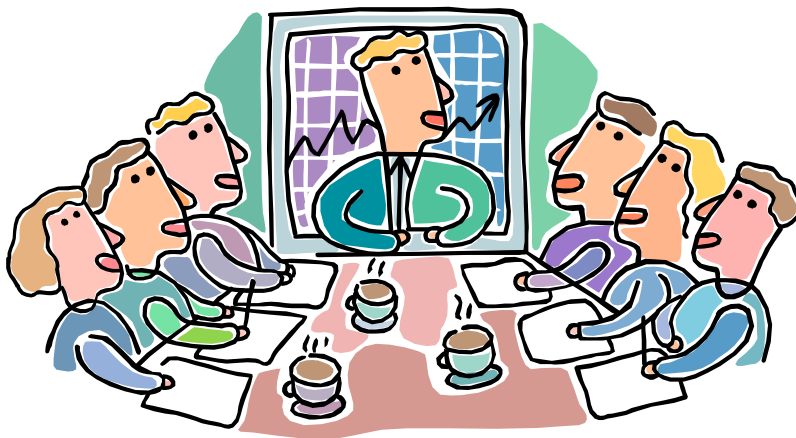


Made In B.C. – Volume VI

A History of Postsecondary Education in British Columbia

Agencies and Organizations



Bob Cowin
Douglas College
September 2012

Preface

Is it really very important to understand how our postsecondary system acquired its current characteristics in order to foster consensus about the best way to move forward? I'm inclined to think it is, but not everyone agrees. In any event, we seem to be busier doing things in postsecondary education than in looking for patterns across those activities or in reflecting as a system on the long-term implications.

A symptom of our malaise is the triumph of the public relations agenda. The documents I consult in preparing these historical reports used to be forthright in describing the organizations and, to varying extents, willing to describe some problems and challenges. Not so much anymore. Especially not for documents that are posted on the web for a year or two and then replaced by others with no apparent archiving that the public can access.

There are, of course, numerous exceptions, but it seems to be increasingly difficult to find material that is "off message." The irony is that in a period when accountability, transparency and open government have become buzzwords, I sometimes find it harder to track down recent information than for the bad old days before the information explosion.

My tale, though, is not all sorrow and woe. I continue to be amazed at the power of the Internet to bring information to the corner of my desk in suburbia, and at the unexpected little gems that individuals have posted on the web. Kudos also to the librarians whose collaborations over the past generation have made for a wonderful system of linked catalogues, interlibrary loan, digital documents and shared online reference services.

An organization's reason for being, like that of any organism, is to help the parts that are in relationship to each other to be able to deal with change in the environment.

- Kevin Kelly

Other papers in this series on the history of postsecondary education in British Columbia:

- Overview (2007)
- Faith-Based Institutions (2009)
- Continuing Education in Public Institutions (2010)
- Aboriginal Postsecondary Education (2011)
- Apprenticeship and Pre-Apprenticeship Training (2012)

Available electronically in the ERIC database at: www.eric.ed.gov
and in the Douglas College library at <http://innopac.douglas.bc.ca>

Library and Archives Canada Cataloguing in Publication

Cowin, Bob, 1954-

Agencies and organizations / Bob Cowin. (Made in B.C. : a history of postsecondary education in British Columbia ; v. 6)

ISBN: 9781896019321

1. Postsecondary education--British Columbia. 2. Universities and colleges--British Columbia--History.
3. Education, Higher--British Columbia--History. I. Title. (Series)

LA418.B7 C695 2012

378.711

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Summary

This report describes agencies and organizations that:

- Deal exclusively with postsecondary education in BC
- Encompass groups of institutions, not individual ones
- Have at least one professional employee and/or are separate legal entities.

Agencies were created by government with delegated authorities and responsibilities, whereas other bodies such as institutions established organizations.

British Columbia's contemporary system of postsecondary institutions developed from 1963 to 1975, a period in which a single research university, public vocational schools, private career colleges plus a handful of small, specialized institutions expanded to include a system of regional community colleges and two additional research universities. Since that time, some additional small universities and institutes were launched and, in the past decade, a few colleges have become teaching intensive universities.

The Academic Board was a facilitative agency from 1963 to 1974 concerned with academic standards, especially given that the transfer of course credits from one institution to another and the open admissions philosophy of colleges were originally viewed with suspicion by some in the university community. Much of the board's attention was directed towards quality in academic programs at colleges rather than to issues within universities.

With the formation of new institutions came associations of college boards, college principals, and faculty.

By the mid seventies, the young postsecondary system was firmly in place and the BC government created new agencies with decision-making powers to help guide the system. The Universities Council, operating from 1974 to 1987, lasted the longest. Three concurrent councils for the college and institute sector had overlapping and imprecise mandates, lasting only from 1977 to 1983. These four councils were perhaps better intentioned than effective.

1977 was a busy year with not only three new college councils formed, but also a Provincial Apprenticeship Board to advise government about the longstanding apprenticeship system and a new Career Colleges Association. Both apprenticeship and private career colleges developed in their own separate sectors, parallel and largely separate from other programming in public institutions.

A few other groups formed during this 'early adulthood' period: a postsecondary enrolment forecasting committee, an institutional evaluation committee and, in 1981, a BC branch of the Canadian Federation of Students.

The decade beginning in 1987 was especially active in terms of the creation of new agencies and organizations. The new bodies were a mixture of advocacy/special interest groups and thematically focused groups.

With the demise of the Universities Council in 1987, the universities (excluding today's teaching intensive universities) formed an advocacy organization, The University Presidents' Council, which reconstituted in 2008 as the Research Universities' Council.

In 1990, the college boards' group, the BC Association of Colleges, merged with the Council of Principals to form the Advanced Education Council of BC. Although AECBC was an advocacy group, it also provided a great deal of professional development for board members, administrators and faculty.

It, however, fragmented as a subset of its member institutions became degree-granting university colleges and formed their own caucus. AECBC dissolved in 2001 and since then, the college advocacy group, BC Colleges, has remained separate from the university colleges' group and its successor.

The formation in 1989 of the BC Council on Admissions and Transfer, a facilitating and coordinating body, resulted in an agency that has endured to the present and which has probably done the most to help the college and university sectors to collaborate in ways that benefit students. Other collaborations in the late eighties, such as the Electronic Library Network and BCNET, also endured, but they were narrower in scope and often had information technology as central to their work.

The BC Centre, now Council, for International Education formed in 1990 but experienced ups and downs over time, as well as shifting emphases.

New labour relations agencies were established in 1993 and 1994, leading in the college sector to the Contract Training and Marketing Society that existed from 1997 to 2002 as an outcome of college collective bargaining.

The Private Post-Secondary Education Commission began in 1992 in response to consumer protection concerns. In 1997, apprenticeship was moved out of the provincial government proper and under the new Industry Training and Apprenticeship Commission.

Two major agencies, each drawing upon some previous activity, were created in 1996: the Centre for Curriculum, Transfer and Technology (C2T2) and the Centre for Education Information Standards and Services (CEISS). Although empowered to serve all of the public postsecondary system, the involvement of the research universities in these two agencies was minimal.

The turn of the millennium marked the transition into the next generation of BC's postsecondary system. A new market-oriented government in 2001 disbanded CEISS and C2T2 in 2003. Mandated quality assurance processes through institutional and program evaluation ended (previously overseen by the Standing Committee on Evaluation and Accountability.) In 2004, apprenticeship, under the Industry Training Authority, and the Private Career Training Institutions Agency became self-regulating by industry through these two new agencies that replaced their predecessors.

The expansion of degree-granting authority into all public postsecondary institutions was counter-balanced by the formation in 2003 of the Degree Quality Assessment Board. The Indigenous Adult and Higher Learning Association, consisting of small, Aboriginal-governed institutions, also formed in 2003, although it had related predecessor organizations.

The government's transformation in 2008 of several institutions into teaching intensive universities provided the impetus in 2009 for the establishment of the BC Association of Institutes and Universities. However, two of BCAIU's potential member institutions were accepted instead as members of the Research Universities' Council of BC.

The agencies and organizations that exist in 2012 are as follows:

Advocacy:

Institutional advocacy: BC Colleges, BC Association of Institutes and Universities, Research Universities' Council of BC, BC Career Colleges Association
Students: Canadian Federation of Students – BC, Canadian Alliance of Student Associations
Special Purpose: Trades Training Consortium, BC Council for International Education, Indigenous Adult and Higher Learning Association

Employee relations:

Post-Secondary Employers' Association, University Public Sector Employers' Association, Confederation of University Faculty Associations, Federation of Post-Secondary Educators

Sector regulatory bodies:

Industry Training Authority, Private Career Training Institutions Agency

Information Technology:

BCcampus, Higher Education Information Technology BC, BCNET

Student focused (but not direct service to students):

BC Council on Admissions and Transfer, Student Transitions Project, BC Student Outcomes Forum

Other: Electronic Library Network, Degree Quality Assessment Board

Pretest

1. The notion that one institution would grant credit for undergraduate courses completed at another institution was viewed with suspicion by some university personnel as late as 1965.

True or False?

2. On average since 1970, the BC government minister responsible for postsecondary education has changed every two years.

True or False?

3. Institutional collaborations and advocacy organizations have tended to be based on size, with small institutions especially likely to group together to accomplish shared goals.

True or False?

4. The BC government created an agency in 1974 to ensure college and university administrators met minimum standards of pedagogical and administrative competence.

True or False?

Answers

1. *True (see the sidebar on page 23)*
2. *True (see the list on page 4)*
3. *False*
4. *False (administrative positions have generally been filled by gifted amateurs)*

Introduction

The size and nature of British Columbia's postsecondary education sector have in large measure been determined by government, primarily the British Columbia government but also the federal government indirectly through targeted funding, and the institutions themselves. The particular details, however, have been affected by the values and personalities of individuals, happenstance, and a number of educational associations over the past fifty years.

This report describes the educational bodies in BC that have helped to shape the province's postsecondary system. Many of these groups have come and gone but some have endured. Some were established by government and are described here as **agencies**, in contrast to other **organizations** whose existence depended on decisions made by institutions or other groups.

The postsecondary system has had a large number of multi-institutional committees, some of which met frequently or which had a large impact. To keep the report manageable in scope, though, three criteria set the boundaries as to what agencies and organizations the report includes. Each body had to:

- Deal exclusively with postsecondary education in BC
- Encompass clusters of institutions, not individual ones
- Have at least one professional employee and/or be a separate legal entity.

Time-limited commissions and task forces, e.g. the Distance Education Planning Group of 1977, are beyond the paper's scope, even though they may have had their own staff. Similarly, disciplinary professional groups such as the BC Association of Teachers of English as an Additional Language of the Society of Vocational Instructors of BC, are also excluded.

A number of associations, such as the BC Registrars Association and vice presidential groups, have provided valuable venues for communication and collaboration that have ultimately benefitted students and society. Because they have not had their own staff or been separate legal entities, however, they are not described here.

The paper contains an abundance of acronyms. They are listed alphabetically in the appendix for convenient reference.

In the past decade, seven institutions have evolved into special purpose, teaching intensive universities. Other universities (the University of British Columbia, Simon Fraser University, the University of Victoria and the University of Northern British Columbia) are better described as research universities in that they have:

- Professorial ranks with promotion reflecting, in part, research productivity
- Lighter teaching loads for faculty
- Significant research grants from external sources
- Significant enrolment in research-based graduate programs

In this paper, "universities" refers to all categories of university. "Research universities" is used to describe the above four institutions that until the past decade were simply known as "universities."

Sometimes the BC government uses the term "post-secondary" to mean all institutions except research universities (which are called "universities"). At other times, government uses post-secondary to refer to all institutions, including research universities. In this paper, the government's ambiguous terminology is avoided and "postsecondary" and "system" include all institutions. "Sector" then refers to the subgroupings of similar institutions.

The information is organized thematically rather than chronologically. The timeline on the next page is the only place in the report where the formation of all the groups is shown sequentially.

Timeline

Establishment of Agencies and Organizations

Launch of a Comprehensive Postsecondary System Serving all Regions of the Province

- 1963 Academic Board (to 1974)
- 1966 Regional and District Colleges Association (to 1970). Then BC Association of Colleges (to 1990). Then Advanced Education Council of BC (to 2001)
- 1969 Council of Principals (to 1990). Then Advanced Education Council of BC (to 2001)
- 1970 College Faculties Federation (to 1980). Then College and Institute Educators Association (to 2004). Then Federation of Post-Secondary Educators.
- 1971 Coordinating Committee of BC Faculty Associations (to 1982). Then Confederation of University Faculty Associations

Helping the Young System to Mature

- 1974 Universities Council (to 1987)
- 1975 Institutional Evaluation Steering Committee (to 1997). Then Standing Committee on Evaluation and Accountability (to 2003)
- 1976? BC Post-Secondary Enrollment Forecasting Committee (to 1984?)
- 1977 Provincial Apprenticeship Board (to 1997). Then Industry Training and Apprenticeship Commission (to 2004). Then Industry Training Authority.
BC Career Colleges Association
- 1978 Academic Council, Occupational Training Council, and Management Advisory Council (to 1983)
- 1980 College and Institute Educators' Association (to 2004). Then Federation of Post-Secondary Educators of BC.
- 1981 Canadian Federation of Students – British Columbia
- 1982 Confederation of University Faculty Associations of BC
- 1987 Tri University Presidents' Council (to 1991). Then The University Presidents' Council (to 2008). Then Research Universities' Council of BC.

Supports in Particular Areas

- 1988 Centre for Curriculum and Professional Development (to 1996). Then Centre for Curriculum, Transfer and Technology (to 2003)
BCNET
- 1989 BC Council on Admissions and Transfer
Electronic Library Network
- 1990 BC Centre/Council for International Education
Standing Committee on Educational Technology. Then absorbed in the mid 90s by the Centre for Curriculum, Transfer and Technology (to 2003.) Then BCcampus.
Advanced Education Council of BC (to 2001)
- 1992 Private Post-Secondary Education Commission (to 2004). Then Private Career Training
Institutions Agency
Strategic Information Research Institute (to 1995)
- 1993 University Public Sector Employers' Association
- 1994 Post-Secondary Employers' Association
- 1995 Canadian Alliance of Student Associations
- 1996 Centre for Education Information Standards and Services (to 2003)
Centre for Curriculum, Transfer and Technology (to 2003)
Post-Secondary Application Service of BC. Absorbed by CEISS (to 2003). Then
BCcampus (and renamed ApplyBC)
- 1997 Industry Training and Apprenticeship Commission (to 2003). Then Industry Training
Authority
Contract Training and Marketing Society (to 2002)
Standing Committee on Evaluation and Accountability (to 2003)

Transition into the Next Generation Postsecondary System

- 1998 University Colleges of BC (to around 2005). Gap and then BC Association of Institutes
and Universities in 2010.
- 2002 BC Colleges
- 2003 Indigenous Adult and Higher Learning Association
Degree Quality Assessment Board
Higher Education Information Technology BC
BCcampus
- 2004 Industry Training Authority
Private Career Training Institutions Agency
- 2005 Trades Training Consortium
Student Transitions Project
- 2010 BC Association of Institutes and Universities

Ministries Responsible

For Postsecondary Education

Frequent change in the province's politicians and ministries responsible for postsecondary education has affected the functioning of the agencies and organizations described in this report. Not only is it challenging for the groups to orient and deal with newcomers, but it is around times of change in the Ministry that existing groups are the most likely to come to an end, or new ones come into existence.

Changes in the Ministry have become more rapid in the past two decades, especially when movement at the deputy ministry and assistant deputy minister level is taken into account. At various times in the 1970s and 1980s, senior officials in the Ministry sometimes possessed institutional experience in postsecondary education. In recent years, the Ministry executive has increasingly come from elsewhere in government where individuals may have acquired little direct knowledge of the BC postsecondary system before taking on their roles in the Ministry.

