government wants post-secondary institutions to be innovative, it will have to adjust funding models to provide room for innovation.

In an earlier part of this report, I made the case for the important role that regional colleges and universities play in the economic and social development of the communities in which they operate. Community colleges and regional universities are incubators and nurturers of regional economic innovation, and they are important sources of community identity. It is difficult to translate this work into budgets based on FTE counts. There is a legitimate role for some level of funding subsidy to recognize this important function of community colleges. Moreover, it is clear to me that while technology and other changes are transforming the way and the context within which people learn, campuses are and will continue to be important places in the lives of students. Ideas explored first in classrooms are argued about over coffee or a beer at the student union pub. Lifelong friendships are formed in campus arts and cultural organizations. And institutional identities are shaped on playing fields. For the most part these experiences are funded by government incidentally, if at all. They are instead supported by the fees paid by students or community fundraising efforts. I do not propose that student services become a discrete envelope of provincial government funding. But I do say that these activities are vitally important to the creation of meaningful learning opportunities and should be recognized and nurtured.

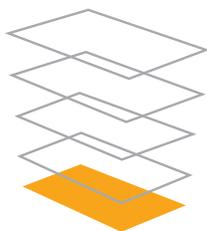
Finally, I have not made specific proposals for general or institutional funding partly because I believe that a more coordinated, collaborative and planned system of post-secondary education will also be a more efficient system, and not necessarily a more expensive system.



But the absence of specific amounts should not detract from the fundamental imperative to ensure that the system has the funds – from public and private, provincial and federal sources – to do the work we ask of it.

Given government's promise that BC will be the most educated jurisdiction in North America by 2015, there's simply no persuasive argument that can be made to the contrary.

In Conclusion: BC as a Campus of Learning



It would seem trite to say institutions of higher learning are places where the biggest issues have to be thought about, and yet there are lots of pressures threatening that role. If we want public policy that nurtures that role, we may have to defend it with some vigour.

The recommendations in this report spring from my deep conviction that supporting learning is one of the most important responsibilities of government. It is truly a fundamental responsibility, because to invest in learning is to lay the human foundations for our future.

In the course of my work on this project, I came across two disparate views of the future in a single issue of Canadian public policy magazine. In “A Society of Seers,” arts and literature editor Daniel Baird summarizes *The Ingenuity Gap* author Thomas Homer-Dixon as worrying “that we may have created a world whose complexity and speed have outpaced the capacities of the human brain” and suggesting some sort of societal collapse is inevitable. On the other hand, the noted design scholar Bruce Mau argues in “Imagining the Future” that “(w)e have the power to make change on a global scale, to solve the problems we are facing today... All we need is the optimism to realize it.”

It would be hard to find two more diverse views about the challenges ahead. Each of us will have our own perspective on these questions. What is clear is that the challenges we face are real, and they rush at us with headlong speed. Unless we are willing to be left behind, standing still is not an option. Nor is standing by.

I wrote at the outset about a renewed mission for British Columbia as a “campus of learning,” a place where active citizenship and community engagement are encouraged and nurtured. This mission statement is intended to challenge us as individuals. It is also intended to challenge our learning institutions. As individuals, it challenges us because it sees learning in terms which reach beyond private advantage to encompass civic responsibility. It challenges our learning institutions because it makes clear their role and responsibility in helping us to identify, understand and respond to the larger questions we face.

It is not difficult to compile a list of the pressing public issues of the spring of 2007. It would be much more difficult to predict the issues that will be top of mind in the spring of 2020. For that reason I chose early on in this project to adopt a learner-centred focus. My recommendations for the most part are concerned with the structures and processes I believe are necessary to protect access and promote excellence in learning opportunities over the longer term. These are the opportunities that will equip learners to meet the challenges of 2020, *whatever they may be*.

But more will be required if BC is truly to be a campus of learning. To visit the post-secondary institutions of British Columbia, as I did last fall, is to be reminded repeatedly that most of our universities, colleges and institutes are located – or at least were originally built – on the outskirts of town, whether on a peninsula, a

hill-top, or just beyond the furthest suburb. No doubt this reflects cost-conscious decisions by institution-builders who were simply looking for affordable land. I was told at each stop about the strong connections between institutions and communities. But the cumulative impact of these reminders of the literal distance between town and gown was unsettling. There is more that can be done and should be done to strengthen the connections between post-secondary institutions and the public they serve. I have two proposals intended to help build those connections.

Opening up public access... will enrich our understanding of the critically important issues of the day

One of the key recommendations in this report is to create Regional Learning Councils. I see these primarily as agencies for coordinating learning opportunities among community colleges, regional universities, and local boards of education. But they can also play an important role in facilitating public discussion about the pressing public issues in their regions. Regular public policy forums, hosted by regional post-secondary institutions and attended by community members from all walks of life, would provide an opportunity to debate important community issues and engage post-secondary institutions more directly in the questions of importance in their regions. I realize that some of this happens already. What I propose would ensure that this becomes a regular part of community life.

Recommendation 51

Instruct Regional Learning Councils to establish a process for engaging members of the community in regular public policy forums hosted by their post-secondary institutions.

