



# British Columbia Teachers' Federation

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## EDUCATION FUNDING

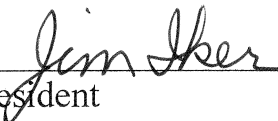
*A Brief to the*

### Select Standing Committee on Finance and Government Services

*from the*

### British Columbia Teachers' Federation

September 2015

  
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President

  
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Executive Director

A Union of Professionals





# Education Funding Brief 2015 BC Teachers' Federation

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## Continue to recommend adequate funding for public education

We do not like to be repetitive, but the situation with funding of public education has, unfortunately, not improved, despite the best efforts of the Select Standing Committee on Finance and Government Services—as well as of ourselves, many parents, and others who support public education.

The British Columbia Teachers' Federation (BCTF) would like to express its appreciation for the recommendations made on funding for K–12 education in the past two reports of the Select Standing Committee on Finance and Government Services (the Committee).

The Committee, in November 2014, called for the government to undertake the following:

22. Provide stable, predictable, and adequate funding to enable school districts to fulfill their responsibility to provide continued equitable access to quality public education, and to meet required repair and maintenance needs.
23. Provide adequate capital funding to school districts for facility improvements, seismic upgrades, and additional schools in rapidly growing communities.
24. Provide support for proposed new K–12 initiatives such as personalized learning and enhanced trades and technology training.
25. Provide resources to identify and address the growing number of students with special needs and those with minimal English language skills.

*(Report on the Budget 2015 Consultations<sup>1</sup>, p.39)*

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<sup>1</sup> [www.leg.bc.ca/cmt/40thparl/session-3/fgs/reports/PDF/Rpt-FGS-40-3-Report-on-Budget-2015-Consultations-2014-NOV-13.pdf](http://www.leg.bc.ca/cmt/40thparl/session-3/fgs/reports/PDF/Rpt-FGS-40-3-Report-on-Budget-2015-Consultations-2014-NOV-13.pdf)

In November 2013, the Committee called for the following:

24. Provide sufficient funding for the K–12 system to enable BC students to become top performers nationally; and address cost increases for school districts (e.g., rising BC Hydro rates).
27. Review the increasing demands on school district budgets and ensure that funding is appropriately directed to meet the growing support required for students with special needs.

*(Report on the Budget 2014 Consultations<sup>2</sup>, p.48)*

The above are previous Committee recommendations to government—and the Federation wholeheartedly agrees with them; the following are our recommendations for consideration by the Committee for your next report.

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<sup>2</sup> [www.leg.bc.ca/cmt/40thParl/session-1/fgs/reports/PDF/Rpt-FGS-40-1-1stRpt-Budget2014Consultations-2013-NOV-14.pdf](http://www.leg.bc.ca/cmt/40thParl/session-1/fgs/reports/PDF/Rpt-FGS-40-1-1stRpt-Budget2014Consultations-2013-NOV-14.pdf)

## **Recommendation 1**

### **Act on the recommendations from the Select Standing Committee on Finance and Government Services of the past two years that have called for additional funding for K–12 public education.**

The problems identified by the BCTF regarding inadequate provincial funding for BC public schools have not been addressed by the government in response to your recommendations. They have been dismissed or ignored when the Finance Minister has proposed BC's budget. (The government did provide some new funding for the teachers' settlement, but then imposed a funding cut in district operating grants.) With the \$29 million cut to operating grants in 2015–16, and another \$25 million cut in 2016–17, the government has added further to the downloaded costs that districts are already expected to absorb to resolve budget shortfalls.

We thank the Committee for the recommendations of the past two years, and provide you with appendices of up-to-date information that support a repeat of your recommendations.

See Appendix 1 for an overview of changes in operating grants funding.

Please take the previous recommendations forward again and urge that they be acted on in the next budget.

## Recommendation 2

**Increase public education funding to ensure that the Teacher Education Fund is actually adding teachers to increase support for areas of greater need, rather than just making up for other teaching positions that have been cut.**

In previous briefs to the Committee, the BCTF has expressed concern that improvements in teaching support from additional funding provided by the Learning Improvement Fund have been largely offset by a significant decrease in the district operating grants expenditures on teachers.<sup>3</sup>

One area we would like to emphasize has to do with the impact of the Teacher Education Fund. This is the fund that was negotiated into the six-year collective agreement reached in September 2014, that was supposed to provide for an increase in the number of teachers to meet high-need areas in the school districts, adding to the number of teaching positions funded by district operating grants.

This is not what is happening in our schools. In the spring when districts prepare their preliminary budgets, many have had to reduce the number of teaching positions to make their budget balance, as required by the province. Then, when the staffing covered by the Teacher Education Fund is put into place, the number of teaching positions created is about the same as the number eliminated in the preliminary budget. For this reason, the Teacher Education Fund has not solved the need for more teachers to address class size and composition issues.

Only an increase in operating grants funding sufficient to restore teaching positions that were cut will make possible the improvements that were supposed to be accomplished with the Teacher Education Fund.

See Appendix 2 for background information relating to this recommendation.

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<sup>3</sup> For information on “Bait and Switch” of teaching positions, see the 2013 and 2014 BCTF Education Funding briefs, and the document “Teachers gained and lost—Will the Teacher Education Fund make a difference?” Available at: [www.bctf.ca/IssuesInEducation.aspx?id=10720](http://www.bctf.ca/IssuesInEducation.aspx?id=10720)

### **Recommendation 3**

**Reinstate tuition-free education for adults taking adult basic education to upgrade secondary courses so they can apply to post-secondary training programs, and for adults needing to learn English as a second language.**

Who's not in school this year?

Many adults seeking to upgrade their qualifications have been the victims of provincial budget cuts and new regulations.

Adults needing to upgrade qualifications or learn English had been encouraged during the last several years through free tuition for courses to help improve their economic situation and promote social inclusion. The government sensibly subsidized the education of this group. The funding to cover these students contributed not just to their own development, but helped them integrate into the economy and society successfully.