Until 2001, apprenticeship and some pre-apprenticeship training came under the Ministry of Labour, a separation from the postsecondary ministries that sometimes created issues for institutions and students, e.g. duplication in pre-apprenticeship programs and unpredictable levels of funding for the annual classroom training of apprentices. In the past decade, apprenticeship was in the Ministry of Advanced Education on two occasions (2003/04 – 2004/05 and 2008/09 – 2010/11). It was also in Economic Development for three years (2005/06 – 2007/08), Regional Economic and Skills Development for one year (2011/12) and now resides with Jobs, Tourism and Innovation. It too has become subject to the vagaries of a changing political landscape.

Ministries Responsible for Postsecondary Education

Year	Colleges and Institutes		Universities (if in different ministry)	
	Ministry	Minister	Ministry	Minister
1970	Education	Donald Brothers		
1971	"	"		
1972	"	"		
1973	"	Eileen Dailey		
1974	"	"		
1975	"	"		
1976	"	Patrick McGeer		
1977	"	"		
1978	"	"		
1979	Education, Science and Technology	"		
1980	Education	Brian Smith	Universities, Science and Communications	Patrick McGeer
1981	"	"	"	"
1982	"	William Vander Zalm	"	"
1983	"	John Heinrich	"	"
1984	"	"	"	"
1985	Post-Secondary Education	Russell Fraser		
1986	"	"		
1987	Advanced (briefly Continuing) Education and Job Training	Stanley Hagen		
1988	"	"		
1989	"	"		

Ministries Responsible for Postsecondary Education

(continued)

Colleges and Institutes			Universities (if in a different ministry)	
Year	Ministry	Minister	Ministry	Minister
1990	Advanced Education, Training and Technology	Bruce Strachan		
1991	"	Peter Dueck		
1992	"	Thomas Perry		
1993	"	"		
1994	Skills, Training and Labour	Daniel Miller		
1995	"	"		
1996	Education, Skills and Training	Paul Ramsey		
1997	"	Moe Sihota		
1998	Advanced Education, Training and Technology	Andrew Petter		
1999	"	"		
2000	"	Graeme Bowbrick, Cathy McGregor		
2001	"	Cathy McGregor		
2002	Advanced Education	Shirley Bond		
2003	"	"		
2004	"	Shirley Bond		
2005	"	Ida Chong		
2006	"	Murray Coell		
2007	"	"		
2008	"	"		
2009	Advanced Education and Labour Market Development	Moira Stillwell		
2010	Regional Economic and Skills Development	Ida Chong	Science and Communications	Ida Chong
2011	Advanced Education	Naomi Yamamoto		
2012	Advanced Education, Innovation and Technology	John Yap		

Agencies

Agencies are bodies established by the provincial government to fulfill functions on its behalf. Sometimes the agencies receive delegated authority to make decisions that affect institutions. In other instances, they perform only a facilitative role.

Postsecondary agencies in BC began with broad mandates in the 1960s and 70s, but subsequent agencies had narrower mandates.

Agencies with Authority to Make Decisions

Through the approval of new programs and the steering effect of funding allocations, along with powers of persuasion, the following four councils had the ability to shape the character of institutions at a general level. They were government's attempt, although they proved to be not especially effective, to bring more cohesion to their respective sectors, focusing on the overall needs of the province rather than on local interests and practices.

The mid sixties saw the formation of the University of Victoria (1963) from Victoria College, the rapid launch of Simon Fraser University (1965), and a decade (1965 – 1975) during which the province's network of regional community colleges was put in place. During this start-up period for the contemporary postsecondary sector, a facilitative agency, the Academic Board, attempted to provide quality assurance and gently steer the fledgling system. By the mid seventies, government was deciding to replace facilitation with bodies that had more teeth. In doing so, it moved from a single board to four councils that operated simultaneously for five years in the late seventies and early eighties.

Universities Council

Acronym: UCBC

Established in October 1974 under the new *Universities Act*, the Universities Council of BC reflected the recommendations of two commissions of inquiry. The 1969 *Advisory Committee on Inter-University Relations*, chaired by Neil Perry, had recommended a new intermediary body between government and what were then three universities (UBC, SFU and the University of Victoria) to replace existing boards and councils.

In 1974, the Ministry of Education struck another committee, chaired by Walter Young, to examine the internal structures of the university system as setup under the *Universities Act* of 1963. Completing its task that same year, the committee recommended in its *Report of the Committee on University Governance* that an intermediary body, in the words of UCBC's first annual report, be established "for the reconciliation of public accountability with

Lack of University Coordination

With the sharp decline in provincial government revenues during fiscal year 1982/83, the universities have been subjected to budgetary constraints not known for a generation. At the same time unemployment in the 18 – 24 age group of our population has caused many young people to enter or return to university, thus adding to the space and financial pressures on our institutions.

In this situation, and with fiscal storm warnings ahead, Council has sought to rationalize the university system insofar as this is possible in the climate of independent existence and growth in which the province's three universities have flourished.

Some alternative, however, will have to be developed to the 'laissez-faire' arrangements of the past. The universities, together with the Open Learning Institute, are pulling together and sharing information which will make this possible. At the end of what may well be a lean five-year cycle, I trust that a coordinated method of educating British Columbians will have emerged at the post-secondary level.

*- William Gibson, Council Chair
UCBC Annual Report, 1982/83*

university autonomy and to ensure greater sensitivity to social needs in the development of university education.”

(Universities serve a special role in that not only are they agents for implementing public policy but they should also serve society by critiquing public policy. Hence, the argument went, they need a degree of autonomy from government – the rationale for an arm’s length, intermediary body.)

The Council was granted extensive powers, not all of which were exercised. It approved new degree programs, allocated the annual operation grant from the province among the three universities, recommended operating and capital requests from the universities to government, and could require universities to consult each other and to prepare plans for submission to Council.

Council members were distinguished citizens appointed by government who attended board meetings roughly once a month. Most of Council’s work was done through committees consisting of Council members and senior university officials. Located in Vancouver, the Council’s staff varied in size between twelve and six over the years. The annual budget was about \$500,000. In 1978/79, UCBC received autonomous legal status through an Order-in-Council, enabling it to develop its own internal administrative procedures.

During the initial years, relations between the Council and the universities were strained. Council’s concern about such topics as student financial aid and housing reflected a concern for accessibility that gradually led to a focus and funding for extension programs in the interior of the province. With the passing of time, relationships became more collegial.

The government dissolved UCBC in March 1987. It was to be replaced by an advisory committee consisting of private sector volunteers and university representatives, but nothing materialized. Instead, the universities banded together to form an advocacy group, the Tri University Presidents Council, now known as the Research Universities’ Council of BC.

Demise of the Universities Council

It will be remembered as a laudable attempt to remove the financial maintenance of higher education from the political process, but it was an attempt inevitably doomed to failure. The announcement that the 11-member council will be disbanded at the end of March admits of that reality.

Stan Hagen, the man now charged with responsibility for “advanced education” in the Vander Zalm government, says he wants more direct communication with the universities. He should now have it, unfettered by any attempts to honor the niceties of going through an intermediary body that ultimately had not much power.

The council many envisioned as a conduit between the campuses and the legislature was often a bottleneck – an additional level of review that had neither the resources nor the clout to do the job.

The Universities Council was easily circumvented by communication in both directions between campuses and governments. Decision-makers in all the organizations involved found no problem in creating cooperative relationships that may not have always achieved exactly what the individual parties wanted, but at least were direct. Politicians were not reluctant to make decisions affecting the universities that the council heard about only belatedly.

*- Vancouver Sun editorial
17 February 1987*

College Councils

The last four of BC's fifteen community colleges, five of which are now teaching intensive universities, were created in 1975. Then operating under the *Schools Act*, government set about giving them their own legislation in 1977 and a greater separation from the K – 12 system.

Three councils were created under the *Colleges and Provincial Institutes Act* of 1977, but were abolished in 1983 in the face of widespread criticism. Some stakeholders had complained about centralization and the loss of institutional autonomy. Others perceived confusion in their mandates and a lack of coordination among the councils. (Along with elimination of the councils in 1983, elected school board officials were removed from college boards in favour of government appointed boards.)

Academic Council

The Academic Council was established in February 1978. The Ministry of Education's annual report for 1977/78 described the Council as having "responsibility for academic transfer programs, the majority of technological programs at the colleges and provincial institutes, and a number of career programs. In these areas, the council is responsible for establishing advisory committees and articulation committees, and for reviewing financial requests and allocating the funds available."

The Post-Secondary Articulation Coordinating Committee, the successor to the Academic Board, continued its work as an agent of the Council, whereas another predecessor, the Provincial Consultative Committee on Career Programmes, was absorbed directly into the Council. Along with facilitating a number of disciplinary Articulation Committees, the Academic Council established advisory committees in computing, health and recreation.

The council, consisting of half a dozen members, met monthly and was supported by a similar sized staff.

Details Required from Institutions by the Academic Council

For each institution, Council recommendations are very carefully formulated and conveyed in the context of a descriptive statement. Details include institutional objectives, priorities, new administrative and instructional appointments, physical constraints, enrolment trends, program success and, where applicable, performance measures.

- Academic Council Annual Report, 1979/80

Occupational Training Council

Acronym: OTC

The Occupational Training Council was established in April 1978 to advise the Minister of Education on the allocation of funds for vocational and career programs. The Department of Labour, responsible for apprenticeship training, described the primary function of the Council as "to resolve inter-institutional conflict in apprenticeship and vocational training." The OTC also saw its role as fostering better career counseling.

The chairs of the Provincial Apprenticeship Board and the OTC attended each other's board meetings to facilitate communication and avoid course duplication. This was less than successful, with "pre-apprenticeship" training continuing to be delivered by the Ministry of Labour and "pre-employment" programs falling under control of the Ministry of Education. In 1980, the Minister of Labour appointed a task force "to develop a policy of job entry training to replace the present problems and confusion created by having pre-apprentice and pre-employment programs, many offering similar programs."

The OTC emphasized the need for provincial standards and established nine Industry (not occupational) Advisory Committees within two years of its formation. It developed a perception, which it acknowledged was based on only sketchy data, that only a small percentage of Entry Level Trades Training graduates were finding employment in their area of training. (Subsequent studies refuted this perception.)

Excerpts from Annual Reports of the Occupational Training Council

1978/79

The present process of determining what programs should be recommended for funding are complex and should be rationalized....Without this rationalization, Occupational/Career Training will be erratic and possibly irrelevant to the need.

1979/80

...have initiated visits to Colleges and Institutes to explain the industrial perspectives of the Occupational Training Council...[when] evaluating the requests for funding.

1980/81

In carrying out these responsibilities, the Occupational Training Council has been assisted by the professional personnel of the Ministry of Education.

1981/82

We have continued to emphasize the need for provincial standards so that the credentials...will reflect that similar training has been successfully completed regardless of the College/Institute at which the training occurred.

1982/83

This year of restraint and re-evaluation of priorities has changed the role of the Occupational Training Council...Indeed, perhaps the Occupational Training Council's most important contribution is reflected in its acceptance by industry as an 'honest broker' which allowed the Occupational Training Council to facilitate many actions and to continue to make a significant contribution to 'breaking down' territorial blockades and reveal self-serving purposes interfering with providing training services to students and industry.

Management Advisory Council

Acronym: MAC

The Management Advisory Council had residual responsibilities, covering programs not assigned to the Academic or Occupational Training councils. It dealt with administration, capital building approvals, support services such as libraries and student aid, personnel relations and long range planning. The College Construction Consultative Committee was a predecessor group whose functions were merged into the Council.

Located in Richmond with a staff of four to five FTEs, the Council's committees included finance, continuing education, personnel (executive compensation in institutions), capital

Capital Planning by the Management Advisory Council

The chief accomplishment of the [Capital Facilities] committee has been the adoption by Council of the five year capital plan. The Committee began with ill-defined requests, no recognized procedures and demands for funds far in excess of monies available. Initially it was overwhelmed with the magnitude of its task, however...it has developed a workable system of allocating scarce resources. In the process it has encouraged [college] Boards to substitute realistic capital requests for unrestrained wish lists. That it has been at least partially successful can be shown by the significant reduction in requests for funds

- MAC Annual Report, 1979/80

facilities and library management.

In 1981, the Council recommended that a single council with fifteen members replace the three college councils. It also felt that five-year educational planning should be a high priority.

Problems with the Three College Councils

- *A different philosophical approach to program approvals between the Academic Council and the Occupational Training Council as well as an incomprehensible division of program responsibility*
- *A lack of clear role definitions of the agencies involved – Ministry, Councils, Boards, Ministry staff, etc.*
- *Too much involvement by Council in the detail of institutional operational budgets*
- *An unaddressed need for short and long term planning at the institutional level and at the provincial level that is responsive to needs*
- *An unrealistic set of annual deadlines for budget estimates and allocations which impose a severe constraint on effective decision-making and planning activities at the institutional and provincial level.*

*- The Councils and the College and Institute Act: A Special Report
to the Minister of Education
Management Advisory Council, July 1981*

Degree Quality Assessment Board

Acronym: DQAB (“Dee-kwab”)

Following the abolishment of the three college councils in 1983 and the Universities Council in 1987, quality assurance and coordination was left to the institutions themselves in the university sector. In the college and institute sector, a couple of bodies to fill the void came and went. Then in 2001, a new provincial government adopted a more market oriented and less consultative management style for the oversight of postsecondary education. One of its early decisions, made with little public discussion, was to increase the number and types of institutions that could grant degrees.

Following precedent in Ontario and Alberta, BC colleges were granted authority to grant vaguely defined “applied degrees.” Colleges and universities alike balked at the original intention for applied degrees, namely three years of academic study plus one year of internship (with the optimistic hope that industry would somehow help finance the internships.) Very quickly, the institutions interpreted applied degrees to mean traditional bachelor’s degrees in applied subjects, with “applied subjects” remaining vaguely defined.

Having potentially swung the degree-granting doors wide open, government sought a mechanism to control what might ensue. It therefore created the Degree Quality Assessment Board in May 2003 under the *Degree Authorization Act* of 2002 to authorize new degree programs at public and private institutions operating in BC and to regulate the use of the word “university.” In contrast to the broad mandates of the previous four councils, DQAB had quite specific functions.

BC’s public research universities were exempted from DQAB review from the beginning. The Board was given the power to exempt other institutions with proven track records of at least ten years. Despite exemption, institutions must nevertheless notify the Minister of proposed new degree programs. If the

Minister has concerns, he or she may refer the proposal to DQAB for review; several such referrals from exempt institutions have been made over the years.

In its first six years, the Board dealt with about 150 degree program applications, 20 applications for the use of the word “university,” and 10 applications for exempt status. From 2001 to 2011, 300 new degree programs had been approved in BC, bringing the total to 1900. Not all of these programs were implemented, and many were exempt from the DQAB process. The DQAB workload and activity has been comparable to similar bodies in Alberta and Ontario.

The Board consists of up to eleven members appointed by the Minister, all of whom must have expertise in postsecondary education. In addition, the Board has three ex-officio members. It meets eight to ten times a year and makes extensive use of expert reviewers. The Ministry of Advanced Education provides secretariat services.

In September 2010, the Ministry put in place a temporary moratorium on new degree programs until March 2011 in order for a review to be completed of the processes and criteria for program approval. The Ministry convened an independent expert advisory panel of five members, chaired by John Stubbs, that reported in March 2011. As well as dealing with operational matters such as membership, the Stubbs report discussed policy items such as audits of exempt status (which it felt should be renamed), public accessibility of information about degree programs, system coordination, and accreditation. The Minister of Advanced Education said in 2012 that her Ministry is supporting all the recommendations in the Stubbs report.

Review of Degree Approval Procedures

Institutions and mandates have developed and evolved over time in ways that have not always been coordinated and, on occasion, have been subject to pressures that are not necessarily within the purview of the responsible ministries. The development of niche or very narrowly defined degrees has apparently sometimes occurred as a way of circumventing the duplication criteria or as a way for institutions to attract international students. Whether the needs of students and the system as a whole are being met by such an approach is open to question.

*- Review of the Degree Approval Process
in British Columbia, March 2001*

Apprenticeship

Apprenticeship in British Columbia has been a world unto itself, overlapping the college, institute and teaching university sector that provides classroom and shop training prior to and during apprenticeships, but administered separately and differently from the rest of postsecondary education. Evolving on its own distinct track, apprenticeship has been more centralized and controversial than other fields of study.