At a provincial level, I have long been concerned there is not adequate understanding of, or access to, the work done in post-secondary institutions regarding public policy questions. We are accustomed to seeing scholars quoted in the news media from time to time, but that offers little more than a glimpse into the work actually being done by academics around the province. BC's post-secondary institutions are home to dozens of research centres, institutes and other scholarship entities dedicated to advancing knowledge in areas important to public life such as politics, ethics, governance, the environment, urban and rural planning, the arts, justice, health, education and much more. Some of their thinking is readily accessible, but much is not. While many of these organizations have independent websites, there is no central "clearinghouse" to help potential learners navigate to them. Advances in technology, led by skilled systems designers and librarians, can bring all of this information within the reach of a few clicks of a computer mouse. Opening up public access to the fruits of research and scholarship will enrich our understanding of the critically important issues of the day. It will engage all of us as citizens more directly in the work of post-secondary institutions – and this engagement will integrate those institutions more fully into our provincial and community life.

The work required here is a logical extension of what I earlier described as the BC Learning Gateway. It is work that can and should be done by BCcampus, which already has experience in bringing together diverse technologies to create seamless access to information in a way that respects institutional autonomy and individual proprietorship. I therefore propose that BCcampus be directed to develop an additional service – “Knowledge BC” – that will make available, through a single web portal, access to the fruits of our province’s scholarship, research, inquiry and debate across the full spectrum of the issues studied and thought about at our post-secondary institutions.

Recommendation 52

Instruct BCcampus to develop KnowledgeBC, a clearinghouse for centralized access to the diverse research centres, agencies and institutes operating within BC post-secondary institutions.

My hope is that, by 2020, these and the other recommendations in this report will help us establish BC – not just its classrooms and laboratories, but its street corners, coffee shops and living rooms – as a campus of learning, a province committed to, passionate about, and fully engaged in the life-long work and adventure of acquiring, creating and sharing our skills and knowledge. Thinking ahead, I know that the end of this report is simply the beginning of the real work that must be undertaken now to realize our ambition over the years to come for access and excellence in learning.

Sources

In the preparation of this report, I read widely. I am indebted to individuals and organizations who have explored issues, themes and trends related to post-secondary education in far greater depth than I am able to do so within the timeframes and context of this particular project. Two types of sources warrant specific reference.

Statistical and analytical information for this report came primarily from published documents produced by:

Alberta Ministry of Advanced Education and Technology. "A Learning Alberta." 2006.
www.advancededucation.gov.ab.ca/learningalberta/Steering_Committee_Final_Report.pdf

British Columbia Ministry of Advanced Education
www.aved.gov.bc.ca

BC Progress Board
www.bcprogressboard.com

Canadian Council on Learning
www.ccl-cca.ca

Canadian Millennium Scholarship Foundation
www.millenniumscholarships.ca

Canadian Policy Research Networks
www.cprn.com

CD Howe Institute
www.cdhowe.org

Educational Policy Institute
www.educationalpolicy.org

Ontario Ministry of Education. "Ontario A Leader in Learning." 2005.
www.edu.gov.on.ca/eng/document/reports/postsec.pdf

I have also directly quoted from the documents listed below.

Baird, Daniel. Review of *The Ingenuity Gap: Can We Solve the Problems of the Future?* Thomas Homer-Dixon. *The Walrus*, December/January 2007
www.walrusmagazine.com/articles/books-a-society-of-seers

Confederation of University Faculty Associations of British Columbia. "Mind, Job, Person – Lifelong Learning in British Columbia." Submission to Campus 2020, December 2006. www.cufa.bc.ca/documents/campus2020/Campus%202020%20-%20CUFA-BC%20Submission%20-%20Final.pdf

Duderstadt, James J. *A University for the 21st Century*. The University of Michigan Press, 2000.

Jago, Charles. "Working Together to Improve Performance: Preparing BC's Public Education System for the Future." BC Progress Board. 2006.
www.bcprogressboard.com/2006Report/EducationReport/Education_Final.pdf

Macdonald, John B. "Higher Education in British Columbia and a Plan for the Future." *The University of British Columbia*. 1962.
www.campus2020.ca/media/MacDonald%20Report.pdf

Mau, Bruce. "Imagining the Future." *The Walrus*, December/January 2007.
www.walrusmagazine.com/articles/ideas-imagining-the-future

Oldford, Stephanie. "Exploring Options for Institutional Accreditation in Canadian Post-Secondary Education." *School of Public Administration, University of Victoria*. 2006. www.bccat.bc.ca/pubs/oldford.pdf

Reus, Karel. "International Post-Secondary Education: the Education Gateway." Campus 2020, *British Columbia Ministry of Advanced Education*. 2006.
www.campus2020.ca/media/International%20Post-Secondary%20Education%20The%20Education%20Gateway%20-%20Karel%20Reus.pdf

Shapiro, Harold T. *A Larger Sense of Purpose: Higher Education and Society*. Princeton University Press. 2005.

Vancouver Community College. Submission to Campus 2020, December 2006.
www.vcc.ca/deptUploads/campus2020.pdf

Terms of Reference

Campus 2020: Thinking Ahead is designed to build on the strengths of British Columbia's post-secondary education system while offering new approaches to enhance the network of learning opportunities across the province.

Campus 2020 is a consultative and forward planning process to examine BC's post-secondary system to help shape the future of advanced learning. Its goal is to identify a plan that will connect the opportunities of higher education, training and lifelong learning to the health and sustainability of our communities, economy and province to ensure British Columbians are well-positioned over the next 10 to 20 years to succeed in our increasingly knowledge-based and global economy.

Campus 2020 will inform BC's future vision, mission, goals and objectives for the private and public post-secondary education system by providing an accurate situational analysis, challenging status quo assumptions and providing options that effectively position higher learning as a catalyst for future economic and social growth.

