



## Policy Statement – Cover Page

### UCGSA.01 Provincial Funding for Post-Secondary

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#### **G'day Graduate Representative Council!**

I am pleased to present to you the following policy statement, compiled by Andrew (our Advocacy Advisor), and myself (VP External), which details our concerns and recommendations surrounding the public funding of our post secondary institution (PSI) in the province of Alberta.

This is the first advocacy policy of an internal library that our Advocacy Team like to build for the GSA, as a resource to guide our association's advocacy in future years. The goals of this policy statement (and wider library) are to provide a written record of the research we've compiled along a given policy topic (for this document, that is provincial funding for PSI's), and of the related recommendations to government that have been approved by GRC. The Advocacy Team will then use these research and recommendations as we advocate to the related government or stakeholder. (I'll note that this funding policy is only intended to be the first submission to the library, and that we plan to add similar policies for mental health, immigration, job placement, student financial aid, etc.)

#### **-- What we need from you --**

We would like to share this document with you as a point of transparency and accountability, and to engage the wisdom-of-the-system to field recommendations derived from your lived experiences as a graduate student. Therefore, I invite you to please review this document (especially the recommendations) prior to the next GRC meeting (April 25<sup>th</sup>) and note any comments/edits/amendments you would like to see in the document. Amendments will be fielded from the floor during the April GRC.

Moreover, as this is our pilot program, we are interested in your thoughts on the process and how to improve the drafting and consultation phases of these policies going forward. Please reach out to myself (your VP External: [vpext.gsa@ucalgary.ca](mailto:vpext.gsa@ucalgary.ca), and/or your president [pres.gsa@ucalgary.ca](mailto:pres.gsa@ucalgary.ca)) with questions or feedback.

Many thanks ☺

**In solidarity,**

**AC**



## Policy Statement

### UCGSA.01 Provincial Funding for Post-Secondary

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Policy ID: **UCGSA.01**  
Category: **Pilot**

Adopted:  
Last Reviewed: **April 2023**

#### ***GSA Principles***

*The Graduate Students' Association of the University of Calgary believes in creating an educational experience that is engaging, fulfilling, and accessible to all.*

#### **Concerns**

##### **The Role of the Provincial Government in Post-Secondary Education**

In the Canadian political system, post-secondary education (PSE) falls under provincial jurisdiction. This means that the provincial government is primarily responsible for writing and overseeing policies surrounding post-secondary education. This includes regulations around PSE budgets, reporting requirements, granting streams, and other factors that set the stage for the operation of a post-secondary institution (PSI). Furthermore, the provincial government has significant influence over the governance of a PSI itself, as the majority of a university's Board of Directors are directly appointed by the Minister of Advanced Education, through Section 16(e) and 16(f) of the *Post-Secondary Learning Act* (PSLA),<sup>1</sup>

In Alberta, the provincial government offers funding to PSIs largely through the Campus Alberta Grant, which is intended to contribute a significant portion of the budget of a PSI (currently around 50% of a PSI's operating budget comes from provincial funding).<sup>2</sup> Graduate programs, in particular, are heavily reliant on the Campus Alberta Grant, as the Faculty of Graduate Studies (FGS) receives its funding primarily through this grant. This funding goes to support graduate researchers and scholars who are essential to the function of a university's research programs, and whose innovations contribute to a growing economy.

Moreover, direct federal funding for student research has remained stagnant over the past two decades,<sup>3</sup> leaving a sizable and growing gap in the demand for graduate student research and the ability for Alberta institutions to *produce* graduate student research. A provincial government committed to

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<sup>1</sup> *Post-Secondary Learning Act*, SCAB 2003, P-19.5, s 16(e), 16(f).

<sup>2</sup> Alberta Treasury Board and Finance, "Fiscal Plan: Moving Forward" § (2022), pg. 131.

<sup>3</sup> CBC News Article, *Canada's grants for master's, Ph.D students haven't increased since 2003. These researchers want that changed*. Dec 24, 2022. Accessed, April 2023 from: <https://www.cbc.ca/news/science/graduate-student-research-funding-nserc-sshr-cih-1.6692545>

supporting graduate students, therefore, would be in a better position to close this gap and benefit from the economic, social, and cultural rewards of student-led research.

### Government Funding Cuts and Concurrent Tuition Increases

The operating budgets of PSIs in Alberta are made up of both public and private funding sources. For the University of Calgary and all other PSIs in Alberta, the majority of public funds are received from the provincial government,<sup>4</sup> with the majority of *those* funds being received from the Ministry of Advanced Education<sup>5</sup> (other government departments, such as Alberta Health, provide some funding to specific parts of the university<sup>6</sup>). The funds received from the Ministry of Advanced Education are split between “Operating Grants,” also known as the “Campus Alberta Grant,”<sup>7</sup> and “Grants for Infrastructure,” with the Campus Alberta Grant again being the largest source of funding.<sup>8</sup> Private sources of funding include student tuition and fees, donations and other grants, dividends from investments, and the sale of services and products.<sup>9</sup> Of these private sources of funding, student tuition and fees again represent the largest sources of revenue for PSIs like the University of Calgary.<sup>10</sup>

Over the past four years, however, the operating budget of the University of Calgary has significantly declined. The total revenue for the University of Calgary in 2019 was \$1,502,061,000 (nominal)<sup>11</sup> while its 2022 budget anticipated \$1,398,963,000.<sup>12</sup> This decrease in revenue has manifest in widespread staffing cuts and a reduction of services,<sup>13,14,15,16</sup> including a reduction in the number of Graduate Program Administrators (GPA), an essential staff member and administrative resource for graduate students.