The Provincial Apprenticeship Board was an advisory organization. In contrast, its replacements, the Industry Training and Apprenticeship Commission, followed by the Industry Training Authority, had funding authority on a program-by-program basis. They therefore had considerable influence over a certain type of programming, but not so much on the overall character of institutions.

Provincial Apprenticeship Board

Acronym: PAB

The Provincial Apprenticeship Board was advisory to the provincial funder of apprenticeship education, the Ministry of Labour, and was not a decision making body. It nevertheless exerted considerable influence over what is the most centralized sector of postsecondary education in British Columbia. It came into existence in 1977, replacing the **Provincial Apprenticeship Committee**.

By the mid 1990s, members of the advisory Provincial Apprenticeship Board were complaining that the apprenticeship branch of the Ministry of Labour did not act upon their advice. Government had previously been leery of that advice because it noted that the PAB membership came largely from traditional construction trades whose interest seemed mainly to be in sustaining the apprenticeship model in traditional areas, rather than to expand it into emerging sectors.

Industry Training and Apprenticeship Commission

Acronym: ITAC (“Eye-tack”)

Late in 1996, the provincial government sought to increase the effectiveness of spending on Entry Level Trades Training and apprenticeship training by establishing the Committee on Entry Level Trades Training and Apprenticeship. The committee’s report, *Revitalizing Apprenticeship: A Strategic Framework for British Columbia’s Apprenticeship Training System*, was released in February 1997.

The Ministers’ committee unanimously recommended creation of a new governance model, the Industry Training and Apprenticeship Commission (ITAC) to succeed the Provincial Apprenticeship Board. ITAC was to be a decision making body, not an advisory one, that among other things, would strengthen the linkage between apprenticeship and Entry Level Trades Training (ELTT). The committee envisioned a representative board with about one third from business, one third from labour, and one third from government and education.

BC Labour Force Development Board and the Industry Training and Apprenticeship Commission

...sought to foster cooperation among public- and private-sector actors in the labour market field in ‘associational’ arrangements. In so doing, the reforms ran counter to institutionally entrenched patterns of behaviour in BC’s political economy, which favour conflict between business and labour and limited involvement of private-sector actors in public-sector labour-market institutions. This article assesses the extent to which these institutional constraints precluded the success of these reforms. The evidence suggests they did....

*- Rodney Haddow, 2000
How Malleable are Political-Economic Institutions?*

The government accepted the committee’s recommendation for an Industry Training and Apprenticeship Commission, establishing one in 1997. Government had learned from the BC Labour Force Development Board, which had immediately preceded ITAC, that a purely advisory board was ineffective at changing a system that had been relatively immune to private sector influence. ITAC was therefore given decision-making powers, but within a narrow scope, namely the apprenticeship system and the college system’s Entry Level Trades Training.

ITAC was described as a four-cornered partnership of business, labour, education/training and government. By 2001, it had a staff of 105 FTE and a \$73 million budget. A number of ITAC’s board members, especially from the unions, felt that too much of ITAC’s budget was going to school-based Entry Level Trades Training compared to work-place based apprenticeship.

ITAC faced a number of challenges, including those described in its 2000/01 annual report: “ITAC needs to develop more flexible, responsive training through new delivery methods and curriculum revision. Internally, the Commission needs to speed up decision cycles, update business practices and respond quickly to trends and opportunities.”

A new liberal government was elected in 2001, replacing a more labour-oriented one. It immediately conducted a government-wide Core Services Review that resulted in the decision to phase out ITAC by Spring 2003.

Industry Training Authority

Acronym: ITA

The Industry Training Authority was created in 2004 to replace ITAC. It is governed by a nine-person board of directors and has staff working from offices in Richmond to carry out day-to-day operations. The Board membership is drawn from employers and professional associations, unlike the ITAC board which also included union and government/education officials.

The government expected the ITA to bring about a number of reforms, but progress has been variable. Implementation of an entirely competency-based form of assessment and progressive credentialization through modularization is far from accomplished.

As of 2011, the ITA funded in-school technical training for apprentices through:

- 16 Public postsecondary institutions
- 43 Private training institutions and school districts.

The technical training provides theory, usually in four to eight week segments each year, to complement practical on-the-job training.

ITA also funded seven Industry Training Organizations (ITOs) to develop programs and liaise with industry:

- Automotive Training Standards Organization
- Construction Industry Training Organization
- Residential Construction Industry Training Organization (not funded in 2012)
- HortEducationBC (Horticulture)
- PROPEL-go2 (Tourism)
- Resource Training Organization
- Transportation Career Development Association

ITOs are not-for-profit legal entities, incorporated under the *Society Act*, established by industry and accountable to the ITA through partnership agreements. The ITA's role with respect to ITOs is to approve program standards and evaluative tools, and to register, track and certify apprentices. It is ITA, and not the ITOs, that funds the delivery of technical training. By 2011, 95% of all registered apprentices were in ITO-managed programs.

The ITA has reported to ministries responsible for labour and job training rather than to the Ministry of Advanced Education. Its relations with public postsecondary institutions have sometimes been adversarial.

Controversies about Changes Associated with the Industry Training Authority

It is a fact that the New Model [2003 ITA Act] was substantially designed by the Coalition of BC Businesses, and clearly serves the interests of open-shop employers in the construction industry...If anything, I might say that the New Model still makes too much reference to apprenticeship; that by retaining some of the terminology and institutional trappings associated with apprenticeship – but not the essential components for a well-functioning system – the New Model beguiles us into believing that its employer-dominated governance structure is somehow necessary and justified.

- John Meredith, 2012

Presentation at the Centre for Policy Studies in Higher Education and Training, UBC

Private Institutions

Similar to the Degree Quality Assessment Board, the overseers of private institutions have had limited ability to shape the general character of institutions. There has been more of a binary, yes/no, decision-making power. As with apprenticeship, they have developed on their own, independent of the public system. To the extent private institutions have interacted with public institutions, it has mainly been through the transfer functions of the BC Council on Admissions and Transfer and through competition for grants to deliver apprenticeship technical training.

Private Post-Secondary Education Commission

Acronym: PPSEC (“Pea-pea-seck”)

BC enacted a *Trades School Regulation Act* in 1936 “to correct abuses and eliminating unfair practices in the operation of trade-schools.” The Department of Labour’s annual report explained that some barbering and hairdressing schools were using students to gain an unfair advantage over their competition. Some correspondence and homestudy schools were problematic and, in the words of the Department, “prostitute the name and objects of the legitimate educational organization.”

The *Private Post-Secondary Education Act* was passed in 1991 in response to widespread concern that the regulatory framework for private training institutions was lax (there had been several high profile incidents in the preceding years) and that student or consumer protection needed to be improved. All private institutions would need to be registered, not only those with apprenticeship programs as in the past, and a voluntary accreditation process was introduced.

The new agency was given start-up funds of \$500,000 the first year (it only used \$135,000) and \$350,000 the second year. Thereafter, it was to be self-funded from registration fees.

The Commission’s members, appointed by the Ministry, included some educators from both the public and private postsecondary sectors. It started with a “lean staffing profile” in the words of its annual report, committed to a “policy of frugality of expenditure and efficiency in operation.” (The initial staff consisted of an executive director, two registration officers and two support staff.)

Registration requirements came into effect in September 1992. The new registration process was fairly well received by industry, although some complained about the higher fees for institutions previously registered under the Apprenticeship Act.

Determining an accreditation system proved more complex and difficult than anticipated. The Commission nevertheless introduced voluntary accreditation in 1995, the first in Canada but well behind the USA.

PPSEC was replaced under new legislation in 2004 by the Private Career Training Institutions Agency.

In the 11 years from 1993 to 2003, the number of institutions registered with PPSEC rose from about 400 to 1,134. By 1998 staffing had grown to eight and 40 institutions had gone through voluntary accreditation (accreditation not being a requirement for students to receive student loans from government at that time. Accreditation as a criterion for loan eligibility became a provincial requirement in 2000 and a federal one in 2003.)

Slow Start-Up of the Private Post-Secondary Education Commission

As readers of the legislation will have recognized, it was broad in scope, providing little internal direction for the Commission as to the procedures it should follow, the requirements it should establish for registration and for accreditation, and its own operating policies. Faced with the daunting task of commencing activities on a scale not previously carried out in Canada, the Commission recognized that it should tread slowly as it marked a new path...

- PPSEC Annual Report, 1992/93

Student Loans and Private Career Colleges

About 45 per cent of students who attend private-sector career colleges in B.C. do not repay their loans. And while Donna Dunning, a former investigator with the ministry, says student loan abuse is out of control, B.C.'s advanced education minister, Graeme Bowbrick, insists a new accreditation process will reduce both the rate of defaults on loans and the number of career college closures...

In the past three years, the advanced education ministry has launched audits into 70 career colleges in B.C., some chosen randomly and others targeted because of complaints from students.

In 60 of those cases, the government either issued a warning, chose to hand out student loans to the school each month, instead of in lump sums, or monitored the school more closely.

Nevertheless, only a handful of schools have been "dedesignated" by the province -- barring them from receiving student-loan funds.

*- Vancouver Sun newspaper
21 July 2000*

Private Career Training Institutions Agency

Acronym: PCTIA ("Pick-tea-ah")

The Private Career Training Institutions Agency (PCTIA) was created in 2004, a successor to the Private Post-Secondary Education Commission. Its purpose was similar, namely to protect students through basic education standards for registered private career training institutions and by safeguarding tuition paid to those institutions in the event of closure. PCTIA is a Crown Corporation established under the *Private Career Training Institutions Act* and reporting to the Ministry of Advanced Education.

PCTIA does not regulate private degree-granting institutions or English language training schools, a significant change from PPSEC. (The federal government has supported some national organizations to counter fragmentation in the language industry and to increase its visibility, e.g. **Languages Canada** was created in 2006 by merging two predecessor organizations, and the **Language Industry Association** has existed since about 2001. However, there are no separate BC branches, and the national organizations consist of a mix of private and public institutions.)

Another significant change in 2004 concerned Board composition: PCTIA is now governed by its membership, rather than by the public, with seven Board members elected by private institutions compared to three appointed by government. In other words, PPSEC was scrapped in favour of industry self regulation under PCTIA.

PCTIA provides an optional accreditation process for those institutions wanting it. (Accreditation is necessary for students to receive financial aid from the government or for the institution to receive the province's Educational Quality Assurance designation for use in recruiting international students.) About half of all registered institutions are currently also accredited.

Private career training institutions in BC now enroll over 50,000 students each year. Programs range from sound and audio technicians through licensed practical nurses to commercial pilots.

Any institution offering a career training program with tuition of \$1,000 or more, and 40 hours or more in duration, is required to register and adhere to basic education standards. In 2011, BC had about 350 such institutions, many of which were very small. The trend recently has been for larger institutions to acquire smaller, independent ones, resulting in a decline in the number of institutions. Tuition revenue, however, increased from \$240 million in 2008/09 to \$290 million in 2010/11.

PCTIA's Student Training Completion Fund (STCF) is used to refund a student's tuition when an institution closes prior to program completion, or a portion of tuition fees a student has paid a registered institution that, in the opinion of the board, has misled the student.

PCTIA's revenues come from institutions: currently over \$2.5 million annually for operations and a little under \$2 million for the Student Completion Fund.

Former BCIT president, John Watson, reviewed PCTIA in 2008 and made a number of recommendations, but views differ as to the extent to which government has acted on those recommendations. Watson said that almost everyone outside the ESL industry thought that language schools should be brought under PCTIA.

Deregulation of Language Schools

The province's decision to stop regulating private language schools will leave students with no protection, a spokeswoman for the Better Business Bureau said Wednesday...

Currently, 206 ESL schools operate in British Columbia. About 15 schools open and close each month, most in an orderly way and without stranding students halfway through their programs. But since October 2002, six ESL schools have closed and the commission has had to cash their bonds to refund students' tuition fees.

Shirley Bond, B.C. minister of advanced education, said the government agreed to deregulate private language schools to bring B.C. policies in line with the rest of the country....Bond said the schools can apply for membership in one of the private language school associations.

*- Vancouver Province newspaper
22 January 2004*

Employers

Four labour relations organizations, two representing employers and two for faculty, currently serve BC's public post-secondary sector. The employer groups were created by government and are described in this Agencies section. The faculty groups appear in the Organizations section.

Employees other than faculty tend to be represented by locals of unions with membership that extends well beyond postsecondary education, e.g. the BC Government Employees Union, and therefore are not described in this paper.

Post-Secondary Employers' Association¹

Acronym: PSEA ("Puh-sea-ah")

The Post-Secondary Employers' Association was formed in 1994 as the provincial employers' association for college employers, an outcome of the provincial government's 1992 Korbin Commission and the resulting 1993 *Public Sector Employers' Act*. The act established seven public sector employers associations, one of which was for colleges and institutes, PSEA, and another for universities, UPSEA.

The Advanced Education Council had established a Task Force on Labour Relations in 1994. While the Task Force concluded that AECBC should not become involved in labour relations, it did set the stage for PSEA as a multi-employer association with mandatory membership built on voluntary coordination and information-sharing services.

During its first decade, PSEA coordinated labour relations for employers on essentially a voluntary basis. Institutions generally, but not always, bargained within the constraints established by government, leading to questions about the efficacy of an employers' association with only a coordinating role. Beginning in 1995, college and institute bargaining became two-tiered, with some issues agreed to at a provincial "common table" and some bargained locally.

College Preference for Decentralized Bargaining in 1994

The model of employer association recommended and adopted by the sector was a decentralized one... This reflected the institutions' continuing belief that they were more oriented to their own local needs and cultures than to a provincial system with identifiable commonalities. In some ways, this belief and the resulting model of employers' association chosen by the institutions were in conflict with both the government's increasing centralization and control of the system during the later 1970s and the 1980s and with the unions' increasing coordination of their bargaining and labour relations through the same period.

*- Post-Secondary Employers' Association
Resource and Discussion Paper, 2005*

PSEA became the accredited bargaining agent for the college and institute sector in 2004, but the common tables for faculty and staff bargaining remained voluntary. At that time, 22 institutions had 45 faculty and support staff unions. In addition to bargaining and its related contract administration (including dispute resolution and arbitration), PSEA coordinates a number of human resource matters such as benefit administration and compensation for non-unionized employees. Located in Vancouver, it currently has a professional staff of eight.

When teaching universities were created in 2008, they remained within PSEA. Some institutions are calling the continuation of this arrangement into question.

¹ More details are available in: Post-Secondary Employers' Association (February 2005). **Labour Relations and the College and Institute Sector in BC: Resource and Discussion Paper.** Vancouver.

University Public Sector Employers' Association

Acronym: UPSEA

The University Public Sector Employers' Association was established in 1993 under the *Public Sector Employers Act*. Four member universities of what is now the Research Universities' Council of BC were designated as one of the seven public sectors in the legislation. Along with the six presidents, two senior provincial government officials constitute UPSEA today.

While distinct from RUCBC, the six RUCBC presidents served on UPSEA in 2011 and the vice president of RUCBC is the executive director of UPSEA. UPSEA has little presence on the Internet, but its one webpage is part of the RUCBC website.

The research universities bargain independently of each other, essentially in liaison and consultation with UPSEA and the Public Sector Employers Council rather than with their fellow institutions.

Compared to the other public postsecondary institutions in BC, the research universities have more unions and components representing different groups of employees other than faculty, such as teaching assistants and professional/technical staff. The rest of the system, in contrast, is less differentiated within a single institution and maintains a labour climate that is more closely aligned with traditional union-management practice in industry.

Public Sector Bargaining

Many years ago, the Provincial Government created the Public Sector Employers' Council (PSEC) whose purpose is to "coordinate the management of labour relations policies and practices in the public sector to foster an efficient and effective workforce."

In practice, the Provincial Government issues a decree to PSEC on the allowable levels of economic benefits that are acceptable in new contracts in the public sector. PSEC then works with the University Public Sector Employers' Association (UPSEA) who co-ordinates the university sector contract outcomes. PSEC/UPSEA issue "marching orders" to the SFU Board of Governors. PSEC retains the power to overturn non-complying contracts.