More specifically, Campus 2020 will provide advice and recommendations in several areas including (but not limited to):

- design of a comprehensive post-secondary system that addresses mandates, roles, responsibilities, and governance of diverse institutions within BC, both public and private
- mechanisms required to support the attributes of excellence within a sustainable framework
- the role of technology in post-secondary learning
- effective transitions between K-12 schooling, post-secondary education and training, and the workplace
- support for life-long learning in the academic, technical, skills training and continuing education realms
- improved access and support for all students and, in particular, under-represented groups
- the role of, and mechanisms and support for, research
- BC's role, responsibilities and opportunities within a national and international higher education context.

A key component of the Campus 2020 initiative will be a comprehensive province-wide public consultation and stakeholder engagement process, which will take place during the Fall.

Key groups that will be consulted include:

- public post-secondary institutions and associations
- private post-secondary institutions and associations
- Aboriginal organizations
- faculty associations
- post-secondary student associations
- unions/labour organizations
- K-12 system

- research and innovation organizations
- multicultural organizations
- business organizations
- industry training/trades organizations
- local government
- federal government
- general public

Mr. Geoff Plant, QC, is leading the Campus 2020 consultation process, with input from a variety of international expert advisors, stakeholders and the public. A Secretariat within the Ministry of Advanced Education has been established to support this initiative.

Mr. Plant will present a final report with recommendations to the Premier and the Minister of Advanced Education in Spring 2007.

Special Advisor Geoff Plant, QC

Geoff Plant is a partner with the law firm Heenan Blaikie in Vancouver.

From 2001 to 2005, Mr. Plant served as British Columbia's Attorney General and minister responsible for Treaty Negotiations. He was first elected Member of the Legislative Assembly in 1996.

Raised in Vancouver, Mr. Plant earned a bachelor of arts degree from Harvard, and law degrees from Dalhousie (Nova Scotia) and Southampton and Cambridge (England). As Attorney General, he oversaw the Citizens' Assembly on Electoral Reform. He has lectured and written extensively on Aboriginal and education law, and is currently a sessional instructor with the University of Victoria's Faculty of Law.



List of Recommendations

1. Adopt the proposed post-secondary targets to guide the progress and successful implementation of BC's Access and Excellence Strategy.
2. Commit the funding required to attain the BC Access and Excellence Strategy targets.
3. Create a Higher Education Presidents' Council to undertake activities related to implementation of the BC Access and Excellence Strategy.
4. Create a Higher Education Board to facilitate collaboration and planning with respect to post-secondary education from the perspective of the provincial public interest.
5. Commit adequate resources to build a systematic approach to data collection, analysis and reporting that will ensure BC becomes a leader in the development and use of internationally recognizable metrics of post-secondary participation, quality and outcomes.
6. Assign to the Higher Education Presidents' Council, with appropriate support, the following tasks and functions:
 - design and compile a consolidated provincial database
 - maintain the database
 - prepare consolidated reports based on this information on key performance measures related to the BC Access and Excellence Strategy and other provincial goals and objectives.
7. Assign to the Higher Education Board, with appropriate support, responsibility to develop performance measurement indicators linked to the BC Access and Excellence Strategy and other provincial post-secondary goals and objectives.
8. Initiate discussions with other governments with a view to obtaining agreement on the collection and reporting of nationally and internationally comparable standards and metrics for data collection and reporting.
9. To support BC's role as a global leader in learning, establish a Pacific Centre of Excellence in Learning Innovation by 2009.
10. Provide an annual operating grant to the Pacific Centre of Excellence in Learning Innovation equal to one per cent of the total operating grant provided to post-secondary institutions.
11. Establish a Premier's Award in Higher Education Teaching Excellence.
12. Assign the Higher Education Presidents' Council to work collaboratively with signatories of the March 2005 Memorandum of Understanding on Aboriginal Post-Secondary Education and Training to develop evidence-based policy and program initiatives that respond to the distinct needs and circumstances of distinct Aboriginal learners and communities.
13. Require all BC public post-secondary institutions to report annually on the progress toward achieving parity of Aboriginal post-secondary outcomes by 2020.
14. Require the Higher Education Board to report annually on progress toward achieving equality in Aboriginal participation and attainment rates with BC's non-aboriginal population, at all levels of higher education.

15. Instruct the Higher Education Presidents' Council to create a working committee with representatives from the Ministries of Advanced Education and Education to design programs that support increased participation and attainment by First Generation learners.
16. Undertake an independent review of the Industry Training Authority and apprenticeship training in 2009.
17. Instruct the Higher Education Presidents' Council to establish a working group with the province's business community to identify strategies that will increase opportunities for cooperative learning and internship programs.
18. Under the direction of the Higher Education Presidents' Council, develop BCcampus as the agency responsible for the delivery of online student information and education resource services.
19. Instruct the Ministries of Advanced Education and Education, working with the Higher Education Presidents' Council, to develop and implement a pilot project to determine the effectiveness of bridged mentoring.
20. Instruct the Ministries of Advanced Education and Education and BCcampus to undertake outreach to enable high school counselors to learn how to use BCcampus services and provide advice on improvements to them.
21. Instruct the Higher Education Presidents' Council to undertake a review of:
 - the existing initiatives to integrate the provision of post-secondary library services, including the Electronic Library Network
 - the status of initiatives to expand and integrate access to the "virtual" library resources of all public sector libraries in BC, including school and community library networks.
22. Upon completion of the review, instruct the Higher Education Presidents' Council to recommend a plan to create an integrated, comprehensive, online British Columbia post-secondary digital library.
23. Assign the Higher Education Presidents' Council responsibility for developing options for the expansion and coordination of online access to distance learning options across the province.
24. Instruct the Higher Education Presidents' Council to develop and recommend a comprehensive education portfolio and credentials recognition system that incorporates all learning outcomes.
25. Commission the Degree Quality Assessment Board and BC Council on Admissions and Transfer to develop and recommend a provincial accreditation process and system for all public and private degree-granting institutions in a report to government by 2009.
26. Establish a provincial system of public and private post-secondary institution accreditation by 2010.
27. While undertaking the work above, initiate discussions with other provinces to develop an inter-provincial accreditation system with the goal of establishing an internationally recognized system of accreditation by 2012.
28. Expand the board of the Private Career Training Institutions Agency to include three members who are not associated with any private career training institute.