Since 2019, the provincial government has repeatedly reduced the amount of public funding PSIs receive. In *nominal* dollars, **(Fig.1.)** 2019 saw the amount of funding the University of Calgary received from the Campus Alberta Grant increase to \$506,486,000, from a total of \$491,977,000 in 2018.<sup>17</sup> In 2020, however, the amount of funding received through the Campus Alberta Grant decreased to

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<sup>4</sup> University of Calgary, “Consolidated Financial Statements for the Year Ended March 31, 2022” § (2022), pg. 6.

<sup>5</sup> Ministry of Advanced Education, “Annual Report: Advanced Education, 2021-2022” § (2022), pg. 76.

<sup>6</sup> University of Calgary, “Consolidated Financial Statements for the Year Ended March 31, 2022” § (2022), pg. 29.

<sup>7</sup> <https://www.alberta.ca/publicly-funded-institutions-government-support.aspx#:~:text=How%20operating%20grants%20are%20allocated,on%20their%20needs%20and%20priorities>.

<sup>8</sup> Ministry of Advanced Education, “Annual Report: Advanced Education, 2021-2022” § (2022), pg. 76.

<sup>9</sup> University of Calgary, “Consolidated Financial Statements for the Year Ended March 31, 2022” § (2022), pg. 6.

<sup>10</sup> *ibid.*

<sup>11</sup> University of Calgary, “Consolidated Financial Statements for the Year Ended March 31, 2020” § (2020), pg. 6.

<sup>12</sup> University of Calgary, “Consolidated Financial Statements for the Year Ended March 31, 2022” § (2022), pg. 6.

<sup>13</sup> Hudes, Sammy. “Layoffs Begin at U of C, Mount Royal Following Provincial Budget Cuts.” *Calgary Herald*, November 28, 2019.

<sup>14</sup> University of Calgary, “Annual Report for the year ended March 31, 2019” § (2019), pg. 9.

<sup>15</sup> Slack, Jeff. “UofC anticipates 125 to 150 positions will be terminated over the next few months.” *CityNews*, Calgary, April 21, 2020.

<sup>16</sup> Cook, Dustin. “U of A plans to cut 650 jobs by 2022 to overcome \$127-million funding gap.” *Edmonton Journal*, October 4, 2022.

<sup>17</sup> Ministry of Advanced Education, “Annual Report: Advanced Education, 2018-2019” § (2019), pg. 113.

\$475,395,000;<sup>18</sup> in 2021 this was decreased to \$457,126,000;<sup>19</sup> and finally, in 2022, the amount decreased yet again to \$423,283,000.<sup>20</sup> For comparison's sake, the last time the University of Calgary received less than \$430,000,000 in nominal terms from the Campus Alberta Grant was in the 2011 budgetary year;<sup>21</sup> In *real* terms (indexing for inflation), this is the lowest amount of funding the University of Calgary has seen since the 2008 budgetary period (\$414,832,081.40 in 2023 dollars).<sup>22,23</sup>

Since 2019, then—and in *real* terms (indexing for inflation, in 2023 dollars), the Campus Alberta Grant for the University of Calgary has been cut from \$583,444,576.35 to \$448,336,226.43—or by \$135,108,349.92 a 23.2% cut (**Fig.2.**).<sup>24</sup>

During this same period, the amount of money the university has collected through student tuition and fees has increased. In *nominal* terms (**Fig.1.**), the total amount of revenue collected by the university through tuition and fees was \$231,792,000 in 2019;<sup>25</sup> in 2020 this rose to \$238,632,000;<sup>26</sup> in 2021 it was \$268,155,000;<sup>27</sup> and in 2022 it was \$300,952,000.<sup>28</sup> In *real* terms (indexed for inflation, 2023 dollars), the total amount of revenue collected via student tuition and fees increased from \$267,011,892.22 in 2019 to \$318,764,713.01 in 2022,<sup>29</sup> or by \$51,752,820.79—a 19.4% increase (**Fig.2.**).

**Fig. 1. UCalgary Campus Alberta Grant and Tuition Revenue since 2018/19 (Nominal)<sup>30</sup>**

Year	Ucalgary Campus Alberta Grant Revenue (thousands of \$)	% change in Campus Alberta Grant revenue from previous year	Ucalgary tuition revenue (thousands of \$)	% change in tuition revenue from previous year
2018/19	506,486	+2.9%	231,792	+1.9%
2019/20	475,395	-6.1%	238,632	+3.0%
2020/21	457,126	-3.8%	268,155	+12.4%
2021/22	423,283	-7.4%	300,952	+12.2%
Cumulative Change	<b>-83,203</b>	<b>-16.4%</b>	<b>+69,160</b>	<b>+29.8%</b>

<sup>18</sup> Ministry of Advanced Education, “Annual Report: Advanced Education, 2019-2020” § (2020), pg. 75.

<sup>19</sup> Ministry of Advanced Education, “Annual Report: Advanced Education, 2020-2021” § (2021), pg. 84.

<sup>20</sup> Ministry of Advanced Education, “Annual Report: Advanced Education, 2021-2022” § (2022), pg. 76.

<sup>21</sup> Ministry of Advanced Education, “Advanced Education and Technology Annual Report, 2010-11” § (2011), pg. 58.

<sup>22</sup> Ministry of Advanced Education, “Advanced Education and Technology Annual Report, 2007-08” § (2008), pg. 58.

<sup>23</sup> <https://www.bankofcanada.ca/rates/related/inflation-calculator/>, using January 2008 CPI to January 2023 CPI. Average annual inflation rate during this period is 2.15%.

<sup>24</sup> <https://www.bankofcanada.ca/rates/related/inflation-calculator/>, using January 2019 to January 2023 CPI and January 2022 to January 2023 CPI. Average annual inflation rate during this period is 3.6% and 5.9%, respectively

<sup>25</sup> University of Calgary, “Consolidated Financial Statements for the Year Ended March 31, 2019” § (2019), pg. 6.