- SFU Faculty Association, 2010

Contract Training and Marketing Society

Acronym: CTM

In 1997, the first common agreement of 1996 – 1998 with numerous college faculty associations and the Provincial Post-Secondary Employers Association resulted in the provincial government providing \$250,000 to establish the Contract Training and Marketing Society. The CTM's purpose was to foster cooperation among institutions to secure cost-recovery contracts to deliver training to third party clients.

Acting as a broker, the society was in part a response to union concerns that training grants from both provincial and federal governments for such purposes as supporting unemployed clientele were increasingly directed towards lower cost providers in the private sector. From the union's perspective, another function of the society was to ensure as much instruction as possible was provided by union members.

CTM's formation reflected the availability of some special purpose funding. The provincial government's Skills Now fund (one percent of postsecondary's base budget the first year, half as much the second year) had components such as the Innovation Fund that provided the seed money for the creation of WebCT course management software at UBC. A small component from 1994 to 1996 was the Community Outreach Partnership Fund, a \$40,000 annual grant for each institution to support ministry-approved continuing education proposals.

CTM sought to develop partnerships even with institutions, including universities, that were not represented on its Board. Its main competition came from large private training organizations.

CTM did foster successful partnerships, but some institutions benefited more than others, especially if they had pre-existing continuing education and contract training units. Sometimes CTM worked with deans within Faculties and, more generally, its work focused heavily on building relationships within government and postsecondary institutions.

The provincial government changed four years after CTM's creation and the society soon ended, discontinued in 2002 because the new government established postsecondary policies and funding priorities that did not include continuation of the society.

Facilitative Agencies

Government established the mandates of these agencies, but the means for accomplishing them have largely been persuasion and collaboration, sometimes accompanied by incentive funding for special projects. Only two, BCcampus and the BC Council on Admissions and Transfer, endure.

Academic Board

Advice to the New Community Colleges (which the colleges ignored)

Those who advocate an open-door policy fail to understand the primary purposes of the colleges and the educational standards they must maintain...Its major commitment is to its regular full-time students...Too many students who are not fully qualified...or too large a number of older students, will invariably interfere with the instruction of the students for whom the college is primarily intended...

The standard of student deportment also reflects the quality of student life and casts some light upon the degree of respect which the students have for their teachers and their college and the values for which it stands.

*- Academic Board: College Standards
November 1966*

The provincial government formed the Academic Board of Higher Education in 1964 following changes made to the *Universities Act* in 1963 in response to the Macdonald Report of 1962, *Higher Education in British Columbia and a Plan for the Future*. Composed mainly of university representatives, the Board's role concerned academic standards, particularly with respect to university transfer programs in the new community colleges. More specifically, the Act authorized the Board "to collect, examine and provide information relating to academic standards, and to advise the appropriate authorities on orderly academic development of universities and of colleges by keeping in review the academic standards of each."

The Board saw itself as having an accreditation function, but the three categories it devised were never implemented. In 1966, the same year as it conducted its first research studies on transfer student persistence, the Board published a booklet on college standards, establishing criteria for the assessment of programs, employees, students, counseling, instruction and facilities. It envisaged teams visiting the various colleges but this did not occur.

The Academic Board sponsored a conference in December 1968 at Vancouver City (now Community) College to deal with transfer and course articulation. The backdrop was that the open door admissions policy of colleges was a stumbling block to some in the universities who saw it as hindering academic excellence. The decision was taken there to develop some standing committees, which later became Articulation Committees, to deal with transfer in specific disciplines. It rejected the idea of common curriculum for all first year university courses.

In April 1972, a confidential report to the Minister of Education from the *Ad Hoc Committee on the Future Development of Post-Secondary Education in British Columbia* recommended changes to the Academic Board, including funding to establish a fulltime, permanent secretariat. Instead, the government dissolved the Board in 1974 and formed the **Post-Secondary Articulation Coordinating Committee** to oversee transfer and articulation.

The Articulation Committee consisted of the senior academic officer from each public university and college in BC and the registrar from each of the three public universities. Its functions subsequently came under the auspices of the Academic Council and, much later, the BC Council on Admissions and Transfer.

The Articulation Committee's initial set of guidelines and principles for transfer, although amended by BC Council on Admissions and Transfer, still forms the foundation of the province's transfer system today.

A parallel board had been created under the *Universities Act*, the **Advisory Board**, but with a narrow statutory role, namely to allocate sums appropriated by the legislature. It did not influence university budget policy and ended up doing little more than dividing the operating grant among the three universities. The Perry report observed that as of 1969, it was becoming "increasingly difficult to persuade university representatives to serve on the Board." It and the Academic Board's functions were eventually subsumed by the Universities Council in 1974.

Deficiencies of the Academic Board

Although the Academic Board has been able to exercise an important counseling influence on the newest members of the post-secondary system, the regional colleges, it has not always been able to play an equivalent role in respect of the older-established institutions, the universities...Proposals to introduce new university programmes, or to expand existing courses of study – even when they are likely to generate friction between universities – are not, normally, taken up with the Academic Board.

Provocative issues have been taken up on occasion, but not always settled according to the Board's advice. Moreover, since the composition of the Board is strongly representative of the three public universities, restiveness has developed among the excluded post-secondary institutions.

*- Neil Perry, 1969
Report of the Advisory Committee on Inter-University Relations*

BC Council on Admissions and Transfer

Acronym: BCCAT ("Bee-see-cat")

The BC Council on Admissions and Transfer was created in 1989, in response to a recommendation from the provincial government's *Access for All* report. No particular needs were identified in the report, just that "some difficulties remain in some program areas and that other difficulties may arise as the roles of institutions become more differentiated, as enrollment 'caps' in some programs may become more prevalent, as associate degrees are introduced, and as other initiatives may be taken, such as the establishment of 'university colleges' within some existing colleges." Former bodies that might have attended to these matters, such as the Academic Board, the Academic Council, and the Universities Council, no longer existed.

BC's Leadership in Credit Transfer

British Columbia has taken the California model and developed it into what is possibly the most extensive credit accumulation and transfer arrangement in the world.

*- Bekhradnia Bahram, 2004
Higher Education Policy Institute,
United Kingdom*

The background in 1989 was that an assistant deputy minister, Grant Fisher, saw a need for ongoing coordination of student mobility and transfer in an expanding postsecondary system, a need that the Post-Secondary Articulation Coordinating Committee did

not have the resources to address effectively. Dr. Fisher was later appointed the first executive director of BCCAT, working with a part-time secretary from an office in the Centre for Curriculum and Professional Development in Victoria. In 1994, the office moved to Vancouver as a more central and accessible location for the majority of postsecondary institutions.

Council is a formal agency with no legislated authority, so it uses a facilitative approach. Its members are appointed by the Minister responsible for postsecondary education and come entirely from educational institutions and sectors (i.e. no government members.) Its work is supported by a staff of eight, still located in Vancouver, and a network of numerous “articulation committees” – subject specific representatives from institutions that meet at least annually to facilitate credit transfer in particular disciplines.

Admissions and transfer have always been the responsibility of individual institutions. BCCAT has simply coordinated and facilitated the processes with respect to transfer and course articulation, and is increasingly seeking to inform admissions. It describes its modus operandi as engaging in comprehensive consultation with all stakeholders and making recommendations that are supported by evidence-based research. Its work is undertaken by three standing committees (Admissions, Research, and Transfer and Articulation) plus subcommittees as required.

The first combined transfer guide, as opposed to individual guides from each university, was published in 1990, with a companion website launched in 1995 as part of the BCCAT website. The standalone BCTransferguide.ca website was launched in 2005.

Council took over coordination of the web-based *Opening Doors* in 2004, following the closure of the Centre for Education Information Standards and Services. Subsequently renamed *Education Planner*, the searchable database provides information on undergraduate program availability, application dates, tuition costs, admission requirements, and so on at postsecondary institutions throughout BC.

During its first decade, BCCAT emphasized the transfer aspect of its mandate. Then in 2003, it formed an Admissions Committee with terms of reference to “examine data and issues pertaining to overall system capacity and student demand, mobility and success. It recommends policy and practices that facilitate the admission process for direct entry and transfer students... The work of the Admissions Committee is intended to be of benefit to institutions for enrolment planning, government for system planning, and students for education planning.”

Council has been the major sponsor of research about the BC postsecondary system. It used to invite proposals, but switched in the mid 1990s to commissioning studies based on a loose research agenda arising from issues discussed by its committees and the results of previous research. Contracting with institutional research offices and independent consultants, it sometimes has taken methodologies developed at a single institution and generalized them across the sector, enabling it to foster some very cost effective research.

The transfer system is constantly evolving. In 1996, it began moving beyond course-by-course transfer to incorporate other models, e.g. block transfer, the flexible pre major, and the associate degree as a basis for transfer. A significant conceptual switch began in 2009 from understanding student transfer as unidirectional into research and teaching intensive universities and towards an understanding of multi-directional flows among a variety of postsecondary institutions. With this new conceptualization came a shift in favour of eliminating the distinction between sending and receiving institutions.

Another evolution has been in the culture of some articulation committees, especially by members from institutions other than the research universities. Some committees have moved beyond simply facilitating and coordinating transfer arrangements towards providing a forum for addressing disciplinary and program delivery issues. This has arisen from the lack of other local venues for discussing such matters.

BCCAT has served in a leading role across Canada to strengthen student mobility across provincial jurisdictions.

Introduction of Credit Transfer

The notion of “credit transfer” was a groundbreaking concept. The idea that one institution would recognize and award academic credits earned by a student from another institution was virtually unknown in Canada when the college system in BC was first established in the early 1960s.

Understandably, the Senate of the University of British Columbia was reluctant to institute a transfer of credit policy until the relevant departments in the Faculties of Arts and Science conducted extensive consultation. This process was directed by UBC’s former Dean of Arts, Sperrin Chant, who held high credibility and respect in academic circles...

Ultimately, under specific conditions the practice of granting credit for previous college coursework was approved. Later, studies were conducted to determine the performance of transfer students. The results indicated that these students performed well in their university studies...

It is useful to reflect upon the fact that, although today transfer credit is accepted as routine, the practice was initially approved after much debate and some controversy as a new and as yet unproven practice in BC.

*- John Dennison, 2011
BCCAT Then and Now Newsletter*

Curriculum

The curriculum content of programs and courses are the responsibility of individual institutions, although program accreditation requirements and the desire to maintain course transferability may greatly limit a discipline’s curricular freedom. The government has periodically provided supports to institutions to help them develop curriculum, particularly in vocational subjects or where new pedagogies, such as problem based learning, were being introduced.

Predecessors within Government

Government support for curriculum development began in BC in vocational education, broadened somewhat with the formation of the Centre for Curriculum and Professional Development and subsequent Centre for Curriculum, Transfer and Technology, and then disappeared.

In August 1957, with the federal government footing half the cost, the Technical Branch of the BC Department of Education and the Department of Labour’s Apprenticeship Branch established a vocational and technical curriculum development group. It was intended to work closely with the Canadian Vocational Training Branch in Ottawa. By the early eighties, the BC Ministry of Labour also had a Program Development Unit.

From 1960 to 1975, roughly corresponding with the life of the BC Vocational Schools, the Department of Education’s Vocational Programs Branch funded the Curriculum Development Centre, located at the BC Vocational School – Burnaby. Instructors from the BC Vocational School developed the curriculum with the support of the Curriculum Centre staff, as well as with review by Trade Advisory Committees and input from annual articulation meetings of instructors. The Apprenticeship Branch of the Department of Labour also coordinated and funded the creation and revision of trade courses.

The Curriculum Development Centre closed following the melding of the vocational schools with community colleges in the early seventies. By 1975, community colleges had absorbed much of the

Centre's function, although the trades curriculum remained formally under the Apprenticeship Branch. The Ministry of Education nevertheless again recognized the need for provincial coordination of trades and technical education. A Centre for Curriculum and Professional Development, with funding flowing through Camosun College, was therefore established in 1988.

Centre for Curriculum and Professional Development

Acronym: CCPD

The Ministry of Skills, Training and Labour formed the Centre for Curriculum and Professional Development in April 1988, moving a few employees out of the public service proper and under the administrative oversight of Camosun College. The Ministry continued to provide the majority of funding.

An advisory board consisting of ministry and college officials governed the Centre. The research universities were not involved, and curriculum developed was primarily for certificate and diploma programs.

Curriculum development expenditures in the order of \$1.0 million in 1988/89 rose to \$3.3 million in 1994/95. This included both provincial projects and locally initiated projects.

Shifting Emphasis in Curriculum Development

Prior to 1988, Apprenticeship and Trades Projects together accounted for over 60% of curriculum development funds spent by the Ministry responsible for post-secondary education in British Columbia. As of 1992/93, these represented less than 15% of the expenditures on curriculum. During the past five years, the Centre's focus has increasingly been on curriculum development in program areas such as Social Services (32%), Adult Basic Education (7%), and Health (11%).

*- Development: A Five-Year Report
Centre for Curriculum and Professional
Development, 1993*

In Fall 1994, the board identified a need for a new mandate: to be more proactive, to concentrate on ways to improve teaching and learning, to emphasize outcomes-based learning, to stimulate education discussion and facilitate system change, and to involve a broader cross section of faculty.

Government replaced the CCPD in November 1996 with the Centre for Curriculum, Transfer and Technology.

Centre for Curriculum, Transfer and Technology

Acronym: C2T2 ("Sea-too, Tea-too")

Along with CEISS, the Centre for Curriculum, Transfer and Technology was government's attempt in 1996 to foster reform in postsecondary education. The intent was to create synergy by bringing a variety of initiatives under a few umbrellas. In C2T2's case, though, the consolidation ended up with silos within a single agency that took half a dozen years to merge. Also, C2T2 served just part of the postsecondary system – universities participated only a project basis.

The Centre was a forced marriage of five streams:

- Curriculum development (Centre for Curriculum and Professional Development)
- Standing Committee on Educational Technology
- Learning outcomes (a new theme for the provincial postsecondary system, articulated in the *Charting a New Course* strategic plan)
- Prior Learning Assessment – initiatives had started in a small way at the BC Council on Admissions and Transfer, but now government was willing to provide some funding for coordination at institutions to facilitate and champion larger initiatives

- Secondary to postsecondary transitions – building on some initial work between the K-12 and postsecondary ministries.

By establishing C2T2 as a society, the agency had the ability to accept funds from a variety of sources and to carry funds across fiscal years. Offsetting this independence were the cost of audits and of supporting a Board.

The Board, appointed by government and representing a wide range of constituencies, included Ministry directors as voting members, unions and students. Because the Ministry was also the funder, the reality was that the Ministry had more voice and power on the Board than did other members.

At its peak, C2T2 had about three dozen employees and secondees, some of whom were unionized (a legacy from their employment at Camosun College). Union-management relations were good, but unionization placed some constraints on the deployment of staff, due to such considerations as seniority.

Those in curriculum development tended to be long-term employees who initially resented being melded with strangers. Those working in distance education tended to be secondees or contractors, and served a different constituency. Three years after its formation, C2T2 still faced the internal challenge of working across divisions towards common goals as well as the external challenge of succinctly explaining to institutions its mission of supporting educators.

C2T2's budget was reduced by 10% in 2000, a reduction managed by not filling vacancies, then 30% the following year, resulting in layoffs according to protocols in collective agreements. The new government announced C2T2's closure in January 2002 but allowed until April 2003 for a slow and deliberate transition (All employees had either retired or found work elsewhere by the time C2T2 closed its doors, e.g. four employees returned to Camosun College for project based work.)

Only the educational technology component was kept alive, moving into the new BCcampus with union successor rights. The creation of the Industry Training and Apprenticeship Commission had ended funding for the development of trades curriculum, previously the largest source of curriculum funding.

C2T2 did encourage collaboration across institutions and did a fair amount of cutting edge work in learning outcomes and prior learning assessment, but not much of this work persisted beyond changes adopted by individuals. (Some would argue that the manner of implementation of some initiatives, such as learning outcomes, resulted in push back from institutions.) Professional development for faculty across the province was one of C2T2's strengths, but this too died with C2T2's demise.