29. Undertake an independent review of the *Private Career Training Institutions Act* in 2009.
30. Instruct the BC Council on Admissions and Transfer to develop and recommend a plan to expand the existing BC transfer system to extend the benefits of transfer to students in BC programs and institutions not currently covered. This plan should be in a report to government by 2009.
31. By 2010, implement a plan to extend the benefits of transfer to students in BC programs and institutions not currently covered.
32. Instruct the Higher Education Presidents' Council to develop a province-wide strategy for ensuring that BC institutions are maximizing the opportunity to attract and retain international students.
33. Initiate discussions with the federal government to develop and pilot a program for issuing work permits upon completion of studies, with fast-tracking to landed immigrant status.
34. In tandem with other efforts intended to encourage the recognition and re-accreditation of overseas credentials, encourage higher education institutions to design and deliver programs specifically intended to adapt foreign credentials, either by programs delivered on campuses or, where appropriate, through programs delivered in co-op learning or internship programs.
35. Clarify the mandates of British Columbia's regional network of post-secondary institutions by:
 - repealing the statutory designation of "university college"
 - creating the statutory designations of "regional university"
 - re-configuring Thompson Rivers University as a regional university, with continuing responsibility for Open Learning
 - creating three new regional universities as follows:
 - Kwantlen University College to become "Kwantlen University"
 - Malaspina University-College to become "Malaspina University"
 - University College of Fraser Valley to become "Fraser Valley University"
 - legislating the purposes of regional universities to reinforce their mandate as teaching-intensive, regional learning institutions
 - adopting the Thompson Rivers University governance structure for regional universities.
36. Create the Northern, Interior, Fraser, Vancouver and Vancouver Island Regional Learning Councils to facilitate the efficient and effective distribution of regional learning opportunities.
37. In conjunction with the expansion of regional universities and the opportunities for enhanced collaboration and access to degree programs, restore the primary focus of community colleges by precluding colleges from granting degrees.
38. Amend the *College and Institute Act* to provide that the Minister will designate degrees upon
 - the recommendation of DQAB
 - advice from the Regional Learning Council that the proposed degree is necessary to achieve regional planning objectives
 - being satisfied that the program is viable, having regard to provincial and regional plans, goals, objectives and resources.

39. To enhance clarity regarding the quality of BC degrees and transparency of the provincial degree granting approval process, eliminate the statutory designation of “applied degrees.”
40. Limit granting of doctoral degrees to the four provincial universities.
41. Building on the recent commitment to create 2,500 new graduate student spaces by 2010, develop a plan to implement the BC Access and Excellence Strategy target of the highest per capita enrolment of graduate students in Canada by 2015.
42. Allocate the new graduate student spaces to UBC, UVic and SFU in proportions similar to the existing distribution of research funding and graduate student enrolment.
43. Establish an expanded program of graduate student financial aid to ensure no qualified applicant for graduate studies is denied access on the basis of financial circumstances.
44. Increase and thereafter maintain direct investment in research and innovation in public post-secondary institutions sufficient to ensure BC is in the three highest spending provinces by 2010.
45. Implement a “Georgia Strait” research cluster initiative by ensuring that at least 95 per cent of all provincial research funding is awarded to UBC, SFU and UVic.
46. Establish a continuing commercialization strategy to ensure that the province and post-secondary institutions are maximizing opportunities to benefit from commercially realizable research discoveries.
47. Task the Higher Education Board to develop and report on performance measures with respect to results from provincial funding for research.
48. Establish a regulatory framework for tuition that provides institutions with the ability to set their own tuition rates provided that increases are limited to the increase in the Higher Education Price Index other than in exceptional circumstances. In cases where exceptional tuition increases may be warranted, institutions will be required to:
 - demonstrate that adequate financial support is in place so no qualified student is turned away because of financial circumstances
 - provide tuition guarantees to currently enrolled students.
49. Eliminate all tuition for Adult Basic Education in British Columbia effective the fiscal year 2007/08.
50. Initiate a comprehensive review of BC’s student financial assistance program, including all fiscal programs intended to provide assistance to meet the cost of post-secondary education.
51. Instruct Regional Learning Councils to establish a process for engaging members of the community in regular public policy forums hosted by their post-secondary institutions.
52. Instruct BCcampus to develop KnowledgeBC, a clearinghouse for centralized access to the diverse research centres, agencies and institutes operating within BC post-secondary institutions.

Provincial Coordinating Agencies: Roles and Responsibilities

Higher Education Presidents' Council

The Council will undertake activities related to the implementation of the BC Access and Excellence Strategy, including:

- managing a consolidated information system on post-secondary education in BC
- managing the Pacific Centre of Excellence in Learning Innovation
- developing options for the expansion of online access to distance learning
- establishing a working committee with Ministry of Advanced Education and Education representatives to develop and design targeted programs to support participation and attainment by First Generation learners
- establishing a working group with the province's business community to increase opportunities for co-operative learning and internship programs
- working with the Ministries of Advanced Education and Education to develop and implement a pilot project to determine the effectiveness of bridged mentoring.
- recommending a plan to create a single, integrated, comprehensive, online British Columbia post-secondary digital library, following a review of existing integration and “virtual library” initiatives
- recommending a comprehensive online education portfolio and credential recognition system that incorporates all learning outcomes
- developing a province-wide strategy for ensuring BC institutions are maximizing the opportunity to attract international students.