<sup>26</sup> University of Calgary, “Consolidated Financial Statements for the Year Ended March 31, 2020” § (2020), pg. 6.

<sup>27</sup> University of Calgary, “Consolidated Financial Statements for the Year Ended March 31, 2021” § (2021), pg. 6.

<sup>28</sup> University of Calgary, “Consolidated Financial Statements for the Year Ended March 31, 2022” § (2022), pg. 6.

<sup>29</sup> <https://www.bankofcanada.ca/rates/related/inflation-calculator/>. Average annual inflation rate during this period is 3.93%.

<sup>30</sup> Taken from the Ministry of Advanced Education Annual Reports and UCalgary Yearly Financial Statements.

**Fig. 2. UCalgary Campus Alberta Grant and Tuition Revenue Since 2018/19 (Real, 2023 dollars)<sup>31</sup>**

Year	Ucalgary Campus Alberta Grant Revenue	% change in Campus Alberta Grant revenue from previous year	Ucalgary tuition revenue	% change in tuition revenue from previous year
2018/19	583,444,576.35	+1.5%	267,011,892.22	+0.5%
2019/20	534,819,375.00	-8.3%	268,461,000.00	+0.5%
2020/21	509,057,101.30	-4.8%	298,618,339.36	+11.2%
2021/22	448,336,226.43	-11.9%	318,764,713.01	+6.7%
Cumulative Change	<b>-135,108,349.92</b>	<b>-23.2%</b>	<b>+51,752,820.79</b>	<b>+19.4</b>

A direct causal line exists from the cuts to the Campus Alberta Grant and the increase in tuition and fees from 2019 to 2022. If the Campus Alberta Grant represents the largest source of public funding available for PSIs, and tuition and fees represent the largest source of private funding for PSIs, then a cut to public funding will disproportionately be made up by increases in tuition and fees, if a university wants to maintain the same level of funding year over year. This is current provincial government policy: the government of Alberta is following the recommendations of the Mackinnon Panel Report—which stated that PSIs should rely more heavily on tuition and alternative funding sources for their operating budgets—and is projecting that “own-source” funding will make up 55% of PSIs operating budgets by 2024-25, up from 45% in 2020-21.<sup>32</sup> Unless the University of Calgary receives a massive increase in private donations and grants, or sells an increasingly larger amount of services and products, tuition and fees will be the only reliable source of private revenue.

The main justification for these cuts, as outlined in the *Blue Ribbon Panel on Alberta’s Finances* (the “MacKinnon Report”), was to equalize the government-funded proportion of Alberta PSI’s operating budgets with comparator provinces, particularly British Columbia and Ontario.<sup>33</sup> The issue with the Report’s utilization of inter-provincial comparisons, however, is that it does not address whether other jurisdictions—in this case, British Columbia and Ontario—have sound policies *themselves*, and what the effects of moving Alberta’s PSI’s towards those jurisdictions funding models were likely to do for accessibility, affordability, and program quality. As outlined below, such a move has contributed to an expensive, less adaptive, and less attractive post-secondary system—and Albertan students are struggling as a result.

### **Financial Barriers to Accessing and Completing Post-Secondary Education**

These benefits to education mentioned earlier only materialize if educational institutions are open and accessible to all, regardless of a student or family’s ability to pay. Additionally, there must be no financial

<sup>31</sup> Taken from the Ministry of Advanced Education Annual Reports and UCalgary Yearly Financial Statements, adjusted for inflation.

<sup>32</sup> Alberta Treasury Board and Finance, “Fiscal Plan: Moving Forward” § (2022), pg. 131.

<sup>33</sup> *Report and Recommendations: Blue Ribbon Panel on Alberta’s Finances*, pg. 7. Accessed online: <https://open.alberta.ca/dataset/081ba74d-95c8-43ab-9097-cef17a9fb59c/resource/257f040a-2645-49e7-b40b-462e4b5c059c/download/blue-ribbon-panel-report.pdf>.

pressures that cause students to prematurely leave a graduate program. Tuition increases can negatively impact accessibility and reduce completion rates, especially during times of exceptionally high tuition increases.

There are studies that argue an increase in tuition should not reduce enrollment numbers, largely because the middle-to-upper class is overrepresented in higher education.<sup>34</sup> And indeed, access to post-secondary education for those of low socioeconomic status (SES) is far more complicated than simply keeping tuition rates low.<sup>35,36,37</sup> For instance, a 2009 study from the Netherlands showed that while eligibility for post-secondary education increased, students from low-SES households nonetheless tended to avoid pursuing post-secondary education for reasons that cannot be fully explained by lack of ability to pay.<sup>38</sup> This study is one of many that suggests wealthier students have an advantage over students from lower SES-households that persists regardless of how high, or low, tuition rates are.<sup>39,40,41,42</sup>

However, the studies noted above that find a null effect on increasing tuition and enrollment rates, including the 2009 Dutch study:

1. Suggest that this is true only when government financial aid is sufficient to offset the increased cost for students,<sup>43,44,45,46</sup>

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<sup>34</sup> Denny, K. 2014. "The effect of abolishing university tuition costs: Evidence from Ireland," *Labour Economics* 26(1): 26-33.

<sup>35</sup> Kirby, D. 2009. "Widening Access: Making the Transition from Mass to Universal Post-Secondary Education in Canada," *Journal of Applied Research on Learning* 2(3): 1-17.

<sup>36</sup> Boliver, V. 2017. "Misplaced optimism: how higher education reproduces rather than reduces social inequality," *British Journal of Sociology of Education* 38(3): 423-432.

<sup>37</sup> Kromydas, T. 2017. "Rethinking higher education and its relationship with social inequalities: past knowledge, present state and future potential," *Palgrave Communications* 3(1).