A System Perspective

C2T2 was emblematic of a time when there was a real effort to function as a postsecondary “system.” That probably reached its peak in the mid to late nineties.

We still had regular conferences and workshops by the Advanced Education Council of BC, and C2T2 hosted similar opportunities for educators to gather. Relationships with the Ministry were pretty good. It was a period of greater cooperation and collaboration among institutions, with government funding organizations to provide central coordination.

System-wide curriculum development was an example of the incentives for institutions to cooperate, often with rewards from government for doing so.

The death of C2T2 was not the cause of, but it was emblematic of, the reduction of “system” over time, moving much more towards sectors competing for resources (although within sectors we still have cooperation.) Today it seems to be much more about individual institutions fighting for money and stature. Yet, remarkably, we still have a system.

What’s one of the reasons people value the BC Council on Admissions and Transfer? The answer is that it is one of the few organizations we have left in terms of system glue. As well, there has always been something in it for both sending and receiving institutions to have a transfer system.

Institutions today are not rewarded for collaboration. They’re rewarded for being individual institutions delivering their FTE quota for the year. But then again, they have always been rewarded primarily for work at the institution level, not at the system level.

*- Devron Gaber, 2012
Former CEO of the Centre for Curriculum, Transfer and Technology*

Information and Administrative Services

The evolution of groups supporting administrative and instructional computing in BC postsecondary education consists of several strands. At various times, they have come closer or farther apart, but there has never been a single strand.

Standing Committee on Educational Technology

Acronym: SCOET (“Skoe-it”, rhymes with Show It)

The Standing Committee on Educational Technology was a precursor organization to the CEISS agency. It formed in 1990 to propose policy directions in educational technology for the college and institute system. It also served as a consortium to facilitate the adoption of education technology, e.g. a research project in 1992 identified issues affecting the implementation and use of educational technology.

SCOET’s chair was seconded to C2T2 in 1995 when C2T2 was established.

A number of other groups were considering educational technology in the 1990s, e.g. Distributed Learning Task Force and the Educational Technology Working Group, but they were more project oriented rather than ongoing. Another such group, established in 1994 by the Ministry to select a common administrative

computing system for the province (eventually settling on two: Banner and Datatel Colleague), was the **Consortium for Administrative Systems Development** (CASD “Cahz-dee”).

In addition, during the late nineties, administrators and unions were forming task groups to examine the implications of educational technology.

Post-Secondary Application Service of BC

Acronym: PASBC (“Paz-bee-see”)

Enrolment demand in the early 1990s exceeded institutional capacity, but the extent was unknown because of duplicated applications as students applied to more than one institution or one program. Government therefore sought to establish a central application service, similar to the one in Ontario, in order to better understand enrolment patterns and potentially to make application easier for students. There was political pressure to locate the office of the centralized service in Kamloops.

The Post-Secondary Application Service of BC hired staff by 1995. The executive director position was offered to a respected person in the university sector, but that person declined in light of the many challenges and risk of failure – the institutional culture in BC was not conducive to such a service. One of the stumbling blocks was the application fee that most institutions had implemented by then. Although the fee was modest, it was a significant amount in total that institutions were reluctant to lose.

The service limped along, providing a mixture of centralization and decentralized admission processes. By 1997/98 it was distributing “Explore” on CD, a listing of online courses that is now available on the web. All institutions were not connected for fully automated data transactions until 2006., and the service never did produce the statistics government desired. The Centre for Education Information Standards and Services eventually absorbed the service and it moved to BCcampus after the ending of C2T2. It is now known as ApplyBC.

Collaboration in Competitive Admissions

... in areas where academic institutions compete or where ‘brand’ plays an important role – such as in the recruitment, admission and registration of students – partnerships and strategic collaborations have typically been more difficult to sustain.

*- David Porter, 2006
BCcampus: Creating a Sustainable
Online Learning Consortium*

Formation of PASBC

A central registry for BC’s colleges and universities is still in the works despite a lack of enthusiasm from some of the institutions involved, according to Skills, Labor and Training Minister Dan Miller...The various players haven’t agreed on some issues, such as how to split students’ application fees.

So far, they have decided to implement the new application procedures in two phases, starting with BC’s four universities in September 1996 and adding the province’s 20 colleges and institutes in the following year.

...a representative for BC’s colleges on the registry’s board says switching to a centralized registration system is more complex than first thought. Most colleges, he said, offer both university transfer and career programs, and have various intake periods. As well, there is growing competition among colleges as the demand for postsecondary spaces eases in BC.

- Vancouver Sun newspaper, 30 June 1995

Centre for Education Information Standards and Services

Acronym: CEISS (“Sea-ice” or “Cease”)

The Centre for Education Information Standards and Services was established in Victoria in 1996 as a non-profit society in response to the Ministry’s *Charting a New Course* strategic plan’s call for more system-wide approaches. Whereas C2T2 had an educational focus, CEISS was organized around information and adopted more of business development and project management philosophy. As with *Charting a New Course* itself, the involvement of the research universities in this system initiative remained peripheral. The Centre’s mandate included K – 12 and research about training-related information in support of the labour market, but little work was done in these areas.

The Board consisted of three members from the government of BC, three from the Council of Chief Executive Officers (of colleges and institutes), three from faculty and staff associations, and two from other agencies such as the Advanced Education Council of BC and the Industry Training and Apprenticeship Commission. An appointment from each of the BC School Superintendents’ Association and The Universities Presidents’ Council was optional.

Five years after its formation, CEISS had a project based structure with four divisions: Client Services, Corporate Services, Information Standards (including a provincial data warehouse for colleges and institutes, and a service bureau for institutions using the Colleague administrative computing system), and Information Services (including the surveying of former students, labour market information, a human resources database for colleges, coordination of software licencing agreements and hardware leases, and the Post-Secondary Application Service of BC). It shared a building and some administrative systems with C2T2 in Victoria, but there was little interaction between the two agencies.

CEISS sought to grow from the beginning, whereas C2T2 remained stable. CEISS grew rapidly and by 2000/01 had revenues of over \$12 million:

\$5.4 million	Base operating grant from the Ministry of Advanced Education, Training and Technology
4.1	Funded projects
1.6	Institutional fees
1.4	Federal grants and other revenues
<u>\$12.5 million</u>	Total revenue

For several years, the atmosphere at CEISS was vibrant as the organization expanded and sought contracts from beyond the provincial government.

A new Liberal government in 2001 decided to eliminate several bodies established under the previous New Democratic government. The grant to CEISS was eliminated, but a remnant of the society was allowed to continue as a centralized software purchasing service for institutions (HEITBC – see below). Several projects were relocated (e.g. the Central Data Warehouse went to the Ministry, while infrastructure support for former student surveying was contracted to BC Statistics). The Colleague service bureau was privatized, with some former staff moving to OA Solutions. The Post-Secondary Application Service

Challenges at CEISS

We’re a service agency, and we rely on cooperation and collaboration to move some of these ideas forward...One of the challenges we face is the frustration of the time it takes to move some of these ideas forward that we believe are in the best interest of all British Columbians...

Over the last four years as CEO of this organization, I have not once been asked to participate on a post-secondary – level committee with respect to any of these issues. I think having a mandate would greatly enhance our organization’s ability to implement some of these solutions and help to reduce costs across all institutions.

*- David Rees, CEISS
BC Hansard, 17 October 2001*

eventually moved to BCcampus. Thus while the agency was disbanded in 2003, many of its functions endured.

Closure of Centre for Education Information Standards and Services

As with many other parts of the public sector, government funding reductions caused the organization and the education system to work with the Ministry of Advanced Education to determine priorities and support for the projects managed by the organization. Unfortunately this led to significant reduction in staffing at CEISS, however most of the projects were left to continue. We were saddened by the loss of many fine people whose positions were eliminated, and we appreciate the professionalism and compassion everyone displayed.

- CEISS Annual Report, 2001/02

BCcampus

Acronym: BCcampus (“Bee-see-campus”)

Although formed in 2002, with its first operations occurring in 2003, BCcampus built on the work of previous groups regarding information technology: online learning and distance education, shared services for institutions, and professional development and communities of practice.

In 1997/98, a working group conceptualized a project to deliver first and second year university transfer courses, known as **Collaborative Online Delivery** (COD). Led by administrators, it was controversial with faculty and the Ministry withdrew the funding.

About 18 months later, a more grassroots initiative, the **Collaborative Online Programs for E-learners** (COPE) proposed an online, system-wide program in Applied Business Technology. Work began in Fall 1999 and then in mid 2000, the name changed to **e-merge** to avoid confusion with a municipal political party in Vancouver. E-merge was eventually absorbed by BCcampus, ensuring funding and its future.

As this was occurring, the newly elected government was becoming disenchanted with the province’s distance education agency, the Open Learning Agency. It introduced legislation in October 2002 to dissolve the OLA, distributing several of its functions to other organizations. The newly formed BCcampus was described as the new vehicle for meeting the province’s postsecondary distance education needs.

BCcampus initially wanted to claim the FTE enrolment in courses delivered online by institutions but which students accessed through the BCcampus portal. Resisted by institutions, BCcampus did not become an “institution” with its own enrolments.

With the closure of the Centre for Curriculum, Transfer and Technology in 2003, BCcampus inherited C2T2’s educational technology portfolio, which in turn had drawn upon work performed by SCOET. While government talked about wanting collaboration in the postsecondary system, of which BCcampus was intended to be an exemplar, it was simultaneously

Open Learning Agency and Online Education

The Open Learning Agency was not moving fast enough or as far as the government was hoping. The government consequently funded little projects by groups of innovators to introduce change... To keep attracting the government of the day’s attention, sometimes these projects had to be reinvented with a new name so that new ministers could make new announcements about some of these old ideas....

*- Janetha Harkess, 2004
Master’s thesis, Athabasca
University*

introducing market driven competition into the public sector – a contradiction about which it seemed unaware.

The government described BCcampus as providing a single entry point from application through registration to graduation for students wanting distance education/online courses from a variety of public postsecondary institutions in BC. The Post-Secondary Application Service of BC, inherited from CEISS, was brought under the BCcampus umbrella and rebranded as ApplyBC.

BCcampus

BCcampus is a collaborative online learning agency... One of their key problems was identifying who their primary audience was and communicating the correct message to that audience... We assisted them in re-affirming their key stakeholder group – post-secondary institutions (not students)....

*- Acumen Communications Group
Website, 2012*

In addition to services for students, BCcampus serves institutions by negotiating system-wide licences and services, maintaining networks, and providing professional development. It hosts a handful of online programs, using courses from a variety of BC public institutions. To some extent, it remains a solution in search of a problem as it seeks to reduce duplication and provide economies of scale for institutions

In 2012, BCcampus had two dozen employees and two or three co-op students. Headquartered in Vancouver, it maintained another office in Victoria where most of the engineering team was located.

[See also HEITBC and BCNET in the Organizations section. A related network, the Provincial Learning Network (PLNet) provides connectivity to over 1800 schools, postsecondary institutions, and other public sector institutions in BC. Jointly sponsored by the BC Ministries of Education and of Advanced Education, it is not described here because its mandate goes far beyond postsecondary education.]

Organizations

Organizations formed independently of government, usually with impetus from institutions although sometimes also with the support of government. These groups have evolved and changed forms, but their general functions have tended to endure.

Institutional Advocacy

The Advanced Education Council of BC hired educators with institutional experience as their chief executive officer. Subsequent advocacy groups formed by consortia of public institutions have often hired staff with previous experience working in the Ministry and who therefore had good contacts within government. The current groups are all based in Victoria, physically close to government.

Member institutions fund these organizations, but it is government that funds most of the institutions. This leads to the curious situation of using government money to lobby government. The organizations do, nevertheless, provide a venue for types of discussions that might be more guarded if government were present.

The research universities have maintained their own organization, while the remainder of the public postsecondary system once had one organization but now has two. Two organizations represent private institutions: one for the for-profit career colleges and one for the not-for-profit Aboriginal institutions.

Since 2010, collaboration among the three public institutional advocacy organizations has increased significantly. The executive officers of each organizations now meet together regularly.

Colleges

BC Association of Colleges

Acronym: BCAC

Community colleges in BC were originally established by groups of school districts, with Boards comprised of elected school district officials. In 1966, as the first colleges were forming, the BC School Trustees Association formed the **Regional and District College Association of BC**. Four years later, in 1970, it became the **BC Association of Colleges**, comprised of college board chairs, as a lobbying, coordinating and service organization. After a further four years, it expanded its role and hired its first executive director.

From the late 1970s to the mid 1980s, BCAC employed a labour relations consultant who advised college boards and held workshops for colleges. The institutions did not, however, attempt to coordinate their bargaining.

BCAC merged into the Advanced Education Council of BC in 1990.

Council of Principals

Acronym: COP

The Council of Principals was an informal group of college presidents dating from the late 1960s that, strictly speaking, does not meet the criteria for inclusion in this report. It is nevertheless briefly mentioned here because it set the stage for the formation of the Advanced Education Council of BC.

With the passage of the first *College and Institutes Act* in 1977, the Council expanded to include institute presidents (BCIT and the Pacific Vocational Institute), renaming itself the **Council of College and Institute Presidents**. It eventually became known as the **Council of Chief Executive Officers** under the Advanced Education Council. It did not have staffing, but it did initiate funding from government in 1981 for a half time institutional evaluation officer (see the Standing Committee on Evaluation and Accountability). It joined with the BC Association of Colleges to form the Advanced Education Council of BC in 1990.

Council of Principals

I became principal of the College of New Caledonia in August 1970. As I recall the principals had group meetings which were chaired by the host principal. We took turns meeting on different campuses such as they were at the time. We were not formally organized.

I recall going to Cariboo College for such a meeting only to find that the principal of Cariboo had decided not to attend (he was away). We met without him on his campus!

A standing joke among us was that the two-day meeting was necessary – the first day for all of us, the second day to deal with [principal's] problems with the faculty union at [college].

They were good and fun days. New Caledonia started with only a portable, no running water, adjacent to the Prince George Secondary School. College books were in the school library. College classes ran at night using high school rooms. We used the school washrooms too!

*- Fred Speckeen, 2012
CNC Principal, 1970 - 1980*

Advanced Education Council of BC

Acronym: AECBC

The Advanced Education Council of BC formed in 1990 as an amalgamation of the BC Association of Colleges (boards) and the Council of College and Institute Presidents (administrators). The presidents wanted staff support for their organization and thought that since their institutions were already paying to support BCAC, it would be expedient to merge the two organizations to provide a secretariat for the presidents.

The intent was that this new organization would have a more coordinated and stronger voice for advocacy to government; labour relations were not a priority. All institutions except the research universities participated in AECBC.

AECBC was comprised of a Council of CEOs and a Council of Governors which, when they met together, were known as the Joint Council and from which an executive committee was formed. Standing committees included advocacy, finance, communications and board education.

Much of AECBC's work and publications were public, although some advocacy obviously occurred behind closed doors.

The Council had a staff of half a dozen, including a president, a director of evaluation and research, and a director of communications and policy analysis. It shared office space at various times with such groups as PSEA, SCOET, and BCCIE. The co-locations proved helpful, although the information technology people and BCCIE moved from Vancouver to Victoria in 1999/00. AECBC and PSEA decided to continue to share space and office infrastructure, but they had to relocate and downsize their office space. This was the same year that AECBC reviewed its purpose and operations, concluding that it needed to be a strong advocate for the system.

By the end of the nineties, institutions increasingly identified with similar types of institutions rather than with the sector as a whole. University colleges had been formed and urban colleges faced different challenges than rural institutions. The organization had become fragmented and eventually dissolved in 2001, weakening the advocacy ability of the sector.

AECBC's strengths lay in professional development and advocacy. In addition to extensive advocacy work, it provided a forum for regular informational meetings of senior institutional administrators with Ministry officials, and of board chairs with politicians (mainly the Minister.) It also provided a fair amount of professional development, e.g. on the Carver model of board governance and in orienting new board members to their roles and the sector.