The BCTF has surveyed its members who have been teaching in adult education to find out about the context of the service provided. A very common theme is that many of the adult education students are marginalized and/or living in poverty or working in precarious, often minimum wage, positions. Many must overcome multiple barriers to participate in education, even when the courses are tuition-free.<sup>4</sup> Charging tuition creates an impossible barrier, reflected in the dramatic decline in the number of students and programs offered immediately following implementation of the new policy on tuition.

While these adult students may be the ones who gain the most from access to free education, on an individual basis, society as a whole benefits by having a more skilled and educated workforce, with families that can, in turn, help in making their own children successful; see Appendix 3 for more.

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<sup>4</sup> “Adult Education in BC’s public schools: Lost opportunities for students, employers, and society—A BCTF study of working and learning conditions”, [www.bctf.ca/AdultEducationStudy/](http://www.bctf.ca/AdultEducationStudy/). See Chapter 6 (Adult educators’ views on the impact of poverty on adult learners and the adequacy of resources to support them), Chapter 8 (Recent policy changes and funding cuts to Adult Education: Moving towards a less equal and more unjust society), and Chapter 9 (Implications and possible directions for BCTF advocacy in support of Adult Education in public schools – A discussion paper).

## **Recommendation 4**

### **Increase K–12 public education funding to cover all the costs downloaded to school districts, as well as inflationary costs.**

Year after year, it is the same story. More and more costs are downloaded onto school districts without increases in funding to cover those expenditures.

Some of these downloads have been with us for years and just keep increasing, BC Hydro rates, MSP, and WorkSafe BC as examples. And each year new downloads are added. Without additional funding, these cost pressures accumulate each year. The BC Association of School Business Officials estimates school districts faced \$192.7 million in cost pressures in 2014–15<sup>5</sup> (based on a provincial cumulative total for the years 2012–13 to 2014–15).

### **Paying for the Next Generation Network and MyEducation BC**

The Ministry of Education has pressured school districts to sign on to a new student information system, MyEducation BC, to replace BCeSIS. Shifting to a new technology has significant costs that are often hidden. In the case of MyEducation BC, the costs are substantial.

- In order to have the Internet bandwidth required to take full advantage of the program and many other new applications of technology, the Provincial Learning Network is being upgraded through a project called the New Generation Network. Rather than covering the costs of an upgraded system required for the new software, those charges are placed on school districts.
- The use of a new technology requires a range of resources to make it work on a systemic basis. It may require new hardware, because to fully implement MyEducation BC every teacher has to have constant access to a computer, tablet, or smartphone. It may require upgrading networks within the schools. It definitely requires training for every one of some 36,000 teachers who are expected to use the technology. When BCeSIS was implemented, significant grants were provided to school districts to support implementation. With MyEducation BC, no funding is being provided, but districts are required to sign a Memo of Understanding saying that they will provide all the resources necessary for implementation.

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<sup>5</sup> Source: 2014–15 figure from a document obtained in a Freedom of Information Request: *Ministry of Education Estimates Note: School District Cost Pressures 2014*.



Presumably, all of these costs of a computer program, hardware, and network are considered “administrative.” While the Ministry has imposed these costs on the districts, it has also ordered that “low hanging fruit” administrative costs be reduced by \$29 million this year and more next year. The reality, of course, is that many of the administrative costs will be assigned to a broad-range of educational services, cutting back on what the district is able to offer to students. Administrative costs are not meaningless “low hanging fruit” waiting to be cut.

See Appendix 1 for the results of a BC School Trustees Association (BCSTA) survey documenting the impact of budget cuts in BC school districts as of September 2015, most of which will directly or indirectly erode learning conditions for students.

### **Elimination of bussing for some students**

For many years the allocation from the Ministry for school bussing was frozen, but the costs continued to rise. To run the busses, funding was cut to educational programming. Eventually, boards no longer had capacity to continue the subsidy of bussing to and from educational programs. Some districts have continued to run busses, but charge families for the cost. This is a cost downloaded onto families that limits basic access to public education, especially for rural students who must travel by bus to attend school.

### **Short-changing students with special needs**

The most important problem that teachers identify is the ability to meet the needs of students with special needs, and at the same time, meet the needs of the rest of the class as well. This is the essence of what we call “class composition.”

We have heard many rumours over the past years about the Ministry planning to, in effect, end the system of identifying students with high needs and funding school districts for the special levels of support they require. The special needs funding approach should be reviewed, we agree. However, the major problem is inadequate funding for special needs.

We worry when we see a media release from the Ministry, such as the one on April 17, 2015. The government claimed there are “more classes where there are four or more students with IEPs. This shift reflects a move towards grouping students with similar learning needs so districts can make better use of specialist teachers and educational assistants, and an increase in

specialized courses specifically designed to help students with learning challenges or special needs.”

If this were accurate, it would result in a backward move toward the segregated classrooms that the system abandoned more than 25 years ago.

While the Ministry’s media relations staff may believe that having more students with Individual Education Plans (IEPs) grouped together is better, no such decision has been made or policy generally discussed with teachers. Rather than seeking to re-segregate our schools, the government should be increasing funding for special needs so that our classrooms continue to be inclusive, and not have students with IEPs grouped together in specific classrooms.

## **Recommendation 5**

### **Provide the time and resources necessary for a successful implementation of the curriculum changes mandated by the Ministry of Education.**

The Ministry has undertaken a shift in the curriculum of BC schools. The BCTF has played a positive role in this process, appointing more than 100 teachers who have brought their expertise to this updating of the curriculum.

The current schedule for formal adoption of the K–9 curriculum is 2016 and for Grades 10–12 is 2017. In both cases, there is a year when teachers are encouraged to review and explore the curriculum.

Changes in curriculum require a teacher to understand how the new curriculum is similar to or different from the existing curriculum. It is also necessary to find and be familiar with new resources and to identify what needs to change in their approach to classroom practice.

