
1. Provincial Context

This chapter provides an overview of some of the major demographic and social conditions existing in the Province. The indicators included here, in combination with others that describe the conditions under which learning takes place, provide a context against which the outputs and longer term outcomes of the higher education system can be judged.

For the most part, these demographic and social characteristics are beyond the control of the education system; nevertheless, they significantly influence the efficient and effective operation of the system and its overall outcomes.

Knowledge of the direction of demographic trends is essential for effective planning and decision-making, since changes in the overall size and structure of the population have a direct impact upon the efficient and effective delivery of educational services.

1.1 How is the postsecondary system organized?

The education and training system in Newfoundland and Labrador is the responsibility of the Department of Education which has a mandate covering all levels of education: Kindergarten to Grade 12; postsecondary education; adult literacy and lifelong learning, including provincial information; and library services (Figure 1.1.1). The postsecondary component of the education system is composed of Memorial University, the College of

the North Atlantic and a number of private training institutions (private colleges).

Department of Education

The Office of the Minister consists of the Minister of Education, the Deputy Minister and three Assistant Deputy Ministers. These officials are responsible for administering the Department of Education and its legislation through its three branches: Primary, Elementary, Secondary; Support Services; and Advanced Studies. All matters related to postsecondary education fall within the Advanced Studies Branch of the Department of Education. Postsecondary research and evaluation are the shared responsibility of the Advanced Studies Branch and Support Services Branch.

The Advanced Studies Branch includes the divisions of Institutional and Industrial Education and Student Aid. This branch also has responsibility for the Human Resource Development Secretariat and the Council on Higher Education Secretariat. The Branch is, therefore, responsible for the regulation, coordination and evaluation of public and private postsecondary programs, the coordination of literacy programs as well as the administration of the apprenticeship system including the interprovincial Red Seal Program.

The Student Aid Division provides financial assistance to students attending postsecondary institutions. The provincial

government operates a student financial assistance program for residents of the Province to supplement the Canada Student Loans Program (CSL). Students who obtain loans receive 40% from the provincial government and 60% from the federal government. A number of scholarships and bursaries are also available to provincial residents through the Department of Education, Memorial University, the College of the North Atlantic and various private agencies.