<sup>38</sup> Tieben, N. and Wolbers, M.H.J. 2010. "Transitions to post-secondary and tertiary education in the Netherlands: a trend analysis of unconditional and conditional socio-economic background effects," *Higher Education* 65(1): 85-100.

<sup>39</sup> Dupriez, V., Monseur, C., van Campenhoudt, M., and LaFontaine, D. 2012. "Social Inequalities of Post-secondary Educational Aspirations: influence of social background, school composition and institutional context," *European Educational Research Journal* 11(4): 504-519.

<sup>40</sup> Schindler, S. and Lörz, M. 2012. "Mechanisms of Social Inequality Development: Primary and Secondary Effects in the Transition to Tertiary Education Between 1976 and 2005," *European Sociological Review* 28(5): 647-660.

<sup>41</sup> Triventi, M. 2013. "Stratification in Higher Education and Its Relationship with Social Inequality: A Comparative Study of 11 European Countries," *European Sociological Review* 29(3): 489-502.

<sup>42</sup> Triventi, M. 2013. "The role of higher education stratification in the reproduction of social inequality in the labor market," *Research in Social Stratification and Mobility* 32(1): 45-63.

<sup>43</sup> Looker, E.D. and Lowe, G.S. 2001. "Post-Secondary Access and Student Financial Aid in Canada: Current Knowledge and Research Gaps," *Canadian Policy Research Networks*.

<sup>44</sup> Johnstone, D.B. 2003. "Cost Sharing in Higher Education: Tuition, Financial Assistance, and Accessibility in a Comparative Perspective," *Czech Sociological Review* 39(3): 351-374.

<sup>45</sup> Rivard, M. and Raymond, M. 2004. "The Effect of Tuition Fees on Post-Secondary Education in Canada in the late 1990s," *Department of Finance Working Paper*.

<sup>46</sup> Finnie, R. 2012. "Access to post-secondary education: The importance of culture," *Children and Youth Services Review* 34(6): 1161-1170

2. Largely covers a period (the 1990s) where tuition, despite multiple increases, was a substantially lower portion of a university's operating budget (less than 20%) than it is today;<sup>47</sup>
3. Did not closely examine the level to which students from low SES households might be sensitive to tuition changes;<sup>48</sup> studies that *do* have found that tuition increases tend to have negative impacts on post-secondary accessibility, as individuals from low SES households face increased barriers to entry;<sup>49,50,51,52</sup>
4. Did not measure how tuition increases might impact specific identity groups, such as new migrants; studies that *do* have found that tuition increases discourage new migrants from attending post-secondary;<sup>53</sup>
5. And are sensitive to different measurement methods. For instance, tuition increases have a negative impact on enrollment when provincial trends in university demand (i.e., whether enrollment rates were increasing for labour market-related reasons *before* tuition increases were instituted) are controlled for.<sup>54</sup> Similarly, a negative relationship between tuition levels and enrollment is observed when the proxy for tuition increases is government policy, which better captures exogenous tuition changes,<sup>55</sup> and
6. Do not necessarily look at factors that might indirectly impact degree attainment, such as being forced to find employment during your studies in order to achieve some measure of financial security. To that end, Josipa Roksa found that students from lower socio-economic backgrounds sought more hours of employment during their degree in order to improve their financial security, and that this was associated with lower degree attainment.<sup>56</sup>

Those studies that find null effects also do not tend to focus on graduate students, and at graduate student retention in particular. High levels of undergraduate debt act as a deterrent for graduate school

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<sup>47</sup> For the 20% figure see Levin, B. 1990. "Tuition Fees and University Accessibility," *Canadian Public Policy* 16(1): 51-59. For other figures on more current tuition figures, see Harden, J. "The Case for Renewal in Post-Secondary Education," *Alternative Budget 2017 Technical Paper: Canadian Centre for Policy Alternatives*.

<sup>48</sup> de Broucker, P. 2005. "Getting There and Staying There: Low-income Students and Post-Secondary Education," *Canadian Policy Research Networks Research Report*.

<sup>49</sup> Looker, E.D. and Lowe, G.S. 2001. "Post-Secondary Access and Student Financial Aid in Canada: Current Knowledge and Research Gaps," *Canadian Policy Research Networks*.

<sup>50</sup> Johnstone, D.B. 2003. "Cost Sharing in Higher Education: Tuition, Financial Assistance, and Accessibility in a Comparative Perspective," *Czech Sociological Review* 39(3): 351-374.

<sup>51</sup> Coelli, M.B. 2009. "Tuition Fees and Equality of University Enrollment," *The Canadian Journal of Economics* 42(3): 1072-1099.

<sup>52</sup> Mueller, R.E. 2007. "Access and Persistence of Students from Low-Income Backgrounds in Canadian Post-Secondary Education: A Review of the Literature," in Finne, R., Mueller, R.E., Sweetman, A., and Usher, A. (eds). *Who Goes? Who Stays? What Matters? Accessing and Persisting in Post-Secondary Education in Canada*. Montreal: McGill-Queen's University Press, pgs. 33-62.

<sup>53</sup> Ferde, M.K. 2010. "Structural Factors Associated with Higher Education Access for First-Generation Refugees in Canada: An Agenda for Research," *Refuge* 27(2): 79-88.

<sup>54</sup> Johnson, D.R. and Rahman, F.T. 2005. "The role of economic factors, including the level of tuition, in individual university participation decisions in Canada," *The Canadian Journal of Higher Education* 35(3): 101-127.

<sup>55</sup> Neill, C. 2009. "Tuition Fees and the Demand for University Places," *Economics of Higher Education Review* 28(1): 561-570.