These are challenges when teachers are already working full-out in their existing teaching situation and are expected at the same time to develop an understanding of new curriculum and related resources. This process is a challenge when one subject area is changed at a time, but the new curriculum is being changed in every subject area at the same time. This is particularly a problem for elementary teachers who teach all the subjects and have something new in every area. Some have described the process as similar to building a new airplane at the same time as one is flying it.

In addition to curriculum change, new areas of core competencies have been identified, and these require additional work by teachers individually and collectively to incorporate assessment practices that are new additions to the curriculum.

Successful curriculum change requires time, resources, and sharing of ideas among teachers who are all part of the process of change.

The time required must be non-classroom time in order to concentrate on exploring the new expectations. It cannot be done at the same time one is working with students. To give a sense of what is required, the Changing Results for Young Readers program by the Ministry had \$10 million over about two years to have a few teachers from each district take part in an inquiry project on improving reading in primary grades. What all 35,000 classroom teachers face are

changes that are applied in Grades K–9 in all subject areas, as well as a new version of core competencies.

Some of the curricular changes require new resources such as textbooks and other concrete materials—as new areas are added or moved to different grade levels than in the past. Regardless of the subject area, all students deserve to have accurate and up-to-date learning resources. The integration of technology into more and more of the programs also requires access to training and mentoring support, as well as adequate hardware, software, broadband networks, and training.

Parents and the public are not going to be satisfied to have what is widely acknowledged as an excellent education system undermined because changes were imposed without providing the resources to make them a success.

## **Recommendation 6**

### **Provide funding to address issues of student mental health.**

Concerns about mental health problems of young people have led to hearings by the Select Standing Committee on Children and Youth. Experience in the education system supports the need for action to respond to these growing needs.

The BCTF submission<sup>6</sup> to the Select Standing Committee on Children and Youth made six recommendations, all of which will require funding from government. Please include these in the report of the Select Standing Committee on Finance and Government Services:

1. Support efforts to build positive and pre-emptive approaches to the mental health of children and youth.
2. Address the serious children/youth mental health issues by ensuring mental health services are accessible in schools.
3. Establish a commission to initiate and co-ordinate province-wide mental health approaches and resource development in K–12 public schools.
4. Provide a grant to the BC Teachers' Federation to support its Teaching to Diversity online resource.
5. Increase the number of school counsellors and other specialist support teachers to address students' mental health issues.
6. Address the mental health needs of youth who are often additionally marginalized.

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<sup>6</sup> Available online, at [www.bctf.ca/uploadedFiles/Public/Publications/Briefs/SSCCY--MentalHealthJune2015.pdf](http://www.bctf.ca/uploadedFiles/Public/Publications/Briefs/SSCCY--MentalHealthJune2015.pdf).

## **Recommendation 7**

**Eliminate the funding for independent schools, on a gradual basis, starting by reducing the funding for all qualifying independent schools to 30% of the per capita amount for public schools in the district in which the school is located.**

The government has been increasing the funding to independent schools at a much faster rate than for public schools.

Over the last decade, funding for independent schools has increased by 61.1%—three times the percentage increase for public schools (19.7%).

Of even more concern is that Budget 2015 projections over the three-year plan (2015–16, 2016–17, and 2017–18) show K–12 funding increasing by 33.4% for independent schools, and by only 3.3% for public schools.

See Appendix 5 for illustrative charts and references.

A portion of this increase is a result of increases in enrolment in independent schools, but additional amounts have come through quiet changes in funding policies.

This additional funding has been accomplished by incremental changes to policies that have not been publicly announced.

The incremental increases have included:

- Increasing Distributed Learning (DL) grants to 63% of the public funding for DL Grade 10–12 students cross-enrolled with a public school. Face-to-face independent school programs are funded at 50%, but DL programs are funded at this higher percentage. This provides room for larger “resource grants” to parents as a de facto recruiting offer for parents to sign up for independent school DL programs.
- Adjusting the funding formula for independent schools so that students with special needs who are eligible for supplemental funding are funded at 100% of public funding levels.
- Using the labour settlement funds from the BCTF strike as a base for increasing funding to independent schools in 2014–15 by \$5 million.
- Changing the basis for the enrolment count of students for funding purposes. If a student left the independent school during the year, previously the school lost funding for the

student. This was changed so the school receives a grant for every student enrolled as of September 30, even if they drop out or are expelled from the independent school.

The Ministry estimated that this policy change would produce \$4.7 million more funding in the current 2015–16 school year.

- Introducing legislation to exempt from taxation property that is auxiliary to independent schools.

These incremental changes should be reversed and all independent schools funded on the same basis—30% of the per student amount in the public school district in which the independent school is located.

Public funds should be used for public schools and not to fund private education. The Ministry should stop increasing funding through incremental policies adopted in stealth. Rather, the government should take steps to reduce funding over time, starting with reducing the per-student funding for all qualifying independent schools to 30% of public school funding.

## **Summary of recommendations**

### **Recommendation 1**

Act on the recommendations from the Select Standing Committee on Finance and Government Services of the past two years that have called for additional funding for K–12 public education.

### **Recommendation 2**

Increase public education funding to ensure that the Teacher Education Fund is actually adding teachers to increase support for areas of greater need, rather than just making up for other teaching positions that have been cut.

### **Recommendation 3**

Reinstate tuition-free education for adults taking adult basic education to upgrade secondary courses so they can apply to post-secondary training programs, and for adults needing to learn English as a second language.

### **Recommendation 4**

Increase K–12 public education funding to cover all the costs downloaded to school districts, as well as inflationary costs.

### **Recommendation 5**

Provide the time and resources necessary for a successful implementation of the curriculum changes mandated by the Ministry of Education.

### **Recommendation 6**

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### **Recommendation 7**

Eliminate the funding for independent schools, on a gradual basis, starting by reducing the funding for all qualifying independent schools to 30% of the per capita amount for public schools in the district in which the school is located.