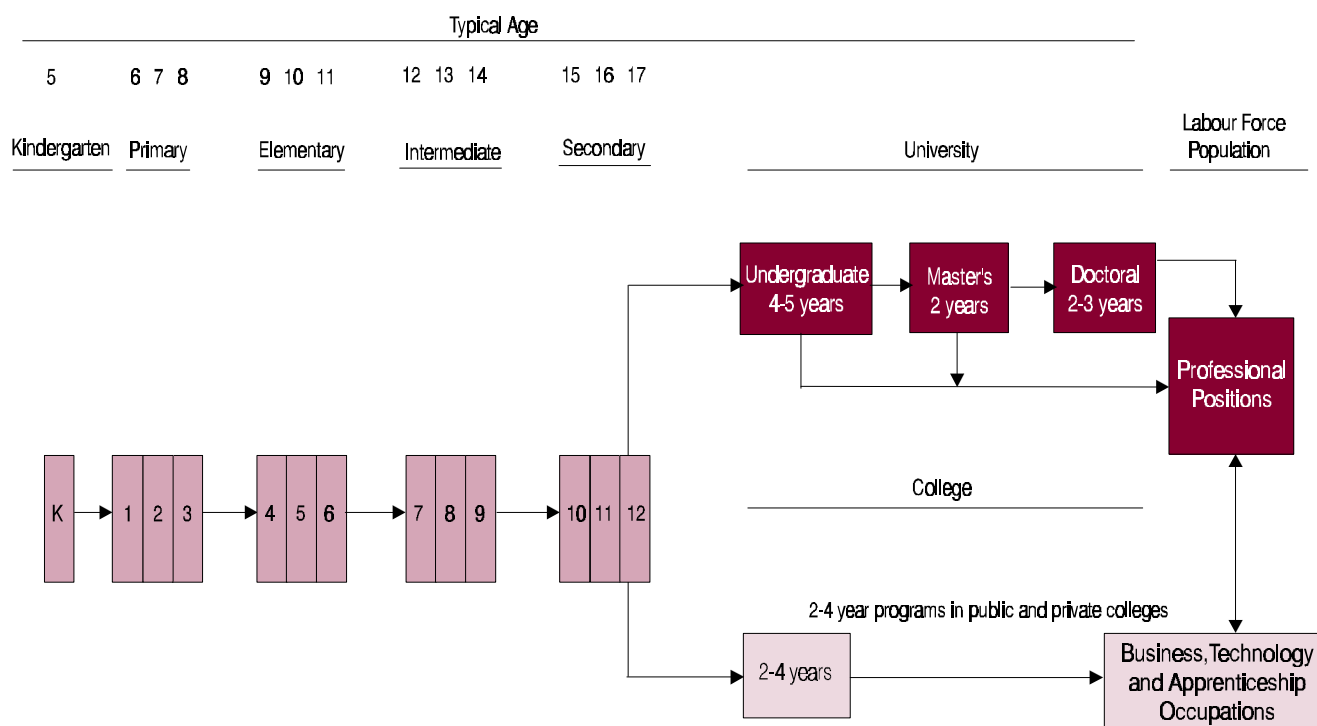
Memorial University

Memorial University comprises the St. John's campus and the Fisheries and Marine Institute located in St. John's; the Sir Wilfred Grenfell College located in Corner Brook; a residential campus in Harlow, England; and the Institut Frecker on the Island of St. Pierre.

The Sir Wilfred Grenfell College offers the first year in all programs offered by Memorial University (except Music), the first one or two years of most professional and non-professional university degree programs and the entire four years for the Bachelor of Fine Arts (Visual Arts), Bachelor of Fine Arts (Theatre) degrees, Bachelor of Arts and Bachelor of Science.

The University has full power and authority to establish and maintain such faculties, colleges, schools, institutions, departments, chairs, and courses as the Board of Regents may deem necessary; to

Figure 1.1.1: Progression of Studies, Newfoundland



Adapted from "A Statistical Portrait of Education at the University Level in Canada, Statistics Canada, Catalogue no. 81-579-XPB, September 1996.

give instruction in all branches of knowledge and learning; to grant degrees, diplomas and certificates of proficiency; to provide facilities for original research in every branch of knowledge and learning and to conduct and carry on such research; and, generally, to promote and carry on the work of a university in all its branches.