<sup>56</sup> Roksa, J. 2011. "Differentiation and Work: Inequality in Degree Attainment in U.S. Higher Education," *Higher Education* 61(3): 293-308.

application,<sup>57,58</sup> especially for students from lower-SES households.<sup>59</sup> Once in graduate school, high levels of student debt leads to earlier exits from graduate programs, delays in major degree milestones, and significant levels of finance-related stress.<sup>60,61</sup> On study in particular, by Terrell L. Strayhorn, found that graduate student persistence is also negatively related to high levels of student loan debt (i.e., while almost all graduate students who persist in their degrees will have student loan debt, at a level above \$25,000 debt becomes associated with lower levels of degree completion) and is positively related to tuition reductions.<sup>62</sup> Interestingly, that same study also found that TA-ships are *negatively* related to persistence, while RA-ships are positively related to persistence.<sup>63</sup> This suggests, much like Roksa's study mentioned in Point 6, that attempting to pay for post-secondary through employment can actually push student's out of their programs.

International students are particularly vulnerable to tuition increases, with research in the United States indicating that doctoral and research universities recruit international students to bolster their internal revenue streams.<sup>64</sup> This is in addition to challenges international students face in finding affordable and adequate housing, personal finances, and culture shock.<sup>65</sup> International students are also vulnerable to information asymmetries (particularly with accurate information about cost-of-living) and face a great deal of uncertainty about their future job prospects and social networks in whichever country they have chosen to study.<sup>66</sup> As such, any increase in tuition or fees risks increasing the precarious finances of students with limited social supports compared to domestic students, particularly for international students suffering from incomplete or inaccurate information about cost-of-living in their chosen country.

Finally, even framing education as ultimately an instrumental means to achieve higher wages, rather than being a process for personal growth and knowledge acquisition, can recapitulate social inequalities and make education inaccessible for many.<sup>67</sup> Prioritizing only degrees that offer higher wages in *today's*

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<sup>57</sup> Xu, Y.J. 2014. "Advance to and Persistence in Graduate School: Identifying the Influential Factors and Major-based Differences," *Journal of College Student Retention* 16(3): 391-417.

<sup>58</sup> Zhang, L. 2013. "Effects of college educational debt on graduate school attendance and early career and lifestyle choices," *Education Economics* 21(2): 154-175.

<sup>59</sup> Malcom, L.E. and Dowd, A.C. 2016. "The Impact of Undergraduate Debt on the Graduate School Enrollment of STEM Baccalaureates," *The Review of Higher Education* 35(2): 265-305.

<sup>60</sup> Doran, J.M., Kraha, A., Marks, L.R., Ameen, E.J., and El-Ghorourym N.H. 2016. "Graduate Debt in Psychology: A Quantitative Analysis," *Training and Education in Professional Psychology* 10(1): 3-13.

<sup>61</sup> DeClou, L. 2016. "Who Stays and for How Long: Examining Attrition in Canadian Graduate Programs," *Canadian Journal of Higher Education* 46(4): 174-198.

<sup>62</sup> Strayhorn, T.L. 2010. "Money Matters: The Influence of Financial Factors on Graduate Student Persistence," *Journal of Student Financial Aid* 40(3): 4-25.

<sup>63</sup> *Ibid*, pg. 17.

<sup>64</sup> Cantwell, B. 2015. "Are International Students Cash Cows? Examining the Relationship Between New Undergraduate Enrollments and Institutional Revenue at Public Colleges and Universities in the US," *Journal of International Students* 5(4): 512-525.

<sup>65</sup> Calder, M.J., Richter, S., Mao, Y., Kovacs Burns, K., Mogale, R.S., and Danko, M. 2016. "International Students Attending Canadian Universities: Their Experiences with Housing, Finances, and Other Issues," *Canadian Journal of Higher Education* 46(2): 92-110.

<sup>66</sup> Khanal, J. and Gaulee, U. 2019. "Challenges of International Students from Pre-Departure to Post-Study: A Literature Review," *Journal of International Students* 9(2): 560-581.

<sup>67</sup> Kromydas, T. 2017. "Rethinking higher education and its relationship with social inequalities: past knowledge, present state and future potential," *Palgrave Communications* 3(1).



labour market artificially limits the number of spaces and degree options available at an institution; and it can funnel the already socially well-off into prestigious degree tracks, to the detriment of the educational potential of those from less advantaged households.<sup>68</sup>

Cross-national data shows that while the number of Albertans with at least a Bachelor’s degree is close to the Canadian average, the province has a significantly *lower* than average percentage of the workforce with graduate degrees (**Fig.3**). While a causal connection cannot be conclusively established from this data alone, given the studies discussed above, it is probable that rapidly increasing tuition and the lack of graduate student funding is at least partially responsible for creating a degree bottleneck. A government committed to maintaining an open and accessible post-secondary education system could find some success in relieving this bottleneck by restoring PSE funding and ensuring that tuition and fees do not disincentivize students from pursuing graduate degrees.

**Fig. 3. Percentage of Bachelor’s and Graduate Degrees amongst working age population (25-64) in Alberta and Comparative Provinces, 2021.**<sup>69</sup>

Degree Level	Quebec	Ontario	Alberta	British Columbia	Canada Average	OECD Average
Bachelor’s	18.1%	23.7%	<b>21.7%</b>	22.7%	21.3%	18.9%
Total Graduate Degrees	11.4%	13.1%	<b>9.4%</b>	12.3%	11.5%	15.1%
Master’s Degree	6.8%	8.7%	<b>6.1%</b>	7.9%	7.4%	13.9%
Doctorate	1.1%	1.2%	<b>0.9%</b>	1.1%	1.1%	1.3%

### Decreasing Student Mental Health and Program Quality

An increased financial burden on students not only creates barriers to access or degree completion, but also negatively impacts the quality of life of students who persist through education—particularly when it comes to mental health. This has wide-ranging reverberations that, in the long run, can also decrease the quality of education received in PSIs.