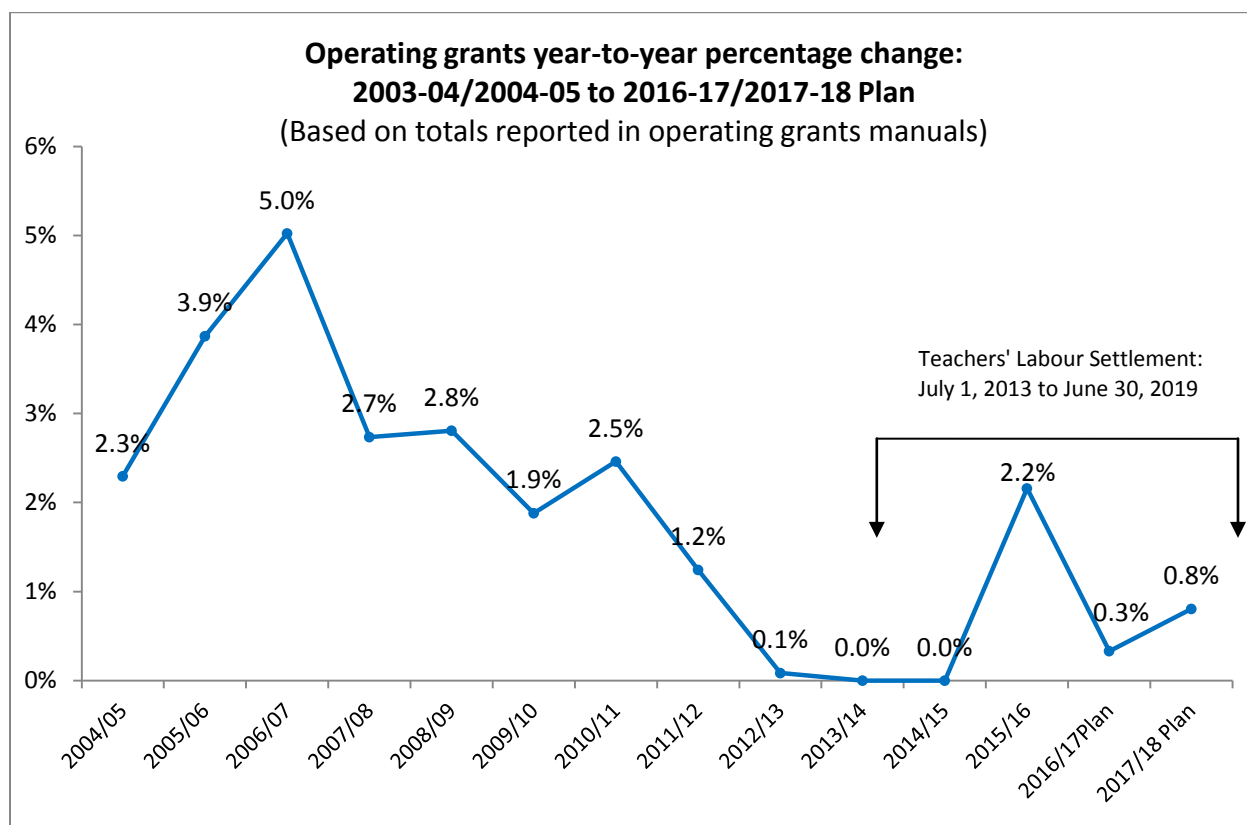


# Appendix 1

## What's new in public education funding?

The following chart shows the percentage change in operating grants funding from year-to-year, between 2004–05 up to 2015–16, and the Ministry of Education estimates for 2016–17 and 2017–18. These figures are from the Ministry's three-year plan published each year in the Operating Grants Manual. Based on the Ministry's figures for total operating grants, there is no increase in operating grants for the first two years of the new collective agreement (2013–14 and 2014–15) followed by a very large increase in year three of the collective agreement (2015–16).

In 2014–15, the Ministry added a Labour Settlement Fund table<sup>7</sup> on the K–12 funding allocation page (in November 2014) showing the district allocations to cover the cost of the collective agreement for 2014–15. But this amount was not added to the total for 2014–15 operating grants. Instead, the full amount of the Labour Settlement Fund for 2014–15 and for 2015–16 was added to the 2015–16 operating grants total<sup>8</sup>. This makes the total increase in operating grants funding in 2015–16 appear larger than it is.



Source: BCTF calculations with figures from: Ministry of Education. *Operating Grants Manual* for years 2004–05 to 2015–16, available at: [www.bced.gov.bc.ca/k12funding/](http://www.bced.gov.bc.ca/k12funding/). Note: For some years, the Ministry of Education updates total operating grants figures in the following year. For this reason, BCTF bases its calculations on the most recent figures provided in the operating grants manual, for any given year.

<sup>7</sup> Ministry of Education. Labour Settlement Funding for Public School Districts, 2014/15 (November 2014), 2014/15 Final Operating Grants page: [www.bced.gov.bc.ca/k12funding/funding/14-15/welcome.htm](http://www.bced.gov.bc.ca/k12funding/funding/14-15/welcome.htm)

<sup>8</sup> Ministry of Education. Table 15: Labour Settlement Funding, 2015/16 (March 2015), 2015/16 Estimated Operating Grants page: [www.bced.gov.bc.ca/k12funding/funding/15-16/welcome.htm](http://www.bced.gov.bc.ca/k12funding/funding/15-16/welcome.htm)

## Why does it matter?

It matters because when the costs of providing K–12 education are rising faster than the increase in funding to meet those costs; districts are faced with budget shortfalls. The 2014–15 allocation of \$93.6 million for the Labour Settlement Fund is already committed to cover the cost of the salary increase and other improvements in the collective agreement in 2014–15. The only new funding for 2015–16 is the \$36.8 million to cover new costs from year three of the collective agreement. But by implementing a \$29 million cut to district operating grants, the Ministry is not fully funding the collective agreement.

