

TREASURY BOARD STAFF BRIEFING NOTE

REQUEST NO.: 005/17 & 002/18

T.B. MEETING DATE: AUGUST 17, 2017

TITLE: ELIMINATING TUITION FEES FOR ADULT BASIC EDUCATION AND ENGLISH AS A SECOND LANGUAGE PROGRAMS

ISSUE SUMMARY:

- The Ministries of Advanced Education, Skills and Training (AEST) and Education (EDUC) are requesting funding to support the government's announcement that, effective September 1, 2017, government would eliminate tuition fees for Adult Basic Education (ABE) and English as a Second Language (ESL) programs.
- AEST is requesting a one-time base budget increase of \$24.0 million in 2017/18 to fund the forecasted public post-secondary institutions (PSIs) ABE and ESL costs within the post-secondary sector. EDUC is requesting access of up to \$8.5 million in 2017/18 and \$3.7 million in 2018/19 Contingencies (All Ministries) and New Programs Vote (Contingencies) to fund ABE costs within the K-12 sector. As part of the *Budget 2018* process, AEST and EDUC will return to Treasury Board to request ongoing program funding with an updated policy framework.
- As tuition-free academic upgrading and ESL learning was eliminated, AEST and EDUC saw base budget decreases of \$30.7 million and \$7.3 million respectively. AEST cannot accommodate tuition-free ABE and ESL within their existing base budget as there is no ability to reduce operating grants to PSIs. EDUC is already accessing 2017/18 Contingencies and is currently unable to utilize its existing budget without impacting other programs/services.
- Although AEST tracks a number of performance metrics through the Central Data Warehouse and the Student Transitions Project, data limitations and registration anomalies at institutions make it difficult to capture a large percentage of the students transitioning from ABE and ESL into post-secondary programs; therefore it is not possible to calculate an all-inclusive rate of transition.

Timelines

- A decision is required in August 2017 in order to support the elimination of tuition by September 1, 2017 and to capture the financial implications in the *Budget 2017 Update*.

RECOMMENDATION:

s.12,s.13,s.17

2017-08-10 8:55 AM

CONTEXT:

- Eighteen of the 25 public PSIs in BC deliver ABE and/or ESL training, and 56 of 60 school districts delivered ABE in the 2016/17 school year. ABE and ESL are pre-post-secondary programs designed to improve learners' literacy, numeracy, language and academic skills in order to continue into post-secondary education and find new or better employment.
 - Since 2007, there have been a series of policy changes, within the post-secondary and K-12 sectors, affecting the tuition-free status of ABE and ESL courses.
 - 2008: Introduction of the Education Guarantee. ABE courses in the post-secondary and K-12 sectors become tuition-free for graduated and non-graduated adults.
 - 2012: Federal government announces termination of Annex A of the Canada-BC Immigration Agreement. ESL in PSIs becomes tuition-free. EDUC creates a reduced list of tuition-free ABE academic upgrading courses. No change to tuition status for non-graduated adults, foundation courses continue to be tuition-free for graduated adults.
 - 2014: Annex A is terminated, resulting in a \$23.8 million reduction for PSI budgets effective April 1, 2014. Government announces PSIs are allowed to reinstate tuition for ABE and ESL courses beginning January 1, 2015. EDUC discontinues tuition-free academic upgrading for graduated adults (foundation courses continue to be tuition-free). AEST's budget was reduced by \$5.0 million per year.
 - 2015: PSIs reinstate tuition for ABE and ESL students (maximum of \$1,600 per full-time semester). School districts reinstate tuition for graduated adults for non-foundation courses (estimated of \$600 per course).
 - On August 8, 2017, government announced it would reverse the 2015 policy that introduced tuition fees for ABE and ESL programs. Government committed to eliminate tuition for ABE and ESL students in the post-secondary and K-12 sectors effective September 1, 2017.
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DISCUSSION:

s.12

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APPENDIX A – POST-SECONDARY AND SCHOOL DISTRICTS WITH ABE AND/OR ESL PROGRAMS

Post-Secondary Institutions	School Districts	
BC Institute of Technology	Southeast Kootenay	Okanagan Similkameen
Camosun College	Rocky Mountain	Bulkley Valley
College of New Caledonia	Kootenay Lake	Prince George
College of the Rockies	Arrow Lakes	Nicola-Similkameen
Douglas College	Kootenay-Columbia	Peace River South
Langara College	Vernon	Peace River North
Nicola Valley Institute of Technology	Central Okanagan	Greater Victoria
North Island College	Cariboo-Chilcotin	Sooke
Northern Lights College	Quesnel	Saanich
Northwest Community College	Chilliwack	Gulf Islands
Okanagan College	Abbotsford	Okanagan Skaha
Selkirk College	Langley	Nanaimo-Ladysmith
Thompson Rivers University	Surrey	Qualicum
Vancouver Community College	Delta	Alberni
Capilano University	Richmond	Comox Valley
Kwantlen Polytechnic University	Vancouver	Campbell River
University of the Fraser Valley	New Westminster	Kamloops/Thompson
Vancouver Island University	Burnaby	Gold Trail
	Maple Ridge-Pitt Meadows	Mission
	Coquitlam	Fraser-Cascade
	North Vancouver	Cowichan Valley
	Sunshine Coast	Fort Nelson
	Powell River	Coast Mountains
	Howe Sound	North Okanagan-Shuswap
	Central Coast	Vancouver Island West
	Haida Gwaii/Q. Charlotte	Vancouver Island North
	Boundary	Nechako Lakes
	Prince Rupert	Conseil Scolaire Francophone

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Treasury Board Submission – Request for Decision

CLIFF: 359783
Date Received: Aug 9, 2017
Submission: AEST / 005-17
Analyst: David Stefanson

Minister: Honourable Melanie Mark
Ministry: Advanced Education, Skills and Training
Date: 17/08/2017

Ministry Document #: 005/17

Title: Eliminating tuition fees for Adult Basic Education and English Language Learning programs

Issue:

Funding required to support the elimination of fees for Adult Basic Education (ABE) and English Language Learning (ELL)¹ programs at public post-secondary institutions, effective September 1, 2017.