Higher Education Board

The Board will:

- facilitate collaboration and planning with respect to post-secondary education from the perspective of the public interest
- review and monitor performance information on the BC post-secondary system
- prepare a consolidated annual report, with important input from the annual reports prepared by the Presidents' Council and the Regional Learning Councils, for the purpose of
 - reviewing the implementation of the BC Access and Excellence Strategy
 - informing and guiding government's budget planning and decisions
- develop performance measurement indicators linked to the BC Access and Excellence Strategy and other provincial post-secondary goals and objectives
- report annually on progress toward achieving equality in Aboriginal participation and attainment rates with BC's non-aboriginal population, at all levels of higher education
- develop and report on performance measures with respect to results from provincial funding for research
- convene an annual higher education symposium intended to develop ideas and initiatives that will lead to a seamless, learner-centred, pre-school to graduate school education system in BC.

Campus 2020 Consultations

The Campus 2020 project was designed to seek input, to encourage extensive public and stakeholder participation, and to generate constructive, informed public dialogue about the future of B.C.'s post-secondary system.

Two websites – www.campus2020.bc.ca and www.thinkingahead.bc.ca – were the primary vehicles for communicating and receiving information. More than 23,500 visits were recorded to the Campus 2020 website, which included our “think pieces,” discussion questions, other contextual information, and notification about upcoming public forums. Video and written summaries of each public forum were also posted on the site.

More than 200 comments and submissions were received through the mail, fax or via the website. About 160 people also participated in a two-day *Provincial Symposium* held at the Morris J. Wosk Centre for Dialogue at Simon Fraser University in Vancouver on October 31 and November 1, 2006.

During the project, we commissioned a short video asking high school students to share their thoughts on post-secondary education and their own futures. We also commissioned a survey of 400 recent high school graduates who spoke about the importance of a post-secondary education in providing them with skills – not just for their jobs, but for their role as global citizens.

We also toured every region of the province, with stops in Kelowna, Kamloops, Merritt, Nanaimo, Victoria, Burnaby, Cranbrook, Nelson, Castlegar, Terrace, Dawson Creek, Fort St. John, Surrey, Abbotsford, Vancouver, Richmond, Williams Lake and Prince George and visits to 15 different learning environments. About 900 people attended our 14 public speakers forums, which hosted about 200 speakers. More than 150 business people, students, parents, and educational, multi-cultural and Aboriginal leaders joined us in 14 community roundtable discussions.

Acknowledgements

I would like to acknowledge and thank all of the individuals and organizations who provided input to Campus 2020, particularly the students who took time to talk to us through videos and surveys. I very much appreciated their thoughtful reflections.

The people and organizations listed in the following section provided input to my Campus 2020 deliberations through their advice, participation in public speaking forums, community discussion groups, our provincial symposium or stakeholder meetings, or through their written or electronic submissions. Their contributions were enormously helpful and greatly appreciated.

I would also like to thank Deputy Minister Moura Quayle for making staff at the Ministry of Advanced Education available to support this project. I would particularly like to thank the small but dynamic Campus 2020 Secretariat, led by Executive Director Laurie Best. The dedication and commitment of this wonderful team provided exceptional support and allowed me to make the most of the opportunity afforded by this project to listen, learn and think about post-secondary education.

Contributors

- Abbotsford Chamber
of Commerce
- Abbotsford Downtown
Business Association
- Alaa Abd-El-Aziz
- Brad Albrecht
- Gary Alexcee
- Alma Mater Society of UBC
- Elham Ansari
- Applied Science Technologists
and Technicians of
British Columbia
- Paul Archer
- Nancy Armitage
- Gord Armour
- Stefan Armuryk
- Dan Arrance
- Allan Asaph
- Joanna Ashton
- Elizabeth Ashton
- Association of
Co-operative Education
- Association of
Student Awards Personnel
- James Atebe
- Maureen Atkinson
- Kellie Ault
- Don Avison
- Chris Ayles
- Carol Baert
- Karen Bailey-Romanko
- Parm Bains
- Satwinder Bains
- Patricia Baird
- Pat Barbosa
- Roger Barnsley
- Tom Barr
- Stephen Barrington
- Greg Basham
- Skip Bassford
- Suzanne Bate
- Tasha Baziuk
- BC Progress Board
- BC.NET
- BCcampus
- Penny Beames
- Steve Beasley
- Nicole Beaulieux
- Cheryl Beaumont
- Gina Bennett
- Brad Bennett
- Brenda Bent
- Laurence Bernard
- Rocque Berthiaume
- Suzanne Bertness
- Corinne Bexson
- Bruce Bidgood
- Verna Billy-Minnabarriet
- John Birnie
- Doug Blakeway
- Jack Blaney
- Colleen Bond
- James Bowen
- Lisa Bower
- John Bowman
- Andrew Bratton
- Fiona Brett
- British Columbia Academic, Career
and Technical Dean's Committee
- British Columbia Business Deans
- British Columbia
Career Colleges Association
- British Columbia Centre for
International Education
- British Columbia
Chamber of Commerce
- British Columbia College Presidents
- British Columbia
Construction Association
- British Columbia Council
on Admissions and Transfer
- British Columbia
Electronic Library Network
- British Columbia
Federation of Labour
- British Columbia First Nations
Coordinators Council
- British Columbia Government
and Service Employees' Union
- British Columbia Institute
of Technology
- British Columbia Institute of
Technology Dawson Creek
Training Centre
- British Columbia Institute of
Technology Faculty
and Staff Association
- British Columbia Ministry
of Advanced Education
- British Columbia Ministry of
Employment and
Income Assistance
- British Columbia Principals' and
Vice Principals' Association
- British Columbia Public
Post-Secondary Deans and
Directors of Developmental
Education
- British Columbia Public School
Employers' Association
- British Columbia Research
Libraries
- British Columbia
School Trustees Association
- British Columbia Student Voice
- British Columbia Teachers'
Federation
- British Columbia Working Group
on Sustainability Education
- Jessica Brodrick
- Mary P. Brooke
- Bob Brown
- Paul Browning
- Allan Bruce
- Howard Brunt
- Arvinder Bubber
- Moninder Bubber
- Craig Buchan
- Robert Buchan
- Robert Burkinshaw
- Katie Burles
- Ronald Burnett
- Clayton Burns
- Business Council of British
Columbia
- Camosun College
- Camosun College Faculty
Association
- Russell Campbell
- Canadian Alliance of
Student Associations
- Canadian Council for Learning
- Canadian Federation of Students
- Canadian Union of Public
Employees Local 116
- Canadian Union of
Public Employees, BC Division
- Francisco Canjur
- Capilano College
- Capilano College Board
- Capilano College Education Council
- Capilano College Faculty
Association
- T. Caplette
- Brian Carruthers
- Jamie Cassels
- Tristan Cavers
- Centre for Policy Studies in Higher
Education and Training
- CFUW-Richmond
- Lawney Chabot
- Susan Chandler