With the \$29 million cut to operating grants in 2015–16, and another \$25 million cut in 2016–17, for a cumulative loss of \$54 million in operating grants funding, the Ministry has added further to the downloaded costs that districts are already expected to absorb to resolve budget shortfalls.

	<b>\$ Amount of funding</b>
Amount of Labour Settlement Funding reported in 2015–16 (Table 15)	\$130,435,914
Actual amount of the 2014–15 Labour Settlement Funding (Ministry did not include this amount in the total for 2014–15 operating grants)	\$93,557,772
Difference: Actual additional Labour Settlement funding available in 2015–16	<b>\$36,878,142</b>
Funding cut to district operating grants in 2015–16 (See Table 1a – “Administrative savings”)	<b>-\$29,000,000</b>
Net increase in new funding in 2015–16, after \$29 M funding cut	<b>\$ 7,878,142</b>

In 2014–15, the Labour Settlement Fund (LSF) is a separate table on the K–12 Funding Allocation page, [www.bced.gov.bc.ca/k12funding/funding/15-16/welcome.htm](http://www.bced.gov.bc.ca/k12funding/funding/15-16/welcome.htm). In 2015–16, the LSF is included as Table 15 in the 2015/16 Operating Grants tables. See Table 1a of the 2015/16 Estimated Operating Grants tables for data on “Administrative savings”. [www.bced.gov.bc.ca/k12funding/funding/15-16/operating-grant-tables.pdf](http://www.bced.gov.bc.ca/k12funding/funding/15-16/operating-grant-tables.pdf)

While the government refers to the \$29 million funding cut as “Administrative savings,” the results of the BCSTA survey on the following page show the combined impact of budget shortfalls, and this funding cut will erode learning conditions and adversely impact on the classroom in many ways.

## **BC School Trustees Association (BCSTA) documents how the \$29 million funding cut and budget shortfalls will impact on schools in September 2015**

The BCSTA surveyed districts in spring 2015 about the cost-cutting measures that will be implemented in 2015–16 to balance the budget. The examples provided in the publication BCSTA Budget Response Update<sup>9</sup> show that the \$29 million cut to district budgets on top of existing budget shortfalls will further erode the quality of public education. The impact of these cuts will deepen in 2016–17, when school district operating grants will be cut another \$25 million. Listed below are the impacts identified by school districts in the BCSTA survey on cost-cutting measures that will be implemented before September 2015:

- Reduction or elimination of student bussing (once considered a core service)
- Implementation of monthly student transportation fees
- Increased class sizes and the loss of elective classes
- Reduced support services for students including fewer Education Assistant hours
- Reduced school supply budgets affecting the classroom directly
- Reduced support for teacher and school-based innovation projects
- Program, classroom and school closures
- Expanded introduction of a two-week spring break and fewer school days
- Reduced building and grounds maintenance, supplies and summer work
- Deferment or cancellation of technology upgrades and implementation
- Reduced library time and fewer library services for students
- Loss of co-curricular music and arts programs
- Reduced funding for students' extracurricular programs such as sports
- Reduced custodial services for schools
- Reductions in school and district administration services
- Delayed replacement of text books and library books
- Higher costs for community groups wanting to use school facilities

(Note: This list is excerpted from the document, as worded by the BCSTA)

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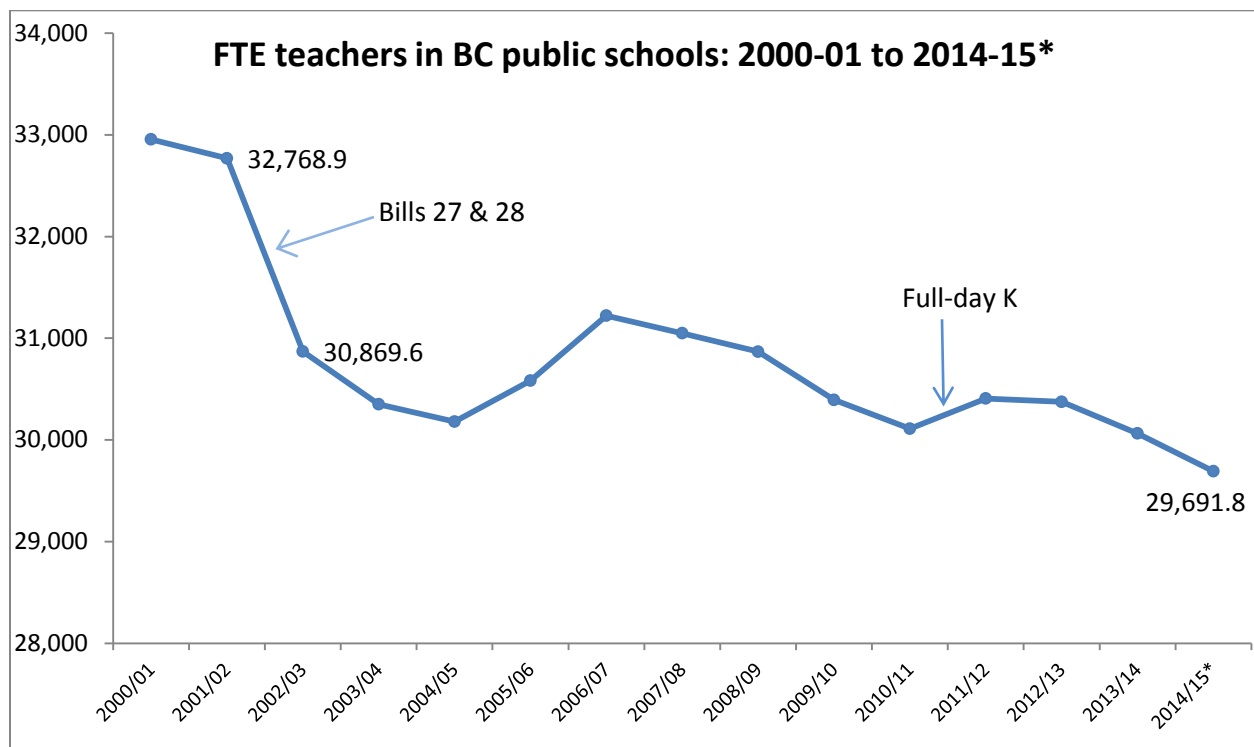
<sup>9</sup> BCSTA Update: Budget Response Update, May 22, 2015, available at: [dsweb.bcsta.org/docushare/dsweb/Get/Document-77442/2015-05-22\\_bcsta\\_update.htm](http://dsweb.bcsta.org/docushare/dsweb/Get/Document-77442/2015-05-22_bcsta_update.htm)