Request:

s.12,s.13,s.17

Implications and Considerations:

- The Minister of Advanced Education, Skills and Training (AEST) is mandated to *"provide greater access to adult basic education and English-language learning programs by eliminating fees"*.
- s.12,s.13

¹ English Language Learning (ELL) is an interchangeable term with other acronyms used for English language instruction for individuals whose first language is not English. Other acronyms are ESL (English as a Second Language), EAL (English as an Additional Language) and ELS (English Language Studies). In the BC post-secondary sector, the ESL acronym has become the term commonly understood by post-secondary institutions for this English language training.



- Many post-secondary institutions (PSIs) charge student fees in addition to tuition, to cover costs such as health benefits and bus passes. These fees are fully covered under the Adult Upgrading Grant for eligible low-income students.

Background / Context:

Eighteen of the 25 public post-secondary institutions (PSIs) in BC deliver ABE and/or ELL training. Appendix 1 provides an overview of the post-secondary ABE and ELL delivery system.

School districts also deliver ABE programs, but do not deliver ELL for adults. s.12,s.13,s.17

ABE and ELL are pre-post-secondary programs designed to improve learners' literacy, numeracy, language and academic skills in order to continue into post-secondary education and find new or better employment.

In 2014/15, the federal government changed its funding model for ELL, through the cancellation of Annex A of the Canada-BC Immigration Agreement, resulting in a \$23.8 million (\$22.5 million federal; \$1.3 million provincial) reduction from post-secondary budgets.

Effective January 1, 2015, provincial tuition policy changed, allowing public post-secondary institutions to charge tuition for ABE and ELL programs up to \$1,600 per full-time semester. Institution budgets were reduced by a total of \$30.7 million (\$6.9 million for tuition-free ABE and \$23.8 million for ELL). Table 1 shows a component breakdown of the \$30.7 million. Between 2013/14 and 2016/17, combined ABE and ELL enrolment fell by almost 35 percent.



Table 1: ABE/ELL Funding in 2013/14

ABE/ELL Funding	2013/14 (\$ million)
Compensation to PSIs for foregone ELL tuition for federally-eligible ELL students e.g. permanent residents (federally funded)*	5.4
Compensation to PSIs for foregone ELL tuition for non-federally eligible ELL students e.g. Canadian citizens, refugee claimants (provincially funded)	1.3
Base funding to PSIs for ELL deliver (federally funded)*	17.1
Compensation to PSIs for foregone ABE tuition (provincially funded)**	6.9
Total	30.7

*Formerly funded through Canada-BC Immigration Agreement

** In addition, PSIs would have supported a portion of ABE through their annual base operating grant.

A timeline for ABE and ELL policy and funding changes can be found in Appendix 2.

Since 1981, the provincial government has provided financial assistance to eligible low-income students in ABE, ELL and Adult Special Education² programs at public post-secondary institutions for tuition and wrap-around supports such as student fees, books, transportation and childcare through the Adult Upgrading Grant (AUG). Appendix 3 provides a more detailed description of the AUG program.

Student Eligibility

ABE courses are courses granting K-12 credit, and are different from Continuing Education, which are general interest, non-credit courses. Appendix 4 provides definitions and examples of ABE and Continuing Education courses.

There are three general categories of students who access ABE:

- Students who require courses to complete their Adult Dogwood Diploma;
- Students who have graduated from K-12 but need to improve their grades to get into post-secondary education; and,

² Adult Special Education programs are work and life skills programs for students with developmental disabilities.



- Students who have graduated from K-12 but need additional courses to meet pre-requisites for post-secondary programs.

Eligibility for these students will not change as a result of the move to tuition-free ABE.

For ELL programs, the federal government provides training aimed at settlement and integration e.g. how to buy groceries, make a doctor's appointment. They also provide some mid-level ELL focused on employability e.g. resume writing.

ELL programs in the public post-secondary system provide pathways for immigrants to access further education and training and gain rewarding employment that is commensurate with the education and skills they gained before coming to Canada.

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Appendix 1: Overview of the post-secondary ABE and ELL delivery system

Of the 25 public post-secondary institutions in BC, 18 are required to deliver Adult Basic Education programs under legislation.

Adult Basic Education (ABE) – 18 public post-secondary institutions as follows:

- | | |
|---|-------------------------------------|
| 1. British Columbia Institute of Technology | 10. North Island College |
| 2. Camosun College | 11. Northern Lights College |
| 3. Capilano University | 12. Northwest Community College |
| 4. College of New Caledonia | 13. Okanagan College |
| 5. College of the Rockies | 14. Selkirk College |
| 6. Douglas College | 15. Thompson Rivers University |
| 7. Kwantlen Polytechnic University | 16. University of the Fraser Valley |
| 8. Langara College | 17. Vancouver Community College |
| 9. Nicola Valley Institute of Technology | 18. Vancouver Island University |

The other seven post-secondary institutions (Emily Carr University of Art and Design, Justice Institute of British Columbia, Royal Roads University, Simon Fraser University, University of British Columbia, University of Northern British Columbia, and University of Victoria) are focused on applied research, specific scholarship and professional education in media, design and protection services and are not required to deliver ABE programs under legislation.