<sup>68</sup> Schindler, S. and Lörz, M. 2012. “Mechanisms of Social Inequality Development: Primary and Secondary Effects in the Transition to Tertiary Education Between 1976 and 2005,” *European Sociological Review* 28(5): 647-660.

<sup>69</sup> Statistics Canada (2022). Census 2021. Database: Highest level of education by census year—Canada, provinces and territories, census metropolitan areas and census agglomerations. Retrieved from: <https://www150.statcan.gc.ca/t1/tbl1/en/tv.action?pid=9810042901>.

Current students, and especially graduate students, are experiencing a mental health crisis.<sup>70,71,72,73,74</sup> While a number of factors contribute to creating a mental health crisis—including the culture of academia at large—financial stress remains a significant, if not *dominant* cause of mental distress amongst students.<sup>75,76,77,78,79</sup> A comparative study from France found that university students displayed significantly higher rates of anxiety disorders, PTSD, and panic disorder compared to non-student peers.<sup>80</sup> The negative effect of financial stress on mental health is amplified for marginalized groups, in large part because marginalized groups tend to experience higher debt-levels during their post-secondary careers.<sup>81</sup>

In a Canadian context, Albertan students disproportionately experience mental health-related difficulties. According to data collected by the Canadian Alliance of Student Associations, Abacus Data, and the Mental Health Commission of Canada, Albertan students were just as likely as students belonging to visible minority groups, 2SLGBTQ+, and students with pre-existing mental illness or disability to rate their mental health as “poor.”<sup>82</sup> That same report routinely identified financial stress as being both a significant cause of mental health problems for students *and* partially responsible for students feeling as though they lack access to adequate mental health services.<sup>83</sup> Albertan students also face the highest Mandatory Non-Instructional Fees (MNIFs) amongst Canadian students.<sup>84</sup>

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<sup>70</sup> Flatt, A.K. 2013. “A Suffering Generation: Six factors contributing to the mental health crisis in North American higher education,” *College Quarterly* 16(1).

<sup>71</sup> Evans, T.M., Bira, L., Gastelum, L.B., Weiss, L.T., and Vanderford, N.L. 2018. “Evidence for a mental health crisis in graduate education,” *Nature Biotechnology* 36(1): 282-284.

<sup>72</sup> Bekkouche, N., Schmid, R.F., and Carliner, S. 2021. “‘Simmering Pressure’: How Systemic Stress Impacts Graduate Student Mental Health,” *Performance Improvement Quarterly* 34(4): 547-572.

<sup>73</sup> Minutillo, S., Cleary, M., Hills, A.P., and Visentin, D. 2020. “Mental Health Considerations for International Students,” *Issues in Mental Health Nursing* 41(6): 494-499.

<sup>74</sup> Charles, S.T., Karnaze, M.M., and Leslie, F.M. 2022. “Positive factors related to graduate student mental health,” *Journal of American College Health* 70(6): 1858-1866.

<sup>75</sup> Cooke, R., Barkham, M., Audin, K., Bradley, M., and Davy, J. 2004. “Student Debt and its Relation to Student Mental Health,” *Journal of Further and Higher Education* 28(1): 53-66.

<sup>76</sup> *Ibid.*

<sup>77</sup> Flatt, A.K. 2013. “A Suffering Generation: Six factors contributing to the mental health crisis in North American higher education,” *College Quarterly* 16(1).

<sup>78</sup> Walsemann, K.M., Gee, G.C., and Gentile, D. 2015. “Sick of our loans: Student borrowing and the mental health of young adults in the United States,” *Social Science & Medicine* 124(1): 85-93.

<sup>79</sup> Johnson, A.P. and Lester, R.J. 2021. “Mental health in academia: Hacks for cultivating and sustaining wellbeing,” *American Journal of Human Biology*

<sup>80</sup> Kovess-Masfety, V., Leray, E., Denis, L., Husky, M., Pitrou, I., and Bodeau-Livinec, F. 2016. “Mental health of college students and their non-college-attending peers: results from a large French cross-sectional survey,” *BMC Psychology* 4(20). Accessed: <https://link.springer.com/article/10.1186/s40359-016-0124-5>.

<sup>81</sup> Deckard, F.M., Goosby, B.J., and Cheadle, J.E. 2022. “Debt Stress, College Stress: Implications for Black and Latinx Students’ Mental Health,” *Race and Social Problems* 14(1): 238-253.

<sup>82</sup> Canadian Alliance of Student Associations, Abacus Data, Mental Health Commission of Canada. 2022. “The New Abnormal: Student Mental Health Two Years Into COVID.” Accessed: [https://assets.nationbuilder.com/casaacae/pages/3470/attachments/original/1664377984/Abacus\\_Report\\_2022\\_%281%29.pdf?1664377984](https://assets.nationbuilder.com/casaacae/pages/3470/attachments/original/1664377984/Abacus_Report_2022_%281%29.pdf?1664377984), pg. 10.

<sup>83</sup> *Ibid.*, pg. 7, 9, 19.

<sup>84</sup> <https://www150.statcan.gc.ca/n1/daily-quotidien/220907/dq220907b-eng.htm>

If financial stress is a leading cause of mental distress amongst the student population, then Albertan students being at such an elevated risk of mental illness relative to their Canadian peers could be explained by differences in tuition and fees between provinces. Indeed, Albertan students have faced a far steeper rise in tuition (in addition to their already nationally higher MNIFs) than students elsewhere in the country. Since the tuition freeze was lifted in 2019/20, both Albertan undergraduate and graduate students saw tuition increases that were significantly higher than the Canadian average in 2019/20<sup>85</sup> and 2021/22,<sup>86</sup> with 2020/21 being an outlier for graduate student tuition<sup>87</sup> largely because the University of Calgary's Veterinary Medicine program reduced tuition by 38.1%.<sup>88</sup>

Beyond the human cost of a mental health crisis in graduate education, the rapid decline in student's mental health will pose problems for program quality. Mental health issues affect student's ability to study and research; given that scholarships, student awards, and publications are major contributions to university reputation, a decline in research output from graduate students as a result of mental health issues will hurt everything from recruitment to external research funding. Poor mental health is also associated with lower levels of social cohesion (causality likely runs both ways),<sup>89,90</sup> and so mental health issues can also lead to a more fractious, less collegial, and less effective graduate program. And finally, graduate students are employed as TAs, RAs, and sessional instructors: mental health troubles will negatively impact undergraduate education and faculty research, as graduate students are less able to complete their work in a high-quality manner—or complete their work at all.