# Appendix 2

## What about the Teacher Education Fund—Did it make a difference?

### Teaching positions funded by district operating grants

Full-time equivalent (FTE) teaching employment has declined steadily since 2002, after the Liberal government was elected. There are about 3,000 fewer FTE teachers in BC public schools in 2014–15 than in 2002–03<sup>10</sup>. Teaching positions funded by district operating grants continue to decrease in the years after the Learning Improvement Fund (2012–13 to 2013–14), and in 2014–15, when the Teacher Education Fund came into effect.



\* Figures are from Teacher Statistics reports, except 2014–15 (Form 1530).

Note 1: Latest Teacher Statistics report shows 29,950.6 FTE teachers in 2014–15, but the Ministry cautions the 2014–15 data is not comparable to previous years.

Note 2: These represent FTE teaching positions funded by district operating grants.

<sup>10</sup> From 2012–13 onward, these FTE figures represent teaching positions funded by district operating grants. The Ministry of Education reporting guidelines request that districts not include teaching positions funded by the Learning Improvement Fund.

## Will the Teacher Education Fund make a difference?

In previous briefs<sup>11</sup> to the Select Sanding Committee on Finance and Government Services, the BC Teachers' Federation has expressed concern that improvements in teaching support from additional funding provided by the Learning Improvement Fund (LIF) have been largely offset by a significant decrease in the district operating grants expenditures on teachers.

Using the Ministry's Form 1530 data, the following table shows that total FTE teachers funded, there are 1,095.16 fewer FTE teachers in 2014–15 than in 2011–12 (the year before the LIF was introduced). These figures represent the decrease in FTE teaching positions funded by district operating grants. This table also shows BCTF estimates for the maximum number of teaching positions that could be funded by the Teacher Education Fund (TEF) in 2014–15. BCTF estimates the \$75 million TEF in 2014–15 is enough to fund 807.60 FTE teachers if all of the funding were spent on teaching positions. These estimates suggest that even after accounting for the TEF, there are almost 300 fewer FTE teachers in 2014–15 than in 2011–12.

### FTE teachers funded by operating grants and by the Teacher Education Fund (estimated)

FTE teachers funded by district operating grants	FTE teachers
2011–12	30,786.98
2012–13	30,561.42
2013–14	30,100.95
2014–15	29,691.82
<b>Total change in FTE teachers 2011–12 to 2014–15</b>	<b>-1,095.16</b>
<b>Total estimated FTE teaching positions that could be funded by the \$75 M Teacher Education Fund, 2014–15</b>	<b>+807.60</b>
BCTF estimate: 79% of \$75 M, multiplied by 2014–15 average teacher salary (\$73,365)	
<b>Difference: 287.56 fewer FTE teachers (est.) after taking the TEF into account</b>	<b>-287.56</b>

Source: Ministry of Education. Form 1530 staffing data; average teacher salary from Table 5, 2014/15 Operating Grants.

<sup>11</sup> For information on “bait and switch” of teaching positions, see the 2013 and 2014 BCTF education funding briefs, and “Teachers gained and lost—Will the Teacher Education Fund make a difference?”, available at: [www.bctf.ca/IssuesInEducation.aspx?id=10720](http://www.bctf.ca/IssuesInEducation.aspx?id=10720).

## Change in FTE learning specialist teacher positions: 2001–02 to 2014–15

This table shows the difference in FTE learning specialist teachers between the years 2001–02, and 2014–15. These figures do not include teaching positions funded by the Teacher Education Fund.

The following table shows that compared to 2001–02 there are:

- almost 1,000 fewer Special Education teachers in 2014–15
- 344.7 fewer teacher-librarians to support students to develop language, literacy, and research skills in the 21st century
- 133 fewer counsellors to support students with emotional, social and mental health issues
- 223 fewer English Language Learning teachers for students newly arrived to Canada
- 6 fewer Aboriginal Education teachers at a time when there are new educational initiatives to raise awareness of Aboriginal culture within BC schools and to provide a more culturally meaningful education for Aboriginal students.

FTE specialist teachers	2001–02	2007–08	2011–12	2012–13	2013–14	2014–15	Change 2001–02 to 2014–15	
							#	%
Library services	921.8	730.0	635.8	646.6	627.5	577.1	-344.7	-37.4%
Counselling	989.6	915.8	870.1	871.1	858.3	856.6	-133.0	-13.4%
Special education	4,051.5	3,446.5	3,282.3	3,381.3	3,236.8	3,082.7	-968.8	-23.9%
English language learning	1,015.6	788.7	673.7	686.2*	816.8	792.6	-223.0	-22.0%
Aboriginal education	206.9	193.4	196.0	204.7	203.1	200.9	-6.0	-2.9%
<b>Totals</b>	<b>7,185.4</b>	<b>6,074.4</b>	<b>5,657.9</b>	<b>5,789.9†</b>	<b>5,742.5</b>	<b>5,509.9</b>	<b>-1,675.5</b>	<b>-23.3%</b>

BCTF Research table: totals calculated with figures from BC Ministry of Education, Staff by Year and Program Code (unpublished Form 1530 data, various years).