English Language Learning is provided at 17 public post-secondary institutions to serve a significant number of permanent residents who need the language training to transition into post-secondary education or career and employment training.

English Language Learning (ELL) – 17 public post-secondary institutions as follows:

- | | |
|------------------------------------|-------------------------------------|
| 1. BC Institute of Technology | 10. Northern Lights College |
| 2. Camosun College | 11. Northwest Community College |
| 3. Capilano University | 12. Okanagan College |
| 4. College of New Caledonia | 13. Selkirk College |
| 5. College of the Rockies | 14. Thompson Rivers University |
| 6. Douglas College | 15. University of the Fraser Valley |
| 7. Kwantlen Polytechnic University | 16. Vancouver Community College |
| 8. Langara College | 17. Vancouver Island University |
| 9. North Island College | |



Who teaches these courses?

Instructors have master or post-graduate degrees and a number of years of teaching ABE and ELL students.

Many have specialized training and experience working with adult literacy and ELL issues at the department, college and provincial level through curriculum, assessment and committee work.

Most instructors are passionate about the transformational potential of adult education and the impact of academic upgrading on the lives of adult learners.



Appendix 2: ABE/ELL Tuition Timeline

Date	Fees	No fees	Event
1977	Some fees likely		<ul style="list-style-type: none"> Colleges and Institutes Act enacted, ABE and other programming becomes essential offering of colleges. As more permanent residents settled, ELL programs emerged to support transitions.
1989	PSI-ABE: grads and non-grads	K-12-ABE: Non-grads only	<ul style="list-style-type: none"> K-12 – Tuition ABE fees eliminated for adult students who have not graduated. Fees for ABE in the Public Post-Secondary Institutions (PSIs) unaffected.
1991	K-12 & PSI-ABE: Gr. 10-12	K-12 & PSI: Gr. K-9	<ul style="list-style-type: none"> Fundamental level ABE becomes tuition free in PSIs. Institutions continue to charge tuition for academic upgrading ABE.
1998	PSI: ASE & ELL	K-12 & PSI-ABE: only non-grads	<ul style="list-style-type: none"> All ABE courses offered by public post-secondary institutions become tuition-free. ABE tuition-free policy does not apply to ASE and ELL programs, except those at very low literacy levels, and some career preparatory courses. School Districts continue to charge tuition for ABE courses taken by students who have already graduated from high school.
2002	PSI: ABE grads	PSI: ABE- non grads	<ul style="list-style-type: none"> Targeted ABE, ELL and ASE funding rolled into PS block operating grants.
2003	PSI-ABE: grads	PSI: ABE- non grads & Fundamental level (<Gr.9 free to all)	<ul style="list-style-type: none"> AVED allows PSIs to charge tuition fees for students taking ABE who already have a secondary graduation diploma. Fundamental level ABE and employment preparation programs remain tuition-free.
2008		K-12 & PSI-ABE: grads & non-grads	<ul style="list-style-type: none"> The BC Education Guarantee: ABE courses in the PSIs and K-12 system become tuition-free for all learners, regardless of graduation status. Institutions compensated for estimated lost tuition revenue (\$6.9M).
2012		PSI-ELL & ABE	<ul style="list-style-type: none"> April 1 - ELL in post-secondary institutions becomes tuition-free. April 12 – Federal government announces termination of Annex A of CBCIA. Institutions compensated for lost ELL tuition revenue (\$5.4M from Canada-BC Immigration Agreement and \$1.3 M from Province (through 2012/13 and 2013/14).
2014		K-12 & PSI-ELL & ABE: grads & non-grads	<ul style="list-style-type: none"> AVED budget for 2014/15 reduced by \$17.117M; institution operating grants reduced by \$17.117M based on proportion of ELL delivery. February/March – Province announces one-time ELL transition funding totalling \$17.2 million \$6.7M previously provided to institutions for ELL tuition compensation is no longer available. April 1 – Annex A expires. December - Province announces public post-secondary institutions may reinstate tuition fees for ABE and ELL beginning January 1, 2015 School Districts will no longer receive funding for ABE for graduated students in academic upgrading courses. Tuition fees in School Districts may be implemented in May 2015 ABE remains tuition free in School Districts for non-graduates and fundamental (below grade 10) courses
2015	K-12 & PSI-ABE & ELL: grads and non-grads		<ul style="list-style-type: none"> January - VCC implements maximum tuition for ABE and ELL. Other PSIs follow suit over following 24 months \$6.9M in annual ABE tuition compensation removed from institution base operating grants February – Province announces one-time transition funding of \$6.9M to support ABE programs in PSIs May - School Districts implement ABE tuition for graduates.



Appendix 3: Adult Upgrading Grant

The Adult Upgrading Grant provides access to eligible low-income students to cover student fees, textbooks, supplies, transportation and unsubsidized childcare³.

Many students in developmental programs face economic and social barriers and are often the most vulnerable among public post-secondary students, including a proportionally high number of Aboriginal students. Students who access the AUG in particular are generally those who face a high number of barriers to education. In the 2016/2017 program year, the wrap-around supports most access were for student fees and transportation.

Eligibility for the grant is based on a family's gross yearly income. The chart below indicates the gross family income level applicants must be under to be eligible for the AUG.

Family Size	Income level
1	\$ 24,144
2	\$ 30,059
3	\$ 36,955
4	\$ 44,866
5	\$ 50,887
6	\$ 57,392
7 or more	\$ 63,898

Income levels listed in the table are based on income thresholds for Canada Student Grant for students from low-income families.