David Chang
 Jennifer Chapman
 Brian Chatwin
 Milo Cheng
 Jayshree Chhatbar
 Chilliwack Chamber of Commerce
 Steffan Chmuryk
 City of Abbotsford
 City of Castlegar
 City of Chilliwack
 City of Fernie
 City of Grand Forks
 City of Nelson
 City of New Westminster
 City of Quesnel
 City of Salmon Arm
 City of Trail
 Pat Clark
 Jan Clark
 Clayburn Industries Ltd.
 Vernie Clement
 Christina Clews
 Jennifer Cliff-Marks
 Michael Clifford
 Robert Clift
 Caitlin Cobb
 Anita Cocchia
 Co-Education Council
 of British Columbia
 College of New Caledonia
 College of the Rockies
 College of the Rockies
 Faculty Association
 Jason Columbo
 L. Condello
 Confederation of University
 Faculty Associations of
 British Columbia
 Consortium of Theological
 Colleges at UBC
 Continuing Education and Contract
 Training Alliance of BC
 Jan Cook
 Heather Cook
 Erica Cook
 Lynn Copeland
 Frank Cosco
 Council of Post-Secondary Library
 Directors, British Columbia
 Council of Tourism Associations of
 British Columbia
 Olwen Cowan
 Darwyn Coxon
 Allan Coyle
 Don Cozzetto
 Catharine Crow
 Joanne Currey
 Sharon Cutcliffe
 Hossain Danesh
 Sara Dawood
 Edwin Deas
 Degree Quality Assessment Board
 Ken Denike
 John Dennison
 Penelope Ann (Penny) Denton
 Aaron Devar
 Heather Dickson
 Rose Dickson
 Michael Didyk
 District of Hope
 District of Houston
 District of Logan Lake
 District of Mission
 District of North Vancouver
 District of Sooke
 Tria Donaldson
 Yan Dong
 Dale Dorn
 Douglas College
 Gordon Down
 Peter Driessen
 Andrew Drinkwater
 Jonathan Driver
 Lou Dryden
 Les Dukowski
 Margo Dunnet
 Ray and Carrie Dyck
 Pam Eales
 EdTech Online Community
 Educational Policy Institute
 Tracey Elkins
 Emily Carr Institute of Art
 and Design
 Emily Carr Institute of Art and
 Design Students' Union
 Carol Engler
 Roman Erinburg
 Mark Evered
 Faculty Association of the College
 of New Caledonia
 Ronald Faris
 Scott Fast
 Bob Fault
 Federation of Post-Secondary
 Educators of BC
 George Ferguson
 Brenda Ferguson
 Joanne Field
 First Nations Education
 Steering Committee
 First Nations Leadership Council
 R. L. Fitz-Patrick
 Elizabeth Fleet
 Skyler Folks
 Barry Forbes
 Donald Forbes
 Vivian Forssman
 Stephanie Forsyth
 Fort St. John and District
 Chamber of Commerce
 Monique Fouquet
 Derek Francis
 Michael Francis
 Thomas Friedman
 Friends of UCFV Society
 Corinne Friesen
 Garth Frizzell
 Margo Fryer
 Dale Gann
 Vivian Garret
 Frank Gelin
 Genstar Development Company
 Gloria George
 Sat Gill
 Brian Gillespie
 Dianne Girard
 Edward Glen
 Bruce Gordon
 Sandi Gould
 Michael Grace
 Starleigh Grass
 Great Northern Way Campus
 Manpreet Grewal
 Dustin Grof
 Gorgen Gronberg
 Steve Grundy
 Olivia Gruver
 Teresa Gulliver
 Charlotte Guno
 Rick Hall
 Clint Hames
 Derek Hamill
 Jim Hamilton
 Liz Hammond-Kaarremaa
 Kevin Hanson
 Theresa Hanson
 Kevin Harding
 Melanie Hardy
 Jane Harper
 Max Harris
 Elayne Harris
 Andrew Hay
 David Heineman
 Karsten Henriksen
 Keith Henry
 Arlene Herman