### **Lack of Alternatives from the Private Sector**

Increasing private, non-tuition investment in universities is one way to make up for lost provincial funding without dramatically raising tuition. However, this is not a feasible option at this time, for two reasons.

The first is that the current funding from private, non-tuition sources at the University of Calgary is low. Private, non-tuition funding sources at the University of Calgary are “sales of services and products,” “donations and other grants,” and “investment income” from non-governmental business enterprises. Since 2019 (**Fig. 4.**), the budgeted allotment from private sector grants has increased (in nominal terms) from \$134,020,000<sup>91</sup> to \$155,370,000 in 2022.<sup>92</sup> If we adjust for inflation, however, the budget allotment from private sector grants has only increased by half as much, \$10,182,104.65,<sup>93</sup> an increase of 6.6%. This is nearly three times lower than the inflation-adjusted increase in tuition over that same

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<sup>85</sup> <https://www150.statcan.gc.ca/n1/daily-quotidien/190904/t001b-eng.htm>

<sup>86</sup> <https://www150.statcan.gc.ca/n1/daily-quotidien/210908/t001a-eng.htm>

<sup>87</sup> <https://www150.statcan.gc.ca/n1/daily-quotidien/200921/t001b-eng.htm>

<sup>88</sup> <https://www150.statcan.gc.ca/n1/daily-quotidien/200921/dq200921b-eng.htm>

<sup>89</sup> Echeverría, S., Diez-Roux, A.V., Shea, S., Borrell, L.N., and Jackson, S. 2008. “Associations of neighborhood problems and neighborhood social cohesion with mental health and health behaviours: The Multi-Ethnic Study of Atherosclerosis,” *Health & Place* 14(4): 853-865.

<sup>90</sup> Fone, D., White, J., Farewell, D., Kelly, M., John, G., Lloyd, K., Williams, G., and Dunstan, F. 2014. “Effect of neighborhood deprivation and social cohesion on mental health inequality: a multilevel population-based longitudinal study,” *Psychological Medicine* 44(1): 2449-2460.

<sup>91</sup> University of Calgary, “Consolidated Financial Statements for the Year Ended March 31, 2019” § (2019), pg. 6.

<sup>92</sup> University of Calgary, “Consolidated Financial Statements for the Year Ended March 31, 2022” § (2022), pg. 6.

<sup>93</sup> <https://www.bankofcanada.ca/rates/related/inflation-calculator/>. The 2019 allotment, in 2022 dollars, is \$150,428,607.04.

time.<sup>94</sup> The total amount of funding from grants and donations is half what the university receives in tuition and fees from current students, while total non-tuition private funding has declined since 2019—particularly in the area of sales of products and services (indicating a reduced capacity for the university to innovate and produce).

**Fig.4. Non-Tuition, Private Funding to UCalgary (Real, 2023 dollars)<sup>95</sup>**

Year	Sales of Services/Products	Donations and other grants	Investment Income	Total Non-Tuition, Private revenue	% change from previous year
2018/19	142,841,317.37	154,383,817.37	55,549,145.21	352,774,279.95	-7.14%
2019/20	143,572,500.00	176,415,750.00	54,500,625.00	374,488,875.00	+6.2%
2020/21	131,804,993.49	182,442,770.62	67,103,518.09	381,351,282.20	+1.8%
2021/22	90,599,754.30	164,566,022.02	72,047,109.27	327,202,885.59	-14.2%
Cumulative Change	<b>-52,241,563.07</b>	<b>+10,182,104.65</b>	<b>+16,497,964.06</b>	<b>-25,571,394.36</b>	<b>-7.2%</b>

The second reason it is not feasible is that the university would, in order to attract more private grants or donations, have to invest heavily in facilities and all manner of programs. But as has been established already, the university cannot generate funds for this level of investment on the backs of tuition and fee increases, as tuition and fee increases decrease accessibility, degree completion, and program quality. The only way the university can generate enough funds to invest heavily in facilities and programs without harming accessibility, completion rates, and program quality is through public funding; this means that, even if the provincial government wanted to increase the presence of private funding in PSI’s operating budgets, it would still require significant public investment in the short run.

### The Benefits of Investing in Students

Investing in students pays social dividends, which means that public investment in students will create public benefits. As the work of Nobel Prize-winning economist Paul Romer has shown, human capital is the primary driver of economic innovation and education is the primary source of human capital.<sup>96,97,98,99</sup> Historically, students and recent graduates represent an underappreciated source of new businesses and technology transfer, being “twice as likely to as their professors to create spin-off companies,” according to a 2017 report by the House of Commons’ Standing Committee on Industry, Science, and Technology.<sup>100</sup> A witness from the private sector added that “[t]he largest intellectual property and

<sup>94</sup> See above: “Government funding cuts and concurrent tuition increases.”

<sup>95</sup> Taken from the yearly UCalgary Financial Statements.

<sup>96</sup> Romer, P.M. 1990. “Endogenous Technological Change,” *Journal of Political Economy* 98(5): S71-S102

<sup>97</sup> Romer, P.M. 1994. “The Origins of Endogenous Growth,” *Journal of Economic Perspectives* 8(1): 3-22.