³ Tuition for Adult Special Education programs continues to be covered by AUG.



Appendix 4: Distinction Between ABE and Continuing Education

ADULT BASIC EDUCATION provides access to courses and skills training ranging from basic literacy through to provincial level and adult secondary school completion. The K-12 system defines ABE as courses that lead toward a high school diploma.

ABE programs support learners to achieve one or more of the following goals: high school graduation, further education, employability skills, and life management skills. Courses are offered both in the public post-secondary institutions and British Columbia school districts, and include the following types of courses:

- Computer Studies
- Language Arts
- Education and Career Planning
- English for Indigenous learners
- Fundamental Adult Literacy
- Science: Biology, Chemistry and Physics
- Mathematics
- Social Science: First Nations, Geography, History, Law and Psychology

NOTE: The above ABE courses are creditable towards a high school diploma and/or fulfill prerequisites for post-secondary credential (certificate, diploma or bachelor) programs. Courses are also articulated, allowing for course transferability around the 18 public post-secondary institutions across the province.

CONTINUING EDUCATION COURSES are revenue-generating and non-credit offerings that do not lead towards a high school diploma or post-secondary credential. Courses may include recreational skills and industry or employment-related contract training.

Courses may include the following:

- Drawing: The Basics
- Silver Jewellery- Beyond Basics
- Spanish Conversation for Beginners
- Creative Writing for Beginners
- Leadership Essentials
- Navigating Within the Windows Operating System
- Marine Emergency Duties Basic Safety
- Emergency Child Care First Aid With CPR Level B

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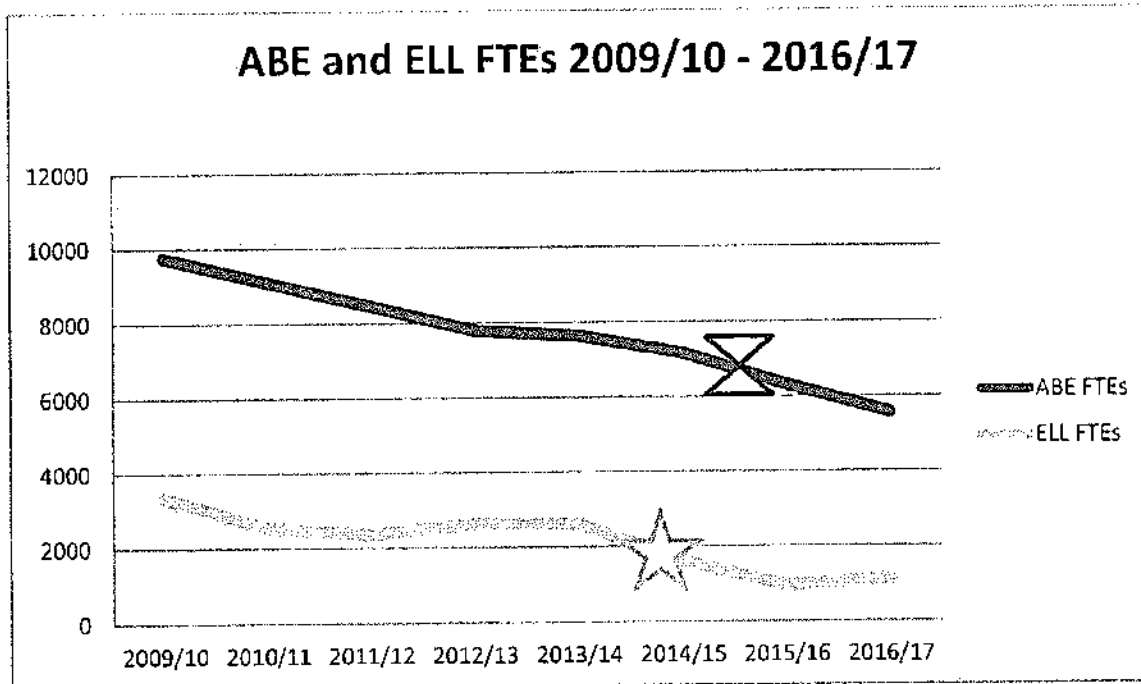
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Appendix 8: ABE and ELL FTEs 2009/10 – 2016/17



The steady decline of ABE enrollment may be attributed to a number of factors that are difficult to quantify. Some reasons include: changes to tuition policy, regional demographic shifts, increases in employment, and changes to the issuance of the Evergreen Certificates.

The significant decline in ELL enrollment corresponds to termination of Annex A of Canada-BC Immigration Agreement (CBCIA). Institution operating grants was reduced by \$17.117M based on proportion of ELL delivery.

-  Province announces tuition policy. VCC implements maximum tuition for ABE and ELL. Other PSIs follow suit over following 24 months.
-  Federal government announces termination of Annex A of CBCIA.

ABE and ELL FTEs								
Fiscal Period	2009/10	2010/11	2011/12	2012/13	2013/14	2014/15	2015/16	2016/17
ABE FTEs	9,746	9,089	8,451	7,789	7,634	7,165	6,310	5,555
ELL FTEs	3,338	2,536	2,359	2,637	2,610	1,610	958	1,137

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Treasury Board Submission –

Request for Decision

Minister: Honourable Rob Fleming

Ministry: Education

Date: 09/08/2017

Ministry Document #:

CLIFF: 359826

Date Received: Aug 11, 2017

Submission: EDUC/359826

Analyst: Amy Miller

Title: Eliminating fees for Adult Basic Education (ABE)

Issue:

Government has made a commitment to “restore funding to Adult Basic Education and English language learning.” Restoration requires a combination of pre-2015 funding levels and program delivery for both the post-secondary and K-12 education systems; this submission covers the K-12 system and serves in complement to the funding request submitted by the Ministry of Advanced Education, Skills and Training (AEST).