Lack of a Single System Voice

The [research] universities have the University Presidents Council, you have the Council of CEO's within AECBC, and the university colleges have recently formed the BC University College Consortium. To my knowledge, there has never been an occasion where all these groups of CEO's have met together to discuss issues of common concern. Government has not been presented system-based representation on fundamental issues such as funding. Instead, there presently is only independent lobbying. Unfortunately, the universities have not joined you on the Council, and new tensions are emerging over the development of university colleges.

I see real danger here, because if we cannot find a way to work together as a system, government has the opportunity and the excuse, to limit our autonomy....

*- Robert Brown, Co-Chair of BCCAT, 2000
Speech to the Advanced Education Council of BC*

BC Colleges

Acronym: BCC

After the Advanced Education Council of BC closed in 2001, the presidents of the eleven colleges plus the Open Learning Agency, the Justice Institute and the Nicola Valley Institute of Technology formed an organization in 2002, BC Colleges, and contracted a person to serve as its president. They developed a stronger and more focused voice than during the last years of AECBC, which has facilitated both policy development and advocacy.

The presidents have daylong meetings about half a dozen times a year. They create task forces and ad hoc committees to address the issues of the day, sometimes consisting only of presidents, sometimes of other administrators, and sometimes a combination. BCC has a staff of two in Victoria and is an independent society.

The Ministry sometimes convened meetings of BC Colleges and Board chairs, following the model of the defunct AECBC, to give advance notice of announcements or to test draft ideas.

The association is now comprised solely of colleges (with the Justice Institute and NVIT departing to another association) and the members as a group are able to be more focused on the strategic issues for the college system, despite large differences between urban and rural colleges in program mix and educational priorities.

While the urban institutions may be more concentrated on academic programs and bachelor degrees, and rural institutions more on first-year university transfer programs and vocational programs, the organization fosters collaboration between colleges and unity in speaking to government on policy and funding matters. BCC has also encouraged collaboration with the other post-secondary sectors and partnerships with other provincial associations, most notably with the Alberta Association of Colleges and Technical Institutes.

Research Universities

The University Presidents' Council

Acronym: TUPC (“Tup-see”)

Upon the demise of the Universities Council of BC in 1987, the universities created the Tri University Presidents' Council as an advocacy group for the university sector. Not a separate legal entity, it was administered through the University of Victoria. The University of Northern British Columbia joined in 1991, although it did not open its campus until 1994, necessitating the changing of the acronym from “Tri” to “The.”

The Council met about every two months and originally consisted of the presidents and the academic vice presidents. It soon established a committee structure and hired a staff member (a former director of the university division in the Ministry.)

The short-lived Technical University of British Columbia (1999 – 2002) joined TUPC, and then Royal Roads University in 1996. This led to the strengthening of the secretariat with the creation of a president position, and analytical and administrative support, while retaining the original secretary position. Task oriented and serving a small number of institutions, it operated with less bureaucratic processes than the other institutional advocacy groups.

When a Central Data Warehouse was being created for the college and institute sector, the universities created their own higher level Tri University Database. Low budget with inconsistent and changing data standards, it eventually morphed into BCHEADset, the BC Higher Education Accountability Dataset.

Research Universities' Council of BC

Acronym: RUCBC (“Ruck-bee-see”)

RUCBC is the successor to The University Presidents' Council. It was formed late in 2008, following the government's decision to transform three university colleges, a community college and an institute into teaching-intensive universities. Thompson Rivers University and Royal Roads University lost their

membership, reducing institutional membership to four: UBC, SFU, the University of Victoria and the University of Northern British Columbia – the original members of The University Presidents’ Council.

Royal Roads and Thompson Rivers universities joined RUCBC in October 2011. Each of these institutions has its own legislation mandating it to conduct research, although programming is restricted to bachelor and master’s degrees at TRU and to applied and professional fields at RRU. In contrast, the special purpose teaching universities under the *University Act* are simply enabled to undertake applied research as resources permit.

RUCBC continues to use a number of committees that meet a few times each year, e.g. various vice presidential groups and the directors of institutional research. It provides less data on its website than did TUPC, focusing more intently on advocacy.

Thompson Rivers University Joins the Research Universities’ Council of BC

TRU is joining a club of research universities, a membership that officials said Tuesday will bolster prospects of more funding....

But Tuesday’s measure doesn’t mean that Victoria deems TRU a research-intensive university with the funding that goes along with that status. TRU maintains its status as a special-purpose university, with emphasis on regional education and teaching.

The big three BC universities, along with UNBC, are given special status from the provincial and federal governments to recognize special research functions. That brings more funding, in part to lessen teaching loads of professors.

[TRU President] Shaver said recognition by the other major BC universities of research done here “will carry a lot of weight with government and funding agencies.”

“We’re not UBC. We’re not going to have the same (research) intensity. We’re down the road to developing a research mandate. It will be specifically a TRU brand.”

- Kamloops Daily News, 5 October 2011

Other Institutional Groups

University Colleges of BC

Government introduced the concept of university colleges in 1988, creating three from community colleges in 1989 and then two more a couple of years later. Their new degree programs were originally overseen by what are now BC’s research universities. By the late nineties, the university colleges were awarding degrees in their own names. In 1998, they formed a subgroup within the Advanced Education Council of BC, supported by their own staff member seconded from a university college. By 1999/2000, the organization was sufficiently formal to have issued an annual report.

When AECBC dissolved in 2001, due in part to fragmentation from the university colleges caucus within it, the University Colleges of BC continued on, lobbying to a new government in 2001 for special legislation for the sector.

The University College of the Cariboo in Kamloops was especially active in advocating for a name change to “university.” It succeeded in becoming designated as a “special university” in 2004, whereupon it changed its name to Thompson Rivers University in 2005. By this time Thompson Rivers University was more interested in joining The University Presidents’ Council and University Colleges of BC was floundering. A few degree-granting institutions, e.g. BCIT, were unaffiliated with any advocacy group at this time and University Colleges of BC faded away. (The university college/teaching university organizations have been the least stable of the advocacy groups over the past fifteen years, partly due to changing institutional mandates.)

With legislative changes in 2008 that created five new teaching universities, including transformation of the three remaining university colleges, The University Presidents’ Council restricted its membership and became the Research Universities’ Council of BC. This eventually led to the teaching universities forming a new organization, the BC Association of Institutes and Universities.

BC Association of Institutes and Universities

Acronym: BCAIU

Legislation in 2008 created five teaching intensive universities from existing university colleges (Kwantlen, Malaspina, and Fraser Valley), Capilano College and the Emily Carr Institute of Art + Design. About a year later, in January 2010, the BC Association of Institutes and Universities was formed with an office and staff.

BCAIU represents three institutes (BCIT, Justice, and Nicola Valley), each of which has degree granting authority, and five teaching intensive universities (Vancouver Island, Capilano, Emily Carr, Kwantlen, and Fraser Valley.) Its Board consists of the presidents of the eight institutions plus the two staff.

Two subcommittees, one for the vice presidents finance and another for the vice presidents academic, meet quarterly. Each is chaired by one of the member institutions,

Trades Training Consortium

The Trades Training Consortium promotes BC’s public postsecondary apprenticeship, pre-apprenticeship Foundation and two-year vocational trades training programs for about fifteen member institutions. Formalized in 2005 as a non-profit society, it is governed by the presidents of the participating institutions and provides a unified voice for institutions to speak to funders. It has a management committee and serves as the umbrella organization for the pre-existing Trades Deans group, the BC Association of Trades and Technology Administrators. BCIT serves as the locus for Consortium services. The Consortium’s website, updated and rebranded in 2009 as TradesTrainingBC.ca, displays training schedules and serves as a one-stop shop for anyone who wants to connect to training.

Formation of the Trades Training Consortium

The relationship between the ITA and the public postsecondary institutions... was problematic in the beginning. One of the major issues was the development of a credible consultation and planning process....A second major issue was the ITA’s initial overtures to fund what were existing programs on a yearly basis only, with the potential to move funding not only around the province but also between private and public trainers. Faced with these issues the public postsecondary system elected to formalize how it dealt with the ITA.

*- BC Colleges, 2012
A Coordinated Educational Planning
Framework*

Indigenous Adult and Higher Learning Association

Acronym: IAHLA (“Eye-al-ah)

The Indigenous Adult and Higher Learning Association was formed in 2003 and is the third generation institutional consortium. The first generation represented the half dozen or so Aboriginal-governed institutions in BC that received federal funding. As funding moved to more a community-based model, the Association of Aboriginal Post-Secondary Institutions (AAPSI) became the second generation, with membership consisting of fifteen independent organizations registered under the the *Society Act* and the Private Post-Secondary Education Act. AAPSI’s members included Friendship Centres and organizations providing employment and training services.

Part of the impetus for forming IAHLA was a perception in the Aboriginal community that the public institutions with which they were partnering were charging excessive amounts for programming. (The public institutions were often delivering programs through Continuing Education departments that had a breakeven or profit-seeking mandate.) IAHLA thus became an advocacy vehicle for publicly-funded Aboriginal postsecondary programming.

IAHLA member institutions must have an Aboriginal governing board and offer programming specifically for Aboriginal students (although non-Aboriginal students may also enroll in the majority of IAHLA institutions.) With a few exceptions from time to time, all Aboriginal-governed institutions participate in the consortium. The only public institution that is currently a member of IAHLA, and by far the largest member, is the Nicola Valley Institute of Technology in Merritt. Initially, the public Institute of Indigenous Government, was also a member, but it closed in 2007.

IAHLA receives administrative support from the First Nations Education Steering Committee and, since 2006/07, base funding from the federal Aboriginal Affairs and Northern Development Canada. Its office is located in West Vancouver. Its members do not necessarily charge tuition fees and their students may not have access to government student loans.

In 2005, forty Aboriginal institutions in BC offered Adult Basic Education or postsecondary programs, half of which opened before 1990. In 2007:

- 25% enrolled more than 100 students
- 30% enrolled 50 – 100 students
- 45% enrolled fewer than 50 students

Two thirds of IAHLA member institutions focus on language, culture and upgrading courses. In addition to these offerings, perhaps a dozen offer various types and amounts of postsecondary programming. Thirty-five institutions were listed on IAHLA’s website as of 2011.

Commentary about Aboriginal-Controlled Institutions

Aboriginal controlled institutes occupy a distinctive sector in post-secondary education, but the majority of them are struggling for recognition for the excellent work they do. Few Aboriginal institutes have access to secure, long-term funding; many are funded on a course-by-course basis, sometimes for only three months at a time....Many of the institutes began operation over 10 years ago in substandard facilities that are now in urgent need of repair....

Aboriginal students attending urban institutes face not only physical isolation from their families and communities, they also face the additional challenge of cultural isolation....While some colleges and universities have programs to help Aboriginal students adapt to urban life, few attempt to help non-Aboriginal students embrace Aboriginal values and culture...

Aboriginal institutes can bring needed courses and programs to remote communities. Allowing adult Aboriginal learners to study in their home communities greatly mitigates the physical and cultural barriers to post-secondary education. With their acute awareness of the problems faced by Aboriginal students and the supportive structures they put in place, Aboriginal institutes can provide environments that are welcoming, collective, and inclusive of the history, culture and experiences of their Aboriginal students. These types of educational communities help Aboriginal adult learners to build confidence in themselves and their cultures....

- IAHLA Framework, March 2007

BC Career Colleges Association

Acronym: BCCCA

The BC Career Colleges Association formed in 1977 with about two dozen for-profit member schools. Today, membership stands at over 100 businesses, many of which operate from more than one location and employ a total of over 1,200 instructors. BCCCA is in turn a partner of the National Association of Career Colleges, founded in 1896.

The association represents colleges in allied health, tourism, business, information technology and the applied arts that provide programming in vocational and apprentice-able occupations. Examples of these occupations are nurses aides, natural healing practitioners, early childhood educators, hairstylists, and air pilots.

Along with representing the interests of its members to government and quasi-government organizations, including advocacy for student financial aid from government for their students, BCCCA provides services for its members such as placing students when institutions close, posting job vacancies and identifying opportunities for partnerships.

Students

Canadian Federation of Students – British Columbia

Acronym: CFS-BC

The Canadian Federation of Students – BC is an association with membership that averages fifteen student unions across the province. It is affiliated with, but legally separate from, the Canadian Federation of Students (representing about 80 student unions across the country) and CFS – Services.

The national CFS formed in 1981 with membership from five provinces, a merger of the National Union of Students in Canada and the Association of Student Councils. Part of the impetus for a stronger national voice was the federal government's reduction in transfer payments under Established Programs Financing to the provinces for health and education.

The Canadian Federation of Students – Services is a separate branch of the CFS, formed as the successor organization to the Association of Student Councils Canada. It provides services such as a travel agency, CUTS (since sold to a private travel group), non-profit health and dental benefits buying consortium, a website services for members, the student work abroad program and retail discount cards.

Every member student union gets a vote, regardless of the size of its membership. Provincial and national meetings are held at least twice a year.

The CFCS has done a great deal of lobbying about tuition fees, student financial aid and funding for postsecondary institutions. It also adopts positions on a number of social and economic issues.

In addition to local student union fees, each student contributes about \$4 per semester to each of the provincial and national organizations. In 2010, the national CFS collected \$3.7 million in membership fees. In 2007 when it left the CFS, SFU students were paying about \$400,000 in annual fees to the two branches of the CFS.

The past decade has seen a number of votes on campuses for their student unions to decertify from the CFS, e.g. the University of Victoria's undergraduate students decertified in 2011.

Canadian Alliance of Student Associations

Criticism of the Canadian Federation of Students led twenty student unions to form a competing national organization, the **Canadian Alliance of Student Associations** in 1995. Complaints about the CFS ranged from a perceived lack of services to complaints about failing to provide financial statements, the difficulty for student unions to leave the federation, and excessive expenditure on litigation.

The Canadian Alliance has also had its share of problems and membership losses. In 1998, a director pleaded guilty of embezzlement (local student unions in BC have also had several instances of financial irregularities, but provincial policy prevents institutional administrations from intervening except in the most dire of circumstances). In 2009, UBC's Alma Mater Society disaffiliated from the Alliance, citing high fees and irrelevance. It did, however, maintain associate membership and reported in 2010 that the Alliance had made a number of changes, such as voting that recognizes the size of student unions, that UBC welcomed.

Kwantlen Decertification Vote from the CFS

The relationship has been strained for some time with the Kwantlen Student Association accusing the national organization of neglecting student services in favour of internal politics. Former KSA chair Laura Anderson led the de-federation drive. Anderson said the CFS receives about \$150,000 annually in fees from Kwantlen students who get little in return.

The two sides fought bitterly over when the referendum should be held and how it would be managed. There were accusations on both sides of unfair campaign tactics. The Kwantlen referendum was originally scheduled for March, but the CFS went to court seeking an order delaying the vote until the fall, but the judge would only grant a delay until last week.

Similar votes are pending at SFU and UVic.

- Surrey Now newspaper, 18 April 2008

Employee Groups

The research universities and the other postsecondary institutions each have an organization combining faculty associations that parallels the employers' bargaining agents, PSEA and UPSEA.

College Faculties Federation of BC

Acronym: CFFBC

Following the formation of the first regional community colleges in BC in the mid sixties (Selkirk College and Vancouver City – now Community – College), faculty groups started talking to each other informally. By 1970, they had formed the College Faculties Federation with a constitution and bylaws. A volunteer organization – the president was granted perhaps a section of time release – the working committees concentrated on government relations and providing local faculty associations with information and some training as resources for local bargaining.

By the mid seventies, the college system was fully established and CCFBC's workload was increasing. An executive director/field staff position was created. Annual general meetings were often held in conjunction with the Society of Vocational Instructors of BC as the province's former vocational schools had been melded during the early seventies with the colleges, and vocational instructors at some colleges remained in a separate union from the faculty association.

By 1975, the provincial government of the day, a labour oriented one, strongly encouraged faculty associations to unionize, and the vast majority did so. By the end of the decade, the Federation was debating whether it should continue to emphasize advocacy work or to focus more on labour relations. The latter prevailed.