Vivian Hermansen
 Tom Hobby
 Philip Hochstein
 Moufida Holubeshen
 Jim Hooton
 Greg Howard
 Deb Hull
 Harold Hume
 Dianne Humphrey
 Shawn Hunsdale
 George Hunter
 Mike Hunter
 Roger Hur
 Wilf Hurd
 Gordon Huston
 Jane Hutton
 Rob Huxtable
 Katrine Hynne
 Larry Iles
 Imagine BC
 Immigrant Services Society of
 British Columbia
 Independent Contractors and
 Businesses Association of
 British Columbia
 Indigenous Adult and Higher
 Learning Association
 Indo-Canadian Academic
 Community
 Industry Training Authority
 Rene Inkster
 Institute of Indigenous Government
 Institutional Research and
 Planning Directors Association
 Stacy Irwin
 Ted James
 Dennis Jameson
 Nelson Jatel
 Bronwyn Jenkins-Deas
 Mike Jensen
 Ed John
 Bernice Johnson
 Caitlin Johnson
 Marie Johnson
 Rich Johnston
 Susan Johnston
 Gerry Johnstone
 Ralph Jones
 Justice Institute of BC
 Tiffany Kalanj
 Duncan Keist
 Vanessa Kelly
 Robin Kenyon
 Adrian Kershaw
 Kevin Keystone
 Anna Kindler

Meghan King
 Ann Kitching
 Tony Knowles
 Jeannine Knox
 Sean Kocsis
 Wes Koczka
 Richard Kool
 Rae Kornburger
 Deb Kosak
 Hans and Colleen Kouwenberg
 Lorena Krause
 Kwantlen University College
 John LaBrie
 Alistair Lachlan
 Trista Laderoute
 Bikkar Lalli
 Nathan Lane
 Steven Lane
 Luc Lang
 Langara College
 Bruce Lanz
 Irene Lanzinger
 Jennifer Leaman
 Winston Leckie
 Tim Lee
 Greg Lee
 Gord Lee
 Linda Lee
 John Leech
 Nina Leemhuis
 Sorin Lemnariu
 John Lepage
 Roger Leroux
 Wei Li
 Li Li
 Staffan Lindgren
 Kaarlyenne Lindsay
 Tim Lindsay
 Dan Lines
 Literacy British Columbia
 Stephen Littley
 Cyndy Lorincz
 Isabella Losinger
 Lloyd Loveday
 Dave Lubbers
 Marilyn Luscombe
 Jerry Lv
 Preena Maan
 Fred MacDonald
 Laurie MacDonald
 MacDonald, Dettwiler and
 Associates Ltd.
 Lorne MacGregor
 Dennis Macknak
 Lisa MacLeod

Duncan MacRae
 Gaurav Magoon
 Arthur Maji
 Malaspina Faculty Association
 Malaspina University-College
 Malaspina University-College
 Foundation
 Malaspina University-College
 Students' Union
 Lori Malone
 Doug Manning
 Mary Manon Jones
 Marnie Marley
 Dawn Martin
 Randall Martin
 Paul Martin
 Jan Mastromatteo
 Katy Mateer
 Nathan Matthew
 Joanne Matthews
 Wayne Matthews
 Tim McAlpine
 Alex McAulay
 Cameron McBeth
 Carrie McCallum
 Ron McColl
 Patrick McDonald
 Tim McEwan
 Jack McGee
 William McGill
 Judith McGillivray
 Des McKay
 Velma McKay
 John McKendry
 Manley McLachlan
 Doug McLachlan
 Joy Mclean
 Alex McLellan
 Lois McNestry
 Margery McRae
 Rob Mealey
 Dave Menzies
 Garry Merkel
 Jillian Merrick
 Métis Nation British Columbia
 Henry Michel
 Mike Minions
 Minister's Advisory Council
 Dawn Minty
 Mission Morning Rotary Club
 Mission Regional Chamber of
 Commerce
 Vince Mitchell
 Terry Monteleone
 Mark Morris