The scope of restoration in the K-12 system reflects reversing a May 2015 policy change, whereby graduated adult learners were no longer eligible to access tuition-free academic upgrading courses. The policy change did not affect graduated adults' eligibility to access tuition-free Foundations courses. Appendix A provides a listing of the 26 courses Foundation courses that are available and the list of 36 academic courses that were previously available tuition-free.

Request:

The Ministry of Education (MoE) is requesting approval for access to contingencies of up to \$8.5M for fiscal year 2017/18 and \$3.7M for 2018/19 (representing the fiscal year portions of the anticipated \$12.2M funding requirements for the 2017/18 school year); full funding levels for 2018/19 and onwards to be determined as part of the budgeting process.

Implications and Considerations:

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Appendix A – ABE: Courses funded by MoE for graduated adults

Foundations Courses	Upgrading Courses
May 2015: Tuition-Free (Grads/Non-Grads)	May 2015: Tuition-Free (Non-Grads Only)
August 2017: Tuition-Free (Grads/Non-Grads)	CHANGE: August 2017: Tuition-Free (Grads/Non-Grads)
<ol style="list-style-type: none"> English Levels 1/2: Companion Reading LF English Level 1/2: Companion-Speaking & Listening English Level 1: Core English Level 2: Core English Level 3/4: Companion – Reading English Level 3/4: Companion – Writing English Level 3: Core English Level 4: Core English Level 5/6/7: Companion - Writing English Level 5: Core English Level 6: Core English Level 7: Core Information & Communications Technology Math Level 1 Math Level 2 Math Level 3 Math Level 4 Math Level 5 Math Level 6: Apprenticeship & Workplace Math Level 6: Math Foundations Math Level 7: Apprenticeship & Workplace Math Level 7: Math Foundations Science: Biology Science: Chemistry Science: Physics Social Studies 	<ol style="list-style-type: none"> First Peoples English 12 Communications 11 Communications 12 English 11 Français langue première 11 English 12 Français langue première 12 Biology 11 Biologie 11 Biology 12 Biologie 12 Chemistry 11 Chimie 11 Chemistry 12 Chimie 12 Physics 11 Physique 11 Physics 12 Physique 12 Math 11 <ol style="list-style-type: none"> Apprenticeship and Workplace Math 11 Mathématiques pour les métiers et le milieu de travail 11 Foundations of Math 11 Fondements mathématiques 11 Pre-Calculus 11 Pré-calcul 11 Math 12 <ol style="list-style-type: none"> Applications of Math 12 Apprenticeship and Workplace Math 12 Mathématiques pour les métiers et le milieu de travail 12 Essentials of Math 12 Foundations of Math 12 Fondements mathématiques 12 Pre-Calculus 12 Pré-calcul 12 Principles of Math 12 Calculus 12 Calcul différentiel et intégral 12



Appendix B – Historical policy changes

There have been three education policy changes related to ABE, the first in 2007, the second in 2012, and the third in 2015.

2007 Policy Change – Introduction of the Education Guarantee
<ul style="list-style-type: none">• Non-graduated adults eligible for tuition-free courses leading to graduation (no change).• Graduated adults could take any high school course tuition-free.• Foundation courses were created to prepare adult learners to take Grade 10 level courses.
2012 Policy Change – Education change only, no change for Advanced Education
<ul style="list-style-type: none">• Non-graduated adults remain eligible for tuition-free courses leading to graduation.• Discontinued general courses of interest – such as photography or languages for a holiday.• Created an approved list of tuition-free ABE academic upgrading courses.• Foundation level courses continued to be tuition-free for graduated adults.• Funding changed from 100% on enrolment to 50% on enrolment and 50% on completion.• Successful completion of courses for graduated adults was only 55% prior to 2012. In 2015/16, the completion rate was 86%.
2015 Policy Change – Education and Advanced Education
<ul style="list-style-type: none">• Non-graduated adults, and Foundation courses for both graduated and non-graduated adults, continued to be tuition-free.• Discontinued tuition-free academic upgrading for graduated adults.• In post-secondary institutions (PSIs), all graduated and non-graduated adults no longer had tuition-free status. To balance this change, all PSI students had access to an expanded Adult Basic Education Student Assistance Program to provide funding support.

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TREASURY BOARD MINUTE

REQUEST NO.: 005/17 & 002/18

T.B. MEETING DATE: AUGUST 17, 2017

TITLE: ELIMINATING TUITION FEES FOR ADULT BASIC EDUCATION AND ENGLISH AS A SECOND LANGUAGE PROGRAMS

ISSUE SUMMARY:

- The Ministries of Advanced Education, Skills and Training (AEST) and Education (EDUC) requested funding to support the government's announcement that, effective September 1, 2017, government would eliminate tuition fees for Adult Basic Education (ABE) and English as a Second Language (ESL) programs.
- AEST requested a one-time base budget increase of \$24.0 million in 2017/18 to fund the forecasted public post-secondary institutions (PSIs) ABE and ESL costs within the post-secondary sector. EDUC is requesting access of up to \$8.5 million in 2017/18 and \$3.7 million in 2018/19 Contingencies (All Ministries) and New Programs Vote (Contingencies) to fund ABE costs within the K-12 sector. As part of the *Budget 2018* process, AEST and EDUC will return to Treasury Board to request ongoing program funding with an updated policy framework.
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- Although AEST tracks a number of performance metrics through the Central Data Warehouse and the Student Transitions Project, data limitations and registration anomalies at institutions make it difficult to capture a large percentage of the students transitioning from ABE and ESL into post-secondary programs; therefore it is not possible to calculate an all-inclusive rate of transition.