College and Institute Educators' Association

Acronym: CIEA ("See-ah")

In 1980, the College Faculties Federation of BC, in which most faculty associations participated, dissolved itself and the College and Institute Educators' Association formed immediately to take its place. The association was indirectly an outcome on the 1977 *College and Provincial Institutes Act* that had transformed these institutions into legal entities in their own right, rather than offshoots of school districts. CIEA was a response to faculty perceptions of increasingly aggressive and well resourced bargaining and labour relations operations on the employers' side.

The new constitution and bylaws focused on the organization's governance, establishing a structure that has largely endured to the present.

Faculty association bargaining certifications continued to be held locally at each institution², but CIEA had more resources than the College Faculties Federation, including an office and staff. This helped it to be more effective in coordinating bargaining and lobbying efforts. It strengthened itself considerably in 1986, collecting more dues and becoming more involved in collective bargaining and dispute resolution.

BCIT was originally a member of CIEA but left after CIEA's 1986 decision to create a provincial strike fund and a legal defense fund (for arbitration and court cases), wherein funds collected at one institution could be spent at another one. In addition, a significant increase in CIEA staff meant that, in total, fees were to increase from about \$150 per local FTE faculty member to \$350.

1995 saw a move toward province-wide bargaining for faculty and support staff in the college and institute sector, prompted in part by labour relation changes adopted by government.

Federation of Post-Secondary Educators of BC

Acronym: FPSE ("Fip-see")

In 2004, the College and Institute Educators' Association changed its name to the Federation of Post-Secondary Educators in recognition of structural changes in the system, e.g. the creation of university colleges, and of its expansion into private institutions (currently seven or so ESL institutions in Vancouver, Victoria and Surrey belong to FPSE.)

The organization has grown quantitatively over the years, stretching back into CIEA days, rather than changing qualitatively. While there are a few more committees now, the general framework and ethos have continued.

Located in the BC Teachers' Federation building in Vancouver, the office now consists of a dozen people: two full-time elected officers, five labour relations representatives, one person in public relations, and support staff. Close to twenty locals represent in the order of 10,000 full and part-time faculty and staff.

The annual budget is around \$3 million, along with a strike fund that tends to be in the \$5 - \$10 million range. Most of organization's resources go to supporting bargaining and assisting in collective agreement administration, including dispute resolution.

The federation maintains ten standing committees that meet in Vancouver at least twice a year. Annual conferences move around the province, alternating between venues in the Lower Mainland and the rest of the province.

² All faculty at Northern Lights College and vocational faculty at six other institutions were certified not locally but centrally by the BC Government Employees' Union.

Confederation of University Faculty Associations of BC

Acronym: CUFA (“Koof-ah”)

In 1971, the faculty associations of UBC, SFU, the University of Victoria, and the private Notre Dame University in Nelson met as the **Coordinating Committee of BC Faculty Associations**. In March 1973, they decided to formalize the arrangement, adopting a constitution and bylaws as the Confederation of University Faculty Associations of BC. In April 1982, the Confederation incorporated as a non-profit society.

It wasn't until 1987 that a permanent staff member was hired, initially based in an office at the University of Victoria and then moving to Vancouver in 1992.

With the demise of Notre Dame University, and the move of some of its programs to the University of Victoria and Selkirk College, CUFA shrank to three universities in 1977. As new universities were created, the University of Northern British Columbia joined CUFA in 1994 and Royal Roads University in 2000. The transformed former community colleges that became teaching intensive universities in 2008 have different employment conditions, e.g. no faculty ranks, and have not become members of CUFA.

The research universities do not bargain collective agreements as a group, so negotiations are conducted between the administrations of the universities and their respective faculty associations. CUFA operates as an information clearinghouse and communicates with the University Public Sector Employers' Association. More generally, CUFA serves as an advocacy group, policy forum and communication vehicle for its member associations.

The governing council consists of the president of each Faculty Association plus two others from each executive, along with the president and vice president of CUFA – a total of seventeen members. On financial matters, voting may be weighted according to the size of each Faculty Association. On other matters, each member of the council has a single vote. The council meets at least twice a year, and representatives of the Federation of Post-Secondary Educators and CUFA often observe each other's council meetings.

Facilitative Groups

BC Centre / Council for International Education

Acronym: BCCIE

The BC Council (formerly Centre) for International Education has had some ups and downs over the years. Its origins lie in the late 80s with the International Education Training Group, an informal body consisting mainly of public sector colleges. With some funding from the BC government in 1990, it evolved into BCCIE as a joint effort of all public postsecondary institutions and the Ministry of Advanced Education, Training and Technology. At that point, it acquired an office and staff.

BCCIE had a two-fold mission:

- To promote BC as a destination for international students
This promotion included explaining the university transfer system, a system unknown in many countries and even in other parts of Canada, and presenting it as a desirable option for many students.
- To educate and train BC postsecondary personnel, many of whom were new to international education.
A cornerstone of its work was professional development for international education professionals, including workshops, conferences and self-study materials.

The Centre focused on internationalization, “building bridges of understanding and cooperation,” in the words of an annual report. It thus attended to curriculum for domestic students in BC and study abroad, as well as to recruiting international students to Canada. BCCIE was membership driven, relying extensively on volunteer committees. By 2000, it had four fulltime staff and drew upon a few contract staff as needed. Efforts were beginning to generate revenue from projects as ongoing government funding was limited. Then in 2001, during the Review of Core Services, government eliminated all funding to BCCIE.

In 1995, the Ministry of Skills, Training and Labour commissioned an evaluation of Centre’s work. The conclusion was that BCCIE was playing an important role, being both cost-effective and responsive to its members’ needs.

BCCIE moved from Vancouver to Victoria in 1998, enabling more collaboration with provincial agencies such as the Centre for Curriculum, Transfer and Technology. During that first decade, it came to administer a number of small grants for professional development as seed money for innovative projects within institutions and to send people to study and work overseas. It also funded some curriculum work, conducted market research, prepared promotional material, coordinated recruitment fairs and participated in some missions abroad.

The research universities had not been very involved initially, and their involvement waxed and waned. They had the marketing resources to proceed independently to promote their own institution’s interests and also had mixed feelings about BCCIE’s promotion of the university transfer system – a system which fed students into universities, but which also diverted them from the universities’ less expensive first and second year courses.

After the Core Review, BCCIE was largely funded by its members. By 2005, it was starting to expand its membership to include private institutions and school districts. Some public postsecondary institutions perceived it as losing its focus and questioned the value of its marketing efforts. A few institutions withdrew from the organization, thinking they now had sufficient capacity to proceed independently, while others remained members primarily for political reasons.

Douglas College had played an important role in the formation of BCCIE, originally providing some administrative infrastructure for the fledgling and informal organization. The Centre updated its constitution in 2009 to become an independent society, revising its name to **Council**, in order to better

support a new government mandate funded by a new operating grant of a couple of million dollars. With a change in BC premiers and a re-assessment of government's own expanding role in international education, the government withdrew much funding in 2011 and a number of key people left BCCIE.

The Board now consisted of representatives from public and private K – 12 and postsecondary sectors, along with government representatives.

By 2011, the role of BCCIE had changed. Government asked BCCIE to administer the new Educational Quality Assurance (EQA) marketing designation on government's behalf. However, the Ministry of Advanced Education's website said in 2012, "As the society does not have a regulatory role, they will not conduct site visits, evaluate the quality of an institution's programs, or make decisions on whether or not an institution is meeting regulatory requirements."

In 2011, the Ministry of Advanced Education renewed Council's funding through to March 2013. In 2012, the provincial government took over marketing functions for international education and members of BCCIE's board were replaced. The Council's staff had grown to about ten, but subsequently reduced in size. It began working to develop a strategic plan that would provide long-term sustainability for the organization.

The provincial government's International Education Project Council, formed in 2011 under the Ministry of Advanced Education, came up with recommendations for BCCIE to support and help with implementation of the government's international education strategy, a re-alignment of BCCIE's role. Government made it clear that government will take the lead on marketing and branding to achieve the premier's goal of a 50% increase in the enrolment of international students in BC – an economic development rather than cultural goal.

BCCIE's role continues to evolve with government's understanding of its own ability to support the international education agenda. BCCIE will manage the new Study in BC website. It will continue to provide professional development opportunities and to administer the EQA. No longer the lead organization on international education, BCCIE will continue with mission and event planning, supporting incoming delegations and familiarization tours.

In 2012, public institutions enrolled 28,000 international students, double the number in 1999/2000.

Origins of the BC Centre for International Education

A formal recognition of international education activity came in 1983 when the BC Ministry of Advanced Education, Training and Technology established the International Education and Training Group (IETG), a forum for discussion between colleges, institutes and universities, and the Ministries of Education and Advanced Education.

Five years later in 1988, the provincial government commissioned a study on international education issues. The study reported that BC's institutions were uncoordinated in their internationalization efforts; were failing to present a professional image abroad; and that the province was not sufficiently proactive. This led, in 1990, to the formation of the British Columbia Centre for International Education – the first such organization in Canada.

Ten years after its inception, BCCIE has an active membership from all 28 of the province's public universities, colleges, university colleges, and institutes.

*- BC Centre for International Education, 2000
Leading the Way: A Ten-Year Retrospective*

Standing Committee on Evaluation and Accountability

The evaluation, research and information groups that comprise this report's remaining organizations differ from the preceding ones in that they have been neutral, seeking only to inform and not to promote a point of view or to achieve a predetermined agenda.

Institutional Evaluation Steering Committee

In 1975, the Council of College Principals, with the active participation of the BC Association of Colleges and the Ministry, formed an Institutional Evaluation Steering Committee. After the closure of the Academic Board, the principals believed that they needed a mechanism for the evaluation of the whole institution – something the Academic Board had not provided.

The Committee developed a model that drew heavily on the accreditation process of the time used by the Northwest Association of Schools and Colleges, based in Seattle, Washington. It also reached an agreement wherein Alberta college presidents would assist in the evaluation of some BC institutions.

In 1981, the Ministry of Education started funding a half-time staff member, flowing the money through Camosun College but operating initially out of office space at the BC Association of Colleges in Vancouver and then, in 1987, at Vancouver Community College.

The Committee revised the evaluation process in 1984 to encompass ongoing program and service evaluations within institutions on a five year cycle, and an institutional self-study and external audit once every five years.

Responsibility for the institutional evaluation process was transferred in September 1988 to the newly established board of the Centre for Curriculum and Professional Development. Then in 1991, it was transferred to the new Advanced Education Council of BC.

Standing Committee on Evaluation and Accountability³

Acronym: SCOEA (“Skoe-ee-ah”)

Amendments in 1996 to the *College and Institute Act* changed the legislative basis for institutional evaluation. In June 1997, the Institutional Evaluation Steering Committee evolved into the Standing Committee on Evaluation and Accountability, reporting jointly to Advanced Education Council of BC and the Ministry of Education, Skills and Training. Constituent groups, such as support staff, were now represented on the committee.

SCOEA developed a new evaluation model, introducing simple annual reviews of programs and services within institutions to complement a modified version of the existing structure of periodic in-depth reviews. The College of New Caledonia, Northern Lights College and Kwantlen University College piloted the revised model.

A new government was elected in 2001 with a market-oriented philosophy for quality assurance, i.e. laissez-faire. In 2003, the Ministry of Advanced Education announced that it would no longer fund or participate in SCOEA. SCOEA ended and the college sector was left with no system body supporting institutional evaluation for the first time since 1975.

³ Information for this section and the section on outcomes surveying draws heavily on: Bigsby, Kathleen (2003). **Forty Years of Institutional Evaluation and Accountability in the British Columbia College Sector (1963 – 2003)**. Vancouver: unpublished.

Research, Information and Infrastructure

BCNET

Acronym: BCNET (“Bee-see-net”)

BCNET provides high bandwidth, well-capitalized network infrastructure for the province’s large research institutions. It focuses on the big three research universities, with services to other institutions and seeking to involve yet more institutions.

Officially opened in 1988 as Canada’s first regional network, BCNET’s founding members were UBC, SFU, the University of Victoria, TRIUMF (a physics particle research centre located at UBC), and the Dominion Astrophysical Observatory in Victoria. It provided BC’s first connections to the Internet.

In 1993, BCNET relocated from UBC to SFU Harbour Centre and provided the province’s first Internet connectivity for commercial organizations. With the subsequent influx of competitive Internet providers into the market, BCNET returned to its academic roots in 1997.

By 2001, BCNET was implementing the next generation of advanced networks, extending into the interior of the province and providing high-speed networks in such places as Prince George, Kamloops and Kelowna. This involved connecting to CANARIE, a national advanced network for research and higher education, for which the federal government had committed \$55 million in 1998.

In 2009, BCNET broadened its membership and governance. A year later, it enlarged its mandate to include shared information technology services for its members.

BCNET is a not-for-profit organization with board members from the research and higher education community, as well as representatives from government and industry. It has four membership categories with weighted voting privileges: founding members (currently UBC, SFU and UVic), core members (currently BCIT, TRU and UNBC), higher education, and research organizations. The board has sixteen seats for members, five seats for representatives from industry and government, and one seat for the Board-appointed, full-time CEO.

It is funded primarily by its members, with some additional support from the provincial government and federally through CANARIE. Sixty-eight research and higher education institutions currently connect to BCNET, and another 72 colleges and schools connect to BCNET through the Provincial Learning Network (PLN).

Higher Education Information Technology BC

Acronym: HEITBC (“Height-bee-see”)

A tiny part of the Centre for Education Information Standards and Services continued after 2002 as a legal entity so that consortia licensing of Banner and Colleague enterprise information systems could continue. The government did not want to be involved, and turned control of these initiatives to the institutions under a new board structure – a case of an agency becoming an organization.

The legal name was change in about 2006 to Higher Education Information Technology BC, paralleling naming conventions elsewhere in Canada. Operating with less than two FTE in staffing, the organization relies heavily on volunteer member committees.

HEITBC's primary role is to negotiate and manage software licensing agreements on behalf of public postsecondary institutions. It also provides secretariat services for committees and, since 1999, an annual information technology conference, IT4BC. Its broad scope includes facilitating cooperation and communication to ensure the best and most effective IT solutions for the unique situations of member institutions.

Institutions can choose to participate. Membership has been fairly steady and has grown slowly. The University of Victoria is the only public institution that does not currently participate.

As a non-profit society, HEITBC operates on a cost-recovery basis. Direct costs attributable to specific projects are borne by those institutions, while operational costs are shared by members based on institution size and service agreements.

HEITBC is an institution-driven organization that is more of an aggregator for procurement and communication among members, rather than a service provider. This is in contrast with BCcampus, with which it seeks to cooperate and provide advice, but which is more of a "top down" organization that seeks to implement initiatives that may have originated with government.

BC Electronic Library Network

Acronym: ELN

The Electronic Library Network is a partnership between the BC government, which provides core funding, and postsecondary libraries to share costs (e.g. through bulk purchasing), provide coordination (e.g. a provincial digitization strategy), and develop shared services. It began in 1989, an outcome of the government's *Access for All* postsecondary strategy. It was not entirely new, however, building on a long tradition of previous collaboration among libraries, e.g. under the Management Advisory Council in the late seventies. (UBC sometimes played a key role in these early collaborations.)

The ELN immediately started working to make library catalogues and data bases accessible from a single site, and to share expertise and costs in online access to data bases and journals. Participating libraries sometimes contributed their own funds towards these projects, and some projects have moved to full cost recovery.

The Network was originally housed at the now defunct Open Learning Agency. By 1995/96, the operating grant from the Ministry was about \$400,000, forty percent of which supported a staff of 3.6 FTEs. In February 2004, the office moved to Simon Fraser University and today houses a staff of a little over half a dozen.

HEITBC's Shared Services

There has been a move towards shared services throughout the province. HEITBC and its members have been working within a shared services model for many years prior to this shift yet there is little awareness outside of the key representatives from members institutions of the work and cost savings that have been achieved through their collaboration. HEITBC members expressed a need for having a stronger voice to share our successes with external stakeholders.

- HEITBC Strategic Plan, 2011

BC ELN's Implementation Strategy

This often takes the form of pilot projects that expand services already in place in one or more libraries, with seed funding to bring other participants on board and to administer the service provincially. This allows libraries to participate in a measured way, to evaluate benefits of alternate consortium approaches without terminating local services, and to be involved in developing recommendations for service refinements and expansion.