\* No staffing was reported by SD34 for Program 1.30, ELL, for 2012–13—an unexplained anomaly in the data.

† The total for 2012–13 is affected by the asterisked note, above. As well, it appears that, for 2012–13, SD87 reported all teachers under Regular Instruction, and none as learning specialist teachers.

## Plan for the future: Student population will increase and there will be a need for more teachers

### BC Stats projects increases in pre-school and school-aged population

BC Stats projections indicate the population aged 0–4 years will grow by 21,800 and the population aged 5–17 years will grow by 28,200, between the years 2015 and 2022. The school-aged population (5–17 years) in BC is projected to increase steadily each year totalling 738,900 children by 2041. This represents a 21% increase (128,100 more children) in the school-aged population in BC compared to 2015.

#### BC Population Projections: 2015–2022

	0–4-years of age	5–17 years of age
2015	221,500	610,800
2022	243,300	639,000
<b>Change</b>	<b>+21,800</b>	<b>+28,200</b>
<b>% change</b>	<b>+9.8%</b>	<b>+4.6%</b>

BCTF calculations, with figures from:

BC Stats. (May 2015). British Columbia Population Projections: 2015 to 2041, Table 3: British Columbia Population by Selected Age Groups, Estimated (1971 to 2014), p.3 and Projected (2015 to 2041) and Table 6: British Columbia Population by 5-year Age Group, Estimated (1971 to 2014) and Projected (2015 to 2041), p.6. Access the PDF version of report at [www.bcstats.gov.bc.ca/StatisticsBySubject/Demography/PopulationProjections.aspx](http://www.bcstats.gov.bc.ca/StatisticsBySubject/Demography/PopulationProjections.aspx).

### BC labour market projections say more teachers will be needed

WorkBC projects supply and demand for occupations to 2022, making some optimistic projections for BC school teachers. The report British Columbia 2022 Labour Market Outlook (2014) projects job openings for BC teachers of 24,900 by 2022, the third highest of high-demand occupations in British Columbia.

The following table shows the projected number of job openings for elementary and secondary teachers and educational counsellors in the seven regions of BC to 2022. In five of these regions, at least three-quarters of the job openings are to replace teachers, mostly for reasons of retirement.

#### Total job openings projected to 2022 for secondary and elementary school teachers and educational counsellors

Region	Total projected job openings for elementary and secondary teachers and educational counsellors to 2022		
	Expansion (Growth)	Replacement (Mostly retiring workers)	Total
Vancouver Island/Coast	830	3,250	<b>4,080</b>
Mainland/Southwest	2,100	12,480	<b>14,580</b>
Thompson-Okanagan	600	2,200	<b>2,800</b>
Kootenay	310	810	<b>1,120</b>
Cariboo	170	960	<b>1,130</b>
North Coast and Nechako	30	450	<b>480</b>
Northeast	250	460	<b>710</b>

Source: WorkBC. (2014). British Columbia 2022 Labour Market Outlook - Work BC projections for supply and demand for occupations to 2022, [www.workbc.ca/WorkBC/media/WorkBC/Documents/Docs/BC-LM-Outlook-2012-2022.pdf](http://www.workbc.ca/WorkBC/media/WorkBC/Documents/Docs/BC-LM-Outlook-2012-2022.pdf).

## Appendix 3

### Why does adult education support the economic and social needs of BC and Canada?





# Appendix 4

## Class composition 2014–15 update

### Class composition has grown steadily worse since 2006–07

- The number of classes with 4 or more students with designated special needs (entitled to an Individual Education Plan) increased from **9,559** in 2006–07 to **16,156** classes in 2014–15.
- There are **6,597** more classes with 4 or more students with designated special needs (entitled to an IEP) in 2014–15 than in 2006–07.

### Class composition worsened since Bill 22 was implemented

- Compared to three years ago (2011–12), there are **3,505** more classes with 4 or more students with designated special needs (entitled to an IEP).
- The number of classes with 4 or more IEP students decreased by 7, from **16,163** classes in 2013–14 to **16,156** classes in 2014–15.
- In 2014–15, **one in four** classes in BC public schools have 4 or more designated students with special needs (entitled to an IEP).
- In 2014–15, there are **6,051** classes with 4 students entitled to an IEP, **3,806** classes with 5 students entitled to an IEP, **2,404** classes with 6 students entitled to an IEP, and **3,895** classes with 7 or more students entitled to an IEP.

Number of classes with 4 or more students entitled to an IEP					Total classes	Percentage of classes with 4 or more students with an IEP
Year	Grades K–3	Grades 4–12	All grades (K–12)	Province		
2006–07	153	9,406	9,559	68,665	13.9%	
2007–08	141	10,172	10,313	68,693	15.0%	
2008–09	141	10,844	10,985	68,357	16.1%	
2009–10	127	11,832	11,959	67,473	17.7%	
2010–11	122	12,118	12,240	64,909	18.9%	
2011–12	122	12,529	12,651	64,827	19.5%	
2012–13	188	14,697	14,885	67,089	22.2%	
2013–14	226	15,937	16,163	68,020	23.8%	
2014–15	<b>233</b>	<b>15,923</b>	<b>16,156</b>	<b>66,596</b>	<b>24.3%</b>	

BCTF Research table, with figures from BC Ministry of Education (2006–07 to 2014–15 reports). Overview of Class Size and Composition in BC Public Schools, p. 3; accessible from the Ministry data reporting page, [www.bced.gov.bc.ca/reporting/province.php](http://www.bced.gov.bc.ca/reporting/province.php). The figure for total classes is on p. 2.

Note: The 2006–07 report is not available online. Contact BCTF Research for a PDF version of the report.