Timelines

- A decision is required in August 2017 in order to support the elimination of tuition by September 1, 2017 and to capture the financial implications in the *Budget 2017 Update*.

s.12,s.13,s.17

Treasury Board Speaking Notes

- Thank you Minister James:
 - Outline different roles for Amy and I if Minister James does not

Request:

- The Ministry of Advanced Education, Skills and Training is requesting funding to support the government's announcement that effective Sept. 1, 2017, Adult basic Education (ABE) and English as a Second Language (ESL) will be tuition free.

s.12,s.13,s.17

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Context:

- ABE and ESL are pre-post-secondary programs designed to improve learners' literacy, numeracy, language and academic skills in order to continue into post-secondary education.
- 18 of the 25 public PSIs in BC currently provide ABE and ESL.
- In 2014 the federal government removed \$23.8 million from BC PSI's budgets through the termination of Annex A of the Canada-BC Immigration Agreement.
- In 2015 Post-Secondary Institutes were allowed to charge tuition for ABE and ESL, and further \$5.0 million was removed from their budget:
 - A total of \$6.9 million was removed from ABE tuition compensation portion of their budgets:
 - \$1.9 was reallocated to the ABE Student Assistance Program
 - \$5.0 was removed from AEST's budget through the Core Review process.

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Treasury Board Submission – Request for Decision

Minister: Honourable Melanie Mark

Ministry: Advanced Education, Skills and Training

Date: 28/07/2017

Ministry Document #: 005/17

Title: **Eliminating tuition fees for Adult Basic Education and English Language Learning programs**

Issue:

Funding required to support the elimination of fees for Adult Basic Education (ABE) and English Language Learning (ELL)¹ programs at public post-secondary institutions, effective September 1, 2017.

Request:

s.12,s.13,s.17

Implications and Considerations:

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- s.12,s.13

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School districts also deliver ABE programs, but do not deliver ELL for adults. s.12, s.12,s.13,s.17 s.13.

ABE and ELL are pre-post-secondary programs designed to improve learners' literacy, numeracy, language and academic skills in order to continue into post-secondary education and find new or better employment.

In 2014/15, the federal government changed its funding model for ELL, through the cancellation of Annex A of the Canada-BC Immigration Agreement, resulting in a \$23.8 million (\$22.5 million federal; \$1.3 million provincial) reduction from post-secondary budgets.

Effective January 1, 2015, provincial tuition policy changed, allowing public post-secondary institutions to charge tuition for ABE and ELL programs up to \$1,600 per full-time semester. Institution budgets were reduced by a total of \$30.7 million (\$6.9 million for tuition-free ABE and \$23.8 million for ELL). Table 1 shows a component breakdown of the \$30.7 million. Between 2013/14 and 2016/17, combined ABE and ELL enrolment fell by almost 35 percent.



Table 1: ABE/ELL Funding in 2013/14

ABE/ELL Funding	2013/14 (\$ million)
Compensation to PSIs for foregone ELL tuition for federally-eligible ELL students e.g. permanent residents (federally funded)*	5.4
Compensation to PSIs for foregone ELL tuition for non-federally eligible ELL students e.g. Canadian citizens, refugee claimants (provincially funded)	1.3
Base funding to PSIs for ELL deliver (federally funded)*	17.1
Compensation to PSIs for foregone ABE tuition (provincially funded)**	6.9
Total	30.7

*Formerly funded through Canada-BC Immigration Agreement

** In addition, PSIs would have supported a portion of ABE through their annual base operating grant.

A timeline for ABE and ELL policy and funding changes can be found in Appendix 2.

Since 1981, the provincial government has provided financial assistance to eligible low-income students in ABE, ELL and Adult Special Education² programs at public post-secondary institutions for tuition and wrap-around supports such as student fees, books, transportation and childcare through the Adult Upgrading Grant (AUG). Appendix 3 provides a more detailed description of the AUG program.

Student Eligibility

ABE courses are courses granting K-12 credit, and are different from Continuing Education, which are general interest, non-credit courses. Appendix 4 provides definitions and examples of ABE and Continuing Education courses.

There are three general categories of students who access ABE:

- Students who require courses to complete their Adult Dogwood Diploma;
- Students who have graduated from K-12 but need to improve their grades to get into post-secondary education; and,

² Adult Special Education programs are work and life skills programs for students with developmental disabilities.



- Students who have graduated from K-12 but need additional courses to meet pre-requisites for post-secondary programs.

Eligibility for these students will not change as a result of the move to tuition-free ABE.

For ELL programs, the federal government provides training aimed at settlement and integration e.g. how to buy groceries, make a doctor's appointment. They also provide some mid-level ELL focused on employability e.g. resume writing.

ELL programs in the public post-secondary system provide pathways for immigrants to access further education and training and gain rewarding employment that is commensurate with the education and skills they gained before coming to Canada.

s.12,s.13

Proposed Implementation Approach

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Appendix 1: Overview of the post-secondary ABE and ELL delivery system

Of the 25 public post-secondary institutions in BC, 18 are required to deliver Adult Basic Education programs under legislation.