- Deb DeBruijn, November 1995

With a clear and focused mission, shared professional standards, and an orientation towards high quality customer service, the library collaborations have been among the most effective and enduring in the postsecondary sector.

Student Outcomes Surveys

The first regular follow-up survey of students who had completed a “career/technical” program began at Vancouver Community College in 1981, followed by BCIT, Camosun College, and Capilano College (in that order) in each of the successive years. In 1984/85, these four institutions began working together on a common survey for their graduates to provide comparative data.

Interest in the project grew. An informal group of institutional researchers and others began discussing the possibility of a system-wide, collaborative survey. This group evolved into the **Outcomes Working Group (OWG)**, and came over time to include representatives from the Ministry, senior instructional and student services vice presidents, and system committees.

In 1988, the Ministry of Advanced Education funded a computer program for administering the mailed survey and for report writing to allow participation by almost every institution in the college and institute sector. The Ministry’s rationale was that the survey would primarily promote quality assurance and improvement at the program level, while at the same time providing half a dozen measures the Ministry could use by way of accountability for the sector.

Former academic students were first surveyed in 1989, introducing the notions of “near-completers” and “substantial experience” to what had previously been surveying of graduates only.

With the creation of the Centre for Education Information Standards and Services in 1996, the surveys had ongoing staffing for the first time, jointly funded by the Ministry and institutions. When CEISS closed at the end of 2003, project management moved to BC Stats, a provincial government department outside the education ministries.

Around 2000, the Ministry provided CEISS with about \$350,000 to survey former university students under a University Baccalaureate Graduates Survey. Unlike the college and institute survey, institutions did not have to share the costs. When CEISS closed in 2002, funding moved to The University Presidents’ Council and an analyst moved with the project, housed at the University of Victoria. With degrees increasingly being awarded by institutions other than research universities, TUPC was no longer an appropriate home for the survey. Renamed the Baccalaureate Graduates Survey in 2005, the project moved to BC Stats in 2009. Here the efficiencies and economies of scale across several former student surveys helped the BGS survey cope with growing numbers of respondents during a time of fiscal restraint.

Other outcomes surveys emerged over the years, often involving personnel from what for many years was known as the College and Institute Student Outcomes project. In 2009, the governing structure of the Outcomes Working Group changed to encompass what were now four ongoing surveys (diploma and certificate programs, baccalaureate programs, developmental programs and apprenticeship.) The steering group was renamed the **BC Student Outcomes Research Forum**, meeting only annually but doing substantial work throughout the year using a committee structure.

The surveys began shifting in 2005 from being organized by sector (e.g. College and Institute Student Outcomes and University Graduates Survey) to credential type (e.g. baccalaureate) and field of study (e.g. developmental programs).

Over 30,000 survey responses are now received annually, and reports are available at the program level for every institution. Paper questionnaires have disappeared, in favour of telephone and Internet data collections methods.

The outcomes surveys have been exemplars of collaboration between institutions and government. A tense period emerged around 2003 when institutions perceived government as abandoning a program improvement agenda in favour of an accountability agenda, but these differences were eventually resolved. In recent years, the research universities have not been especially forthcoming participants in committees as more and more graduates from colleges, institutes and teaching intensive universities have become eligible for the baccalaureate survey (once the exclusive domain of research universities). Neither do research universities survey their former diploma and certificate students on a system basis.

BC's Early Leadership in Former Student Surveys

The British Columbia college system is, however, in the forefront in gauging indirectly the quality of the education the ministry is funding. The colleges, with support from the ministry, collect and publish information on the outcomes of college education.

*- BC Auditor General, 1993
Value for Money Audit of the Ministry of Advanced Education, Training and Technology*

Student Transitions Project

Acronym: STP

Formed in 2005 as a partnership of the Ministries of Education and of Advanced Education and the public postsecondary institutions, the Student Transitions Project links student records in a privacy-protected manner to track the flow of students out of the secondary school system and into the postsecondary system. The BC Council on Admissions and Transfer joined the five-member steering committee a year later because of the relevance of STP work to its mandate. Originally the two ministries did all the staff work, with Education serving as the data custodian and Advanced Education providing secretariat services. Advanced Education funded a full-time analyst/project manager in 2006, employed through BCCAT as STP is not a separate legal entity.

The project originated in a proposal by UBC to track the flow of students from Grade 12 into university. Government saw merit in the proposal and proposed that it be expanded to include all postsecondary institutions.

STP is made possible by Provincial Education Numbers (PENs), a student identifier that stays with students as they change institutions. The intent of the project is similar to the Link File of the early 1990s (see the Strategic Information Research Institute), a project that floundered due to the difficulty of linking records before PENs were available in the postsecondary system. Legislative changes in 2011 will enable the gradual expansion of PENs to students enrolled in some private postsecondary institutions.

By 2010, the project was not only filling data gaps about the flow of students among institutions but was changing the way the postsecondary system was conceptualized. From being perceived as a unidirectional, transfer system in which students moved to institutions offering higher level credentials, the system has come to be viewed as facilitating a multi directional flow of students with stop outs and concurrent enrolment.

BC Postsecondary Enrollment Forecasting Committee

Acronym: BCFC

The Forecasting Committee began in the mid seventies with institutional and organizational members. It eventually hired a small staff, operating out of space at UBC. It issued over 50 reports, including population projections for college regions, student profiles of college and university students, and trend analyses of enrolments and participation rates.

In 1978, the Ministry of Education changed its information disclosure policy from restrictive to liberal, leading the Forecasting Committee to decide to make all its reports available to others for a small fee. However, reports to non-members were limited to presenting general, not institution-specific, data.

Also in 1978, Ministry officials made it clear that they wanted BCFC to continue, for all colleges to participate, and for BCFC to remain independent of the four councils (Universities, Academic, Management, and Occupational Training)

BCFC lasted until the mid eighties, fading away slowly. Committee members came to realize that demographic data alone were poor predictors of enrolment, especially at the program level. Enrolment in that period seemed more dependent on the supply of seats, i.e. on the amount of funding provided by government, than on student demand; the mere expansion of the educational system seemed to create its own demand.

BC Forecasting Committee Membership

Decided that member institutions be requested to make a three-year rolling commitment to BCFC effective April 1, 1980, because (a) difficult to plan long-range projects, (b) difficult to retain competent staff, and (c) erratic shifts in fees to members. All members to make a formal commitment at the Spring meeting.

NB Should fee structure be fixed?

*- BCFC Meeting Minutes,
17 November 1978*

BC Research

The BC Research society formed in 1944 to be the province's prime source of industrial research. In 1988, it became a non-profit private company, although the province retained a seat on its board and provided a \$1.5 million annual subsidy. In 1993, it became insolvent and was sold.

BC Research had an educational data services group, focused on the K – 12 section in the 1970s. In the early eighties, the Academic Council and the Department (Ministry) of Education commissioned several enrolment studies and surveys of college students. These reports set the stage for subsequent research done by other groups.

In the late sixties, BC Research also provided office space for the **Educational Research Institute of BC**. Although this funding and coordinating organization served mainly K – 12, universities were represented on its board.

Strategic Information Research Institute

Acronym: SIRI (“Seer-ee”)

With the demise of BC Research in 1992, the BC postsecondary system sought a new vehicle for continuing some of the work that the educational group at BC Research had performed. A new society, SIRI, was established for this purpose with the strong support of the president of BCIT, the institution from which SIRI rented space in two different locations at various times on BCIT's Burnaby campus.

A staff of a little over half a dozen – information technology people, data analysts/project managers, and administrators – reported to a board and worked on contracts from public sector bodies interested in education: the provincial ministries of Education and Advanced Education, Human Resources Development Canada, the BC Council on Admissions and Transfer, and so on.

The two main projects were the Educational Records Linkage File (“Link File”) and some analyses of data from the Student Outcomes former student surveys. The Link File was similar to the current Student Transitions Project, but sought to join student records across sectors by matching on such anonymized variables as name, gender, and age – a daunting task in the days before postsecondary students were assigned a Provincial Education Number.

Finances were tight and institutions were eventually approached to contribute money to SIRI. The organization formally closed in December 1995. A couple of staff members formed Gaylord, Ducharme & Associates (GDA Research & Information Services) and continued related work for a couple of years. Another staff member established Bayleaf Software, creating the prototype of the Student Outcomes Reporting System that is still used today, many versions later, under the auspices of CEISS and then BC Statistics. Bayleaf continues to perform projects on behalf of the postsecondary system, e.g. web and data base work for the BC Council on Admissions and Transfer.

Reflections on the Strategic Information Research Institute

In terms of why SIRI died, my opinion is that it ultimately had to do with some poor quality relationships with the client community. I think there was a breakdown of client trust, plus the business model was unsustainable. SIRI never knew if it was a part of the public or private sector.

I think the successes were all data oriented and technical. In hindsight, SIRI created a data warehouse without realizing it. Data warehousing wasn't a common term in 1993.

The challenges were technical (in those days, it took hours to run analyses that were frequently beyond the capabilities of the servers), leadership style and managing client relationships and expectations.

I would say that another success was that the SIRI team of young workers was very cohesive. They protected each other from what came to be a torrent of stress, fear of getting fired, fear of no money to pay them, fear of getting things wrong, and fear of going bankrupt that was downloaded onto their young shoulders on a daily basis.

- Longtime BC institutional researcher, 2012

I think many of the SIRI staff were very bright and were well ahead of many postsecondary institutions when it came to exploring new technologies, but the SIRI leadership lacked the connection with those clients they served. The Link File project was a good example. It was the making of what is now the Central Data Warehouse, but lacked the infrastructure required to manage and direct such a large undertaking – specifically lacking definitions and standards and a working group consisting of member institutions.

I refer to some of the leadership as “leading edge” when they tried to introduce the Internet as a method of communicating with postsecondary institutions. Most institutional research directors at this time knew very little about the Internet and its potential, and could not support such a new and unknown technology. Regardless, SIRI moved ahead, and in doing so, lost trust of many institutional research directors.

The SIRI leadership was unable to develop a strong connection with many institutions. Too bad, because the leadership had some brilliant ideas, but execution was a major problem. They often went off in all directions, with little input from institutional research directors. The outcomes project was their major success, primarily because of the support and cooperation with institutions.

- Mario Mazziotti, 2012, retired institutional research director, 2012

Concluding Thoughts

This paper included more agencies and organizations than I anticipated when I started researching it. And I still have a nagging suspicion that I've missed one or two, especially as a couple made it into the outline only after I had been puttering away for several months. "More's happening than I realized" is a common refrain as I delve into the BC postsecondary system.

This is the part of the paper where I editorialize and comment on what struck me, regardless of whether the topics are actually important or open to other interpretations.

One observation is that the life expectancy of the bodies has been variable, often just half a dozen years but sometimes two or more decades. When looking at which ones still exist today, special or self interest groups seem to have fared not too badly:

Advocacy:

- Research Universities' Council of BC
- BC Association of Institutes and Universities
- BC Colleges
- Trades Training Consortium
- Indigenous Adult and Higher Learning Association
- BC Career Colleges Association
- Canadian Federation of Students – BC and the Canadian Alliance of Student Associations
- BC Council for International Education
BCCIE now arguably fits in the Advocacy category, although this was not always the case. The Council's focus has shifted over the years from the internationalization of domestic students towards a more singular focus on providing information to increase the enrolment in BC of international students – students whose tuition and living expenditures benefit the BC economy.

Employee Relations:

- Post-Secondary Employers' Association
- Federation of Post-Secondary Employees
- University Public Sector Employers' Association
- Confederation of University Faculty Associations

Some specialized oversight or regulatory bodies benefit particular constituencies – often the business community – and are disconnected from the rest of the postsecondary community:

- Private Career Training Institutions Agency
- Industry Training Authority

The list of organizations and agencies today that are fundamentally collaborative in nature and which focus on the student experience is shorter:

- BC Council on Admissions and Transfer
- BC Student Outcomes Forum
- Student Transition Project

It's harder to know who benefits the most from some organizations. Ultimately, they lead to a better system, benefitting students, but in the short term, their audiences are administrators and faculty:

- Degree Quality Assessment Board
- Electronic Library Network

Three information technology groups try to be mutually supportive but they face some underlying competitive pressures:

- BCcampus
- Higher Education Information Technology BC
- BCNET

While groups such as the BC Council on Admissions and Transfer and the Electronic Library Network are collaborative and give primacy to student and societal needs – their approach to institutional interests is more along the lines of “do no harm” – the number and scope of such groups at the moment seems a little thin in light of the Ministry’s anemic educational leadership over the past decade.

With fewer system-level bodies providing educational leadership than in the nineties, the past decade has seen a growing drift within many institutions to a culture that more highly values research, e.g. bachelor and post baccalaureate programming, and stronger infrastructure for obtaining project-based and temporary research grants from the federal government and industry. Whether this is appropriate or desirable is open to discussion; I simply seek to draw attention to the trend because it has long-term implications for the ethos of BC’s public postsecondary system.

A great deal of effort is of course being devoted to improving the teaching and learning environment, but this seems more often to occur on an ad hoc basis within institutions, rather than on a coordinated basis across them. Where multi-institutional pedagogical initiatives do occur, they often consist of committees, networks and projects that function without ongoing support from groups outside the participating institutions.

The majority of organizations and agencies within BC have concerned institutions other than research universities. The gulf between the K – 12 school system and postsecondary education is large, although a few groups such as the Student Transitions Project seek to counter this. Within postsecondary education, research universities live in a different world than other institutions. Within the sector for these other institutions, there are gaps between funding bodies for apprenticeship and other vocational training, and between the public and private institutions.

Attempting to force all types of institutions into the same organizational molds is probably not a wise strategy, but I can’t help wondering whether the system is a little too fragmented today, and a little too focused on organizational self-interest at the expense of attention to the educational needs of all components of our local and broader communities. Perhaps the educational marketplace will ensure that no social or economic stakeholders are underserved in the long-term but, if not, our current organizations and agencies may not be well positioned to help rectify the situation.

If we were wipe the slate clean and start afresh, I wonder to what extent the ideal constellation of agencies and organizations would resemble what we have today.

Appendix: Acronyms

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AECBC	Advanced Education Council of BC	32
BCAC	BC Association of Colleges	31
BCAIU	BC Association of Institutes and Universities	36
BCC	BC Colleges	33
BCcampus	BCcampus	29
BCCAT	BC Council on Admissions and Transfer	21
BCCIE	BC Centre/Council on International Education	43
BCELN	BC Electronic Library Network	47
BCFC	BC Post-Secondary Enrollment Forecasting Committee	50
BCNET	BCNET	46
C2T2	Centre for Curriculum, Transfer and Technology	24
CCFBC	College Faculties Federation of BC	40
CCPD	Centre for Curriculum and Professional Development	24
CEISS	Centre for Education Information Standards and Services	28
CFS	Canadian Federation of Students	39
CIEA	College and Institute Educators Association	41
COP	Council of Principals	32
CUFA	Confederation of University Faculty Associations	42
CTM	Contract Training and Marketing Society	18
DQAB	Degree Quality Assessment Board	10
FPSE	Federation of Post-Secondary Educators	41
HEITBC	Higher Education Information Technology BC	46
IAHLA	Indigenous Adult and Higher Learning Association	37
ITA	Industry Training Authority	13
ITAC	Industry Training and Apprenticeship Commission	12
MAC	Management Advisory Council	9
OWG	Outcomes Working Group	48
PAB	Provincial Apprenticeship Board	11
PASBC	Post-Secondary Application Service of BC	27
PCTIA	Private Career Training Institutions Agency	15
PPSEC	Private Post-Secondary Education Commission	14
PSEA	Post-Secondary Employers' Association	17
RUCBC	Research Universities Council of BC	34
SCOET	Standing Committee on Educational Technology	26
STP	Student Transitions Project	49
TUPC	Tri/The Universities Presidents' Council	34
UCBC	Universities Council of BC	7
UCBC	University Colleges of BC	35
UPSEA	University Public Sector Employers' Association	18