### Number of classes with 4, 5, 6, and 7-or-greater students entitled to an IEP: 2014–15

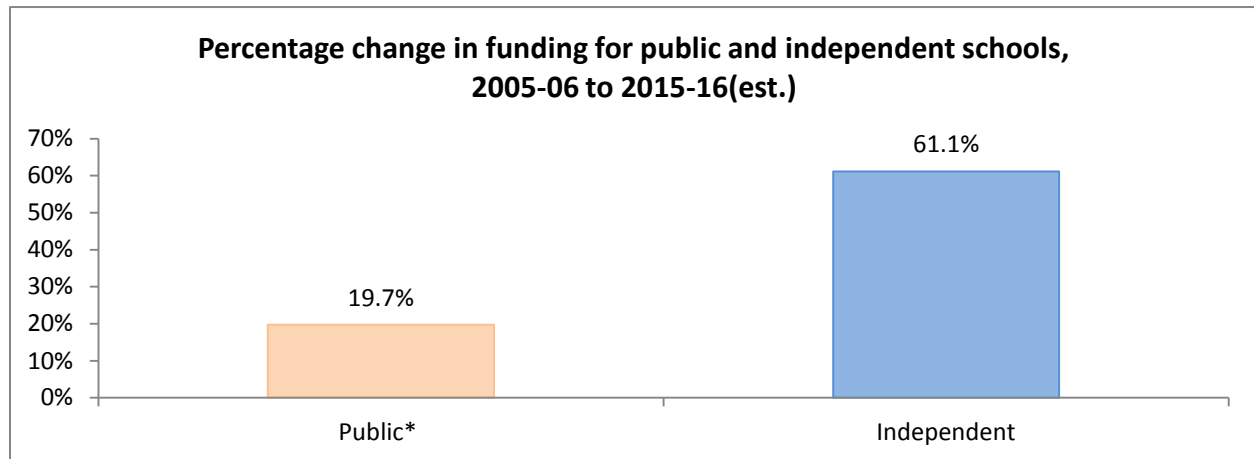
Number of students entitled to an IEP	Number of classes		
	Grades K–3	Grades 4–12	All grades (K–12)
4 students	157	5,894	6,051
5 students	49	3,757	3,806
6 students	12	2,392	2,404
7 or greater	15	3,880	3,895
<b>Total classes, 4 or more students with an IEP</b>	<b>233</b>	<b>15,923</b>	<b>16,156</b>

Source: BCTF Research table, with figures from BC Ministry of Education. Overview of Class Size and Composition in BC Public Schools 2014/15, p.3; accessible from the Ministry data reporting page, [www.bced.gov.bc.ca/reporting/province.php](http://www.bced.gov.bc.ca/reporting/province.php).

# Appendix 5

## Independent school funding increasing at a faster rate than public school funding

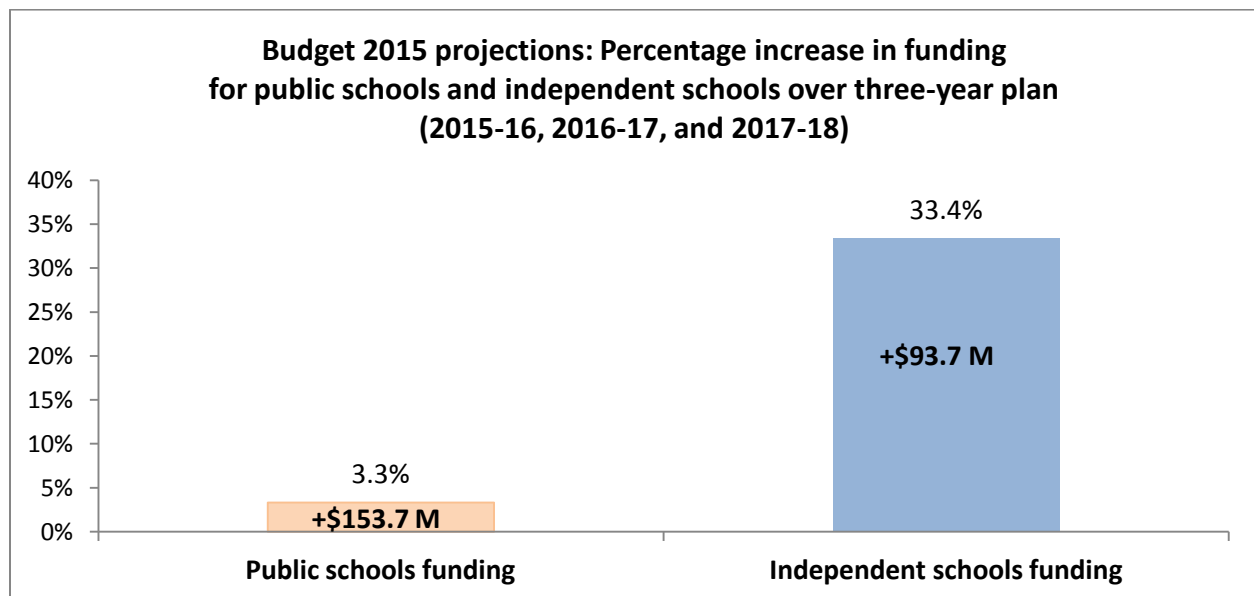
Over the last decade, funding for independent schools has increased by 61.1%—three times the percentage increase for public schools (19.7%).



\* Public schools funding includes Instruction, Administration, and Learning Improvement Fund.

Source: BCTF calculations and chart, figures from Ministry of Education. (February 17, 2015). Ministry of Education Budget 2015 Overview, February 2015, pp. 3–4.

Budget 2015 projections over the three-year plan (2015–16, 2016–17, and 2017–18) show K–12 funding increasing by 33.4% for independent schools, and by only 3.3% for public schools.



Source: BCTF calculations and chart with data from:

Public schools funding: Ministry of Education. 2015/16 Operating Grants Manual (March 2015), p.1.

Independent schools funding: 2015–16 figures from Ministry of Education. Ministry of Education Budget 2015 Overview, February 2015, pp. 3–4 (February 17, 2015).