Adult Basic Education (ABE) – 18 public post-secondary institutions as follows:

- British Columbia Institute of Technology
- Camosun College
- Capilano University
- College of New Caledonia
- College of the Rockies
- Douglas College
- Kwantlen Polytechnic University
- Langara College
- Nicola Valley Institute of Technology
- North Island College
- Northern Lights College
- Northwest Community College
- Okanagan College
- Selkirk College
- Thompson Rivers University
- University of the Fraser Valley
- Vancouver Community College
- Vancouver Island University

The other seven post-secondary institutions (Emily Carr University of Art and Design, Justice Institute of British Columbia, Royal Roads University, Simon Fraser University, University of British Columbia, University of Northern British Columbia, and University of Victoria) are focused on applied research, specific scholarship and professional education in media, design and protection services and are not required to deliver ABE programs under legislation.

English Language Learning is provided at 17 public post-secondary institutions to serve a significant number of permanent residents who need the language training to transition into post-secondary education or career and employment training.

English Language Learning (ELL) – 17 public post-secondary institutions as follows:

- BC Institute of Technology
- Camosun College
- Capilano University
- College of New Caledonia
- College of the Rockies
- Douglas College
- Kwantlen Polytechnic University
- Langara College
- North Island College
- Northern Lights College
- Northwest Community College
- Okanagan College
- Selkirk College
- Thompson Rivers University
- University of the Fraser Valley
- Vancouver Community College
- Vancouver Island University



Who teaches these courses?

Instructors have master or post-graduate degrees and a number of years of teaching ABE and ELL students.

Many have specialized training and experience working with adult literacy and ELL issues at the department, college and provincial level through curriculum, assessment and committee work.

Most instructors are passionate about the transformational potential of adult education and the impact of academic upgrading on the lives of adult learners.

Appendix 2: ABE/ELL Tuition Timeline

Date	Fees	No fees	Event
1977	Some fees likely		<ul style="list-style-type: none"> Colleges and Institutes Act enacted, ABE and other programming becomes essential offering of colleges. As more permanent residents settled, ELL programs emerged to support transitions.
1989	PSI-ABE: grads and non-grads	K-12-ABE: Non-grads only	<ul style="list-style-type: none"> K-12 – Tuition ABE fees eliminated for adult students who have not graduated. Fees for ABE in the Public Post-Secondary Institutions (PSIs) unaffected.
1991	K-12 & PSI-ABE: Gr.10-12	K-12 & PSI: Gr. K-9	<ul style="list-style-type: none"> Fundamental level ABE becomes tuition free in PSIs. Institutions continue to charge tuition for academic upgrading ABE.
1998	PSI: ASE & ELL	K-12 & PSI-ABE: only non-grads	<ul style="list-style-type: none"> All ABE courses offered by public post-secondary institutions become tuition-free. ABE tuition-free policy does not apply to ASE and ELL programs, except those at very low literacy levels, and some career preparatory courses. School Districts continue to charge tuition for ABE courses taken by students who have already graduated from high school.
2002	PSI: ABE grads	PSI: ABE- non grads	<ul style="list-style-type: none"> Targeted ABE, ELL and ASE funding rolled into PS block operating grants.
2003	PSI-ABE: grads	PSI: ABE- non grads & Fundamental level (<Gr.9 free to all)	<ul style="list-style-type: none"> AVED allows PSIs to charge tuition fees for students taking ABE who already have a secondary graduation diploma. Fundamental level ABE and employment preparation programs remain tuition-free.
2008		K-12 & PSI-ABE: grads & non-grads	<ul style="list-style-type: none"> The BC Education Guarantee: ABE courses in the PSIs and K-12 system become tuition-free for all learners, regardless of graduation status. Institutions compensated for estimated lost tuition revenue (\$6.9M).
2012		PSI-ELL & ABE	<ul style="list-style-type: none"> April 1 - ELL in post-secondary institutions becomes tuition-free. April 12 – Federal government announces termination of Annex A of CBCIA. Institutions compensated for lost ELL tuition revenue (\$5.4M from Canada-BC Immigration Agreement and \$1.3 M from Province (through 2012/13 and 2013/14).
2014		K-12 & PSI-ELL & ABE: grads & non-grads	<ul style="list-style-type: none"> AVED budget for 2014/15 reduced by \$17.117M; institution operating grants reduced by \$17.117M based on proportion of ELL delivery. February/March – Province announces one-time ELL transition funding totalling \$17.2 million \$6.7M previously provided to institutions for ELL tuition compensation is no longer available. April 1 – Annex A expires. December - Province announces public post-secondary institutions may reinstate tuition fees for ABE and ELL beginning January 1, 2015 School Districts will no longer receive funding for ABE for graduated students in academic upgrading courses. Tuition fees in School Districts may be implemented in May 2015 ABE remains tuition free in School Districts for non-graduates and fundamental (below grade 10) courses
2015	K-12 & PSI-ABE & ELL: grads and non-grads		<ul style="list-style-type: none"> January - VCC implements maximum tuition for ABE and ELL. Other PSIs follow suit over following 24 months \$6.9M in annual ABE tuition compensation removed from institution base operating grants February – Province announces one-time transition funding of \$6.9M to support ABE programs in PSIs May - School Districts implement ABE tuition for graduates.



Appendix 3: Adult Upgrading Grant

The Adult Upgrading Grant provides access to eligible low-income students to cover student fees, textbooks, supplies, transportation and unsubsidized childcare³.

Many students in developmental programs face economic and social barriers and are often the most vulnerable among public post-secondary students, including a proportionally high number of Aboriginal students. Students who access the AUG in particular are generally those who face a high number of barriers to education. In the 2016/2017 program year, the wrap-around supports most access were for student fees and transportation.

Eligibility for the grant is based on a family's gross yearly income. The chart below indicates the gross family income level applicants must be under to be eligible for the AUG.