<sup>98</sup> Romer, P.M. 2014. “Human Capital and Growth: Theory and Evidence,” *Annals of Economics and Finance* 15(1): 765-816.

<sup>99</sup> Nelson, R.P. and Romer, P.M. 1996. “Science, Economic Growth, and Public Policy,” *Challenge* 39(2): 9-21.

<sup>100</sup> Canada. Parliament. House of Commons. Standing Committee on Industry, Science, and Technology. Intellectual Property and Technology Transfer: Promoting Best Practices. 1st Session, 42nd Parliament, 2017. Report 8. <https://www.ourcommons.ca/Content/Committee/421/INDU/Reports/RP9261888/indurp08/indurp08-e.pdf>, pg. 29.

technology transfers from academia to Canadian companies occur when one of these innovative companies hires technically well-trained graduating students,” which requires integrating students “into the broader innovation ecosystem in order to do design work, proof of concept and prototyping.”<sup>101</sup>

The benefits of investing in education are not limited to economic innovation and global competitiveness. Higher levels of education shield individuals from falling into poverty;<sup>102,103,104</sup> furthermore, education is also associated with increased levels of democratic participation in the political system.<sup>105</sup> Higher education should, therefore, be a conduit for addressing long-standing social inequalities—particularly for groups who have faced long-standing historical injustices—by providing individuals from these groups more choices, higher social mobility, and greater financial resources than past generations have had access to.

Higher education should also be a site of cultural transmission and reconciliation, if marginalized groups are able to share their voices. Broad investment into fine arts, cultural studies, or the humanities more generally can create close bonds between social groups, enhancing cross-cultural communication and enriching society’s cultural mosaic.<sup>106</sup> Attracting more international students will also help diversify the labour market, bring additional perspectives to our culture, and inject significant human and physical capital into the economy; it is little wonder, then, that multiple studies have indicated that lower-cost post-secondary systems will have an advantage in attracting international talent.<sup>107,108</sup>

There are intrinsic benefits to accumulating knowledge through education, the most important of which would include the process of self-discovery. An open and robustly funded post-secondary education system can serve as a transformative institution that makes us all better off in the short *and* long-run.

### Transparency Around Funding

The MacKinnon Report indicated that not all post-secondary institutions spend their allotted funds efficiently.<sup>109</sup> Transparent reporting on how the Campus Alberta Grant is being distributed within institutions would help ensure that funds are being received by graduate students in an equitable and

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<sup>101</sup> *Ibid*, pg. 30.

<sup>102</sup> Coelli, M.B., Green, D.A., and Warburton, W.P. 2007. “Breaking the Cycle? The effect of education on welfare receipt among children of welfare recipients,” *Journal of Public Economics* 91(7-8): 1369-1398.

<sup>103</sup> Landon, R. 2006. “The Role of Post-Secondary Education in Welfare Recipients Paths to Self-Sufficiency,” *The Journal of Higher Education* 77(3): 472-496.

<sup>104</sup> Dave, D.M., Carman, H., and Reichman, N.E. 2013. “Effects of Welfare Reform on Education Acquisition of Adult Women,” *Journal of Labor Relations* 33(2): 251-282.

<sup>105</sup> Kiess, J. 2021. “Learning by Doing: The impact of experiencing democracy in education on political trust and participation,” *Politics* 42(1): 75-94.

<sup>106</sup> Lee, D. 2013. “How the Arts Generate Social Capital to Foster Intergroup Social Cohesion,” *The Journal of Arts Management, Law, and Society* 43(1): 4-17.

<sup>107</sup> Verbik, L. and Lasanowski, V. 2007. “International Student Mobility: Patterns and Trends,” *The Observatory on Borderless Higher Education*. Accessed online:  
<https://nccastaff.bournemouth.ac.uk/hncharif/MathsCGs/Desktop/PGCertificate/Assignment%20-%2002/International student mobility abridged.pdf>.

<sup>108</sup> García, H.A. and Villarreal, M.L. 2014. “The ‘Redirecting’ of International Students: American Higher Education Hinderances and Implications,” *Journal of International Students* 4(2): 126-136.

<sup>109</sup> *Report and Recommendations: Blue Ribbon Panel on Alberta’s Finances*, pg. 41-43. Accessed online:  
<https://open.alberta.ca/dataset/081ba74d-95c8-43ab-9097-cef17a9fb59c/resource/257f040a-2645-49e7-b40b-462e4b5c059c/download/blue-ribbon-panel-report.pdf>.

sustainable fashion. This would also help ensure that government funding goes towards research activities that generate significant returns on investment, rather than being lost within inefficient processes.

### ***Recommendations***

Therefore, we urge the provincial government to take the following actions to address the concerns presented above.

#### **Be It Resolved That**

1. UCalgary GSA calls upon the Provincial Government to reverse the budget cuts made to PSI's through the Campus Alberta Grant since 2018/19;
2. UCalgary GSA calls upon the Provincial Government to create an additional funding stream within the Campus Alberta Grant to directly fund graduate student research, universally;
3. UCalgary GSA calls upon the Provincial Government to legislate transparent and publicly available reporting on PSI expenditures, including amounts spent on:
  - a. Each individual faculty and school;
  - b. Individual employment units;
  - c. Graduate student research; and
  - d. Services that directly support students.
4. UCalgary GSA calls upon the Provincial Government to legislate ongoing reporting by the Ministry of Advanced Education on the accessibility of graduate education in Alberta, including:
  - a. Baseline graduate program funding relative to the poverty line, after tuition;
  - b. The effects of institutional funding and tuition policies on program accessibility and completion;
  - c. The effects of government funding and tuition policies on program accessibility and completion; and
  - d. Demographic data to track equity of access to advanced education.