Michael Morrison
 MOSAIC
 Judith Mosoff
 Lee Muldoe
 Lisa Muldoe
 Bill Mussell
 Eyob Naizghi
 Bill Nate
 National Union of the Canadian
 Association of University Teachers
 Andrew Nelson
 New Democratic Party Opposition
 Caucus
 Robert Nicklom
 Nicola Valley Institute of Technology
 Ralph Nilson
 Gwen Noble
 Jacqueline Nolte
 North Island College
 Northern Lights College
 Northwest Community College
 Rocket Norton
 Warren Nyack
 Ashli Nyack
 Jasmine Nyack
 Marla O'Brien
 Mike O'Connor
 Allan Okabe
 Okanagan College
 Okanagan College Students' Union
 Chantel Olausen
 Barbara Old
 Cindy Oliver
 Michael Olson
 Ronald Olynyk
 Kate O'Neil
 Eric Ostrowidzki
 Mike Oviatt
 Torrey Owen
 Dave Owens
 Doug Owram
 Miranda Paley
 Shawnee Palmatier
 Gerry Palmer
 Doug Parker
 John Patterson
 Ian Pattillo
 Larry Paul
 Dennis Pavlich
 Scott Payne
 Joe Pearce
 Graham Pearce
 George Peary
 George Pedersen
 Darren Peets
 Marion Perry
 Julia Peters
 Jordan Peters
 Chris Petter
 Martin Petter
 Blair Phelps
 Claire Piech
 Mario Pinto
 Martha Piper
 Marion Pollock
 Baldev Pooni
 David Porter
 Susanne Porter-Bopp
 Post-Secondary Employers'
 Association of British Columbia
 Dave Poulin
 Rick Powelson
 Tim Power
 Premier's Council on Aging and
 Seniors' Issues
 Premier's Technology Council
 Robert Prendergast
 Bob Priebe
 Prince George Chamber of
 Commerce
 Private Career Training Institutions
 Agency of British Columbia
 Eddi Pullman
 Tracy Punchard
 Cal Purcell
 James Puritch
 Quest University Canada
 Sheila Rabillard
 Blake Raymond
 Angela Redish
 Jim Reed
 Regional District of Alberni-
 Clayoquot
 Regional District of Central
 Kootenays
 Regional District of Kitimat-Stikine
 Regional District of Kootenay
 Boundary
 Sheamus Reid
 Verna Relkoff
 Chris Rempel
 Elizabeth Rennie
 Carol Retzlaff
 Deanna Rexe
 Fred Robbins
 Linda Robertson
 Art Robin
 Wendy Robinson
 Heather Robinson
 Ken Robson
 Raymond Spencer Rodgers
 Dominique Roelants
 Bob Rogerson
 Heidi Romich
 Stuart L. Rosenberg
 Patrick Ross
 Michael Roy
 Royal Roads University
 Nicholas Rubidge
 Karen Saenger
 Jenna Sailor
 Adam Sanders
 Sardis Secondary School
 Kit Sauder
 Debbie Schaan
 Christian Schadendorf
 Hilde Schlosar
 School District #34
 School District #59
 J. Schulz
 Varenka Schwartz
 Kathie Scouten
 Troy Sebastian
 Nipuni Sedara
 Joe Selby
 Selkirk College
 Selkirk Students' Association
 Trisha Sellmer
 Baljit Sethi
 Andy Shadrack
 Janet Shaw
 Maureen Shaw
 Rick Shea
 David Shepherson
 Casey Sheridan
 Simon Fraser Student Society
 Simon Fraser University
 Simon Fraser University
 Business Administration
 Student Society
 Jim Sinclair
 Yona Sipos Randor
 Robert Skene
 Cheryl Slusarchuk
 Ardy Smilth Miller
 Krystal Smith
 Yvonne Smith
 John Smith
 Angelina Smith
 Iain Snee
 Jim Soles
 Lee Southern
 Roy Spooner
 Sprott-Shaw Community College
 Phillip Steenkamp
 Shelley Stefan

Mark Stephens
STEPS Forward Inclusive Post-
Secondary Education Society
Dale Stern
Cici Sterritt
Geoff Stevens
Michael Stevenson
Jessica Stewart
Jamie Strachan
Ken Stratford
Anne Sullivan
Brian Sullivan
Rory Summers
Pauline Swanson
Richard Swift
Lesley Tannen
Martin Taylor
Lorri Taylor
Fiona Taylor
Teck Cominco
Chelsey Tennant
Patrick Therrein
Glen Thielmann
Arleen Thomas
Peter Thompson
Thompson Rivers University
Thompson Rivers University Board
of Governors
Thompson Rivers University Faculty
Association
Thompson Rivers University
Students' Union
Steve Thorlakson
Alan Timberlake
Sarah Toom
Stephen Toope
Town of Creston
Town of Smithers
Trades and Training Committee
Trades Training Consortium
of British Columbia
Lionel Traverse
Trinity Western University
Skip Triplett
David Try
David Turpin
Allan Tupper
Daisuke Uchibori
Union of BC Indian Chiefs
University Canada West
University College Consortium of
British Columbia
University College
of the Fraser Valley
University College of the Fraser
Valley Alumni Association

University College of the Fraser
Valley Board of Governors
University College of the Fraser
Valley Faculty and Staff
Association
University College of the Fraser
Valley Foundation
University College of the Fraser
Valley Student Union Society
University of British Columbia
University of British Columbia
Faculty of Graduate Studies
University of British Columbia
Learning Exchange
University of British Columbia-
Okanagan
University of Northern British
Columbia
University of Northern British
Columbia Faculty Association
University of Phoenix
University of Victoria
University of Victoria Students'
Society
University Presidents' Council
of British Columbia
Diane Ursic
D. Jean Valgardson
Sharon Vallance
G. Cornelis van Kooten
Terri Van Steinburg
Vancouver Board of Trade
Vancouver Community College
Vancouver Community College
Faculty Association
Vancouver Island
Technology Park
Vancouver School Board
Azim Verjee
Catherine Vertesi
Wilfried Vicktor
Village of Hazelton
Village of Lions Bay
Village of McBride
Village of Midway
Donald Vincent
Terri Walker
Rachel Walker
Doug Watkins
Mark Webb
Cliff Wei
Pamela Welgan
David Wells
Nancy Wells
Jeffrey Werner
Dave Westamacott
Westberry Farms Ltd.

Marv Westrom
Whalley Business
Improvement Association
Cynthia Whitaker
Martin Whittles
Gerry William
Keith William Steeves
Stephanie Williams
Christa Williams
Arthur Williams
John Wilson
Kevin Wilson
Shirley Wilson
John Winter
Catherine Wishart
Susan Witter
Ed Wong
Patricia Woroch
Jane Worton
Jim Wright
Seth Wright
Gary Wright
Sam Yearous
John Yim
YWCA of Vancouver
Amy Zidulka

CAMPUS2020

THINKING AHEAD



BRITISH
COLUMBIA

The Best Place on Earth