Family Size	Income level
1	\$ 24,144
2	\$ 30,059
3	\$ 36,955
4	\$ 44,866
5	\$ 50,887
6	\$ 57,392
7 or more	\$ 63,898

Income levels listed in the table are based on income thresholds for Canada Student Grant for students from low-income families.

³ Tuition for Adult Special Education programs continues to be covered by AUG.



Appendix 4: Distinction Between ABE and Continuing Education

ADULT BASIC EDUCATION provides access to courses and skills training ranging from basic literacy through to provincial level and adult secondary school completion. The K-12 system defines ABE as courses that lead toward a high school diploma.

ABE programs support learners to achieve one or more of the following goals: high school graduation, further education, employability skills, and life management skills. Courses are offered both in the public post-secondary institutions and British Columbia school districts, and include the following types of courses:

- Computer Studies
- Language Arts
- Education and Career Planning
- English for Indigenous learners
- Fundamental Adult Literacy
- Science: Biology, Chemistry and Physics
- Mathematics
- Social Science: First Nations, Geography, History, Law and Psychology

NOTE: The above ABE courses are creditable towards a high school diploma and/or fulfill prerequisites for post-secondary credential (certificate, diploma or bachelor) programs. Courses are also articulated, allowing for course transferability around the 18 public post-secondary institutions across the province.

CONTINUING EDUCATION COURSES are revenue-generating and non-credit offerings that do not lead towards a high school diploma or post-secondary credential. Courses may include recreational skills and industry or employment-related contract training.

Courses may include the following:

- Drawing: The Basics
- Silver Jewellery- Beyond Basics
- Spanish Conversation for Beginners
- Creative Writing for Beginners
- Leadership Essentials
- Navigating Within the Windows Operating System
- Marine Emergency Duties Basic Safety
- Emergency Child Care First Aid With CPR Level B

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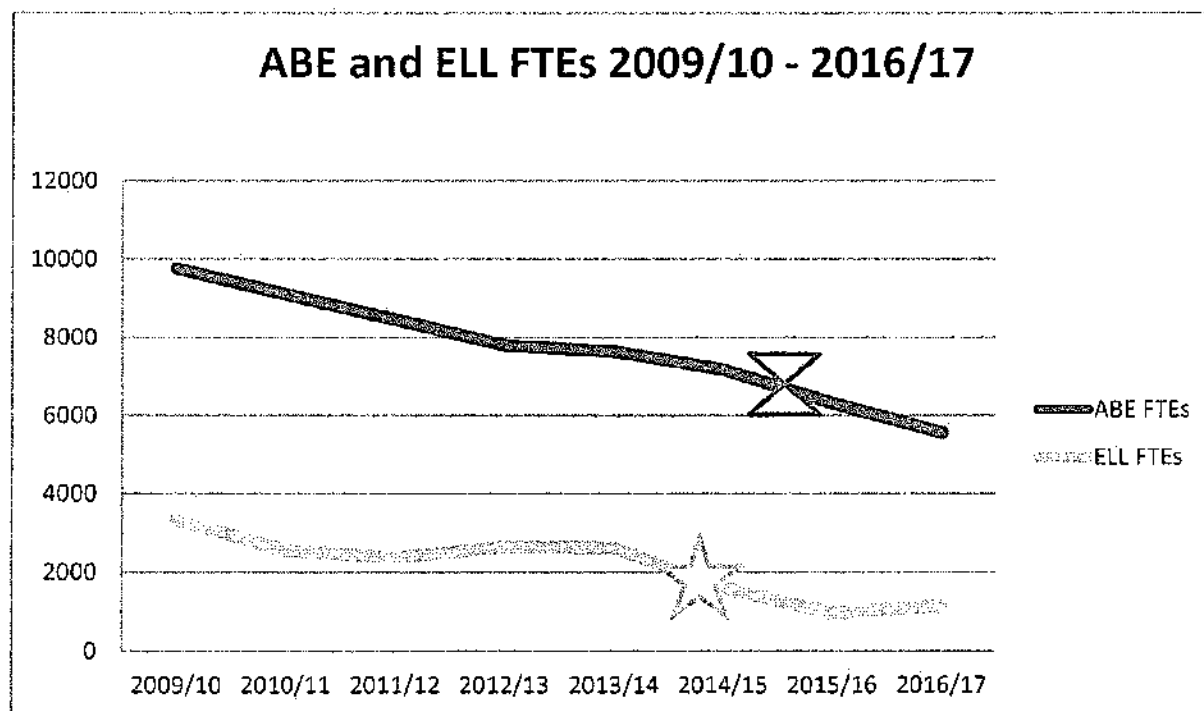
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Appendix 8: ABE and ELL FTEs 2009/10 – 2016/17



The steady decline of ABE enrollment may be attributed to a number of factors that are difficult to quantify. Some reasons include: changes to tuition policy, regional demographic shifts, increases in employment, and changes to the issuance of the Evergreen Certificates.

The significant decline in ELL enrollment corresponds to termination of Annex A of Canada-BC Immigration Agreement (CBCIA). Institution operating grants was reduced by \$17.117M based on proportion of ELL delivery.



Province announces tuition policy. VCC implements maximum tuition for ABE and ELL. Other PSIs follow suit over following 24 months.



Federal government announces termination of Annex A of CBCIA.

ABE and ELL FTEs								
Fiscal Period	2009/10	2010/11	2011/12	2012/13	2013/14	2014/15	2015/16	2016/17
ABE FTEs	9,746	9,089	8,451	7,789	7,634	7,165	6,310	5,555
ELL FTEs	3,338	2,536	2,359	2,637	2,610	1,610	958	1,137

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