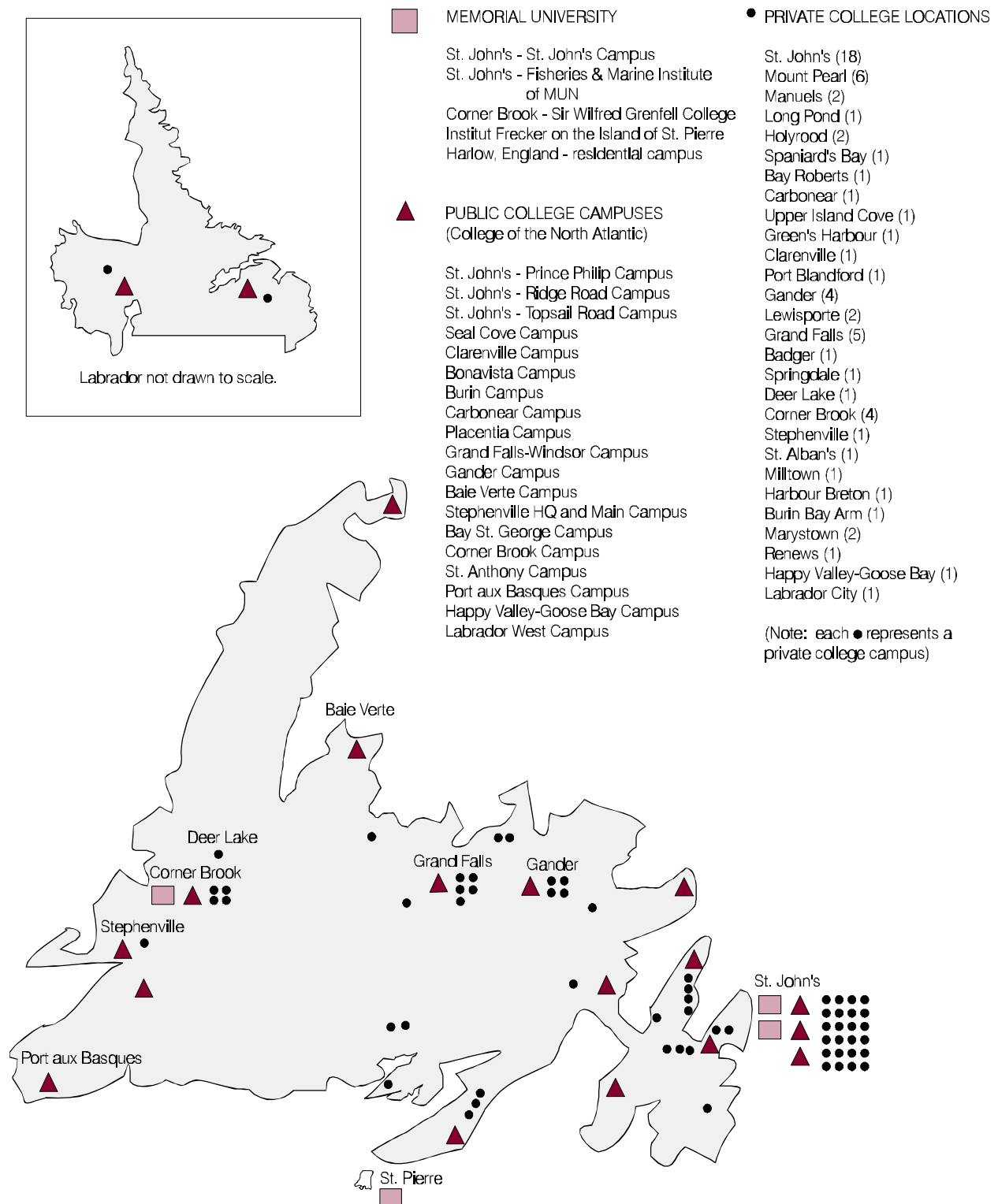
The government deals directly with the University on budgetary matters and policy matters, however, the Board of Regents is responsible for the management, administration, and control of the property, revenue, business and affairs of the

University. The Board has wide latitude in most operational areas. The Board comprises the Chancellor of the University (ex-officio), the President (ex-officio), the Vice President (ex-officio), seventeen members appointed by the Lieutenant-Governor in Council, two students recommended by the student body and appointed by the Lieutenant-Governor in Council and six members elected by the Alumni.

Matters of an academic nature are the responsibility of the Senate. It is composed of the Chancellor; ex-officio members including the President, Vice-President

(academic), Deputy Minister of Education (or designate), Principal of Sir Wilfred Grenfell College, Deans of the Faculties, Dean of Graduate Studies, a Librarian, the Registrar and any other persons holding office within the University or in any colleges affiliated with the University; members from the academic staff of the faculties and professional schools, elected in a manner approved by the Board; and twelve members from the students in attendance at the University.

Figure 1.1.2: Memorial University, Public and Private College Campus Sites, September 1997



The College of the North Atlantic

The College of the North Atlantic is governed by an Act Respecting a Provincial College, enacted on January 1, 1997. Prior to 1997, the public college system in this province operated as five separate colleges. On January 1, 1997 Government established the College of the North Atlantic whereby the five colleges were combined with headquarters in Stephenville. The Board of Governors for the College is responsible for directing the affairs of the institutions, determining courses and programs and enacting by-laws for the conduct of business. The Board of Governors is a crown corporation. The Board comprises the President (ex-officio) and up to eighteen members appointed by the Lieutenant-Governor in Council. One of these appointed members may be a representative of the Department of Education, nominated by the Minister; one may be a representative of the faculty of the College; and one shall be a student of the College, nominated by the executive body of the student association. The Board is responsible for directing the affairs of the College, determining courses and programs and enacting by-laws for the conduct of business.

Private Colleges

All private training institutions (colleges) offering courses of 50 or more instructional hours are required by law to be registered by the Department of Education. At present there are a large number of institutions offering a wide variety of programs both on a user pay and sponsored basis. Registration with

the Department ensures that these institutions operate in accordance with the Private Training Institutions Act and Regulations. Programs and instructors are approved by the Department of Education and must meet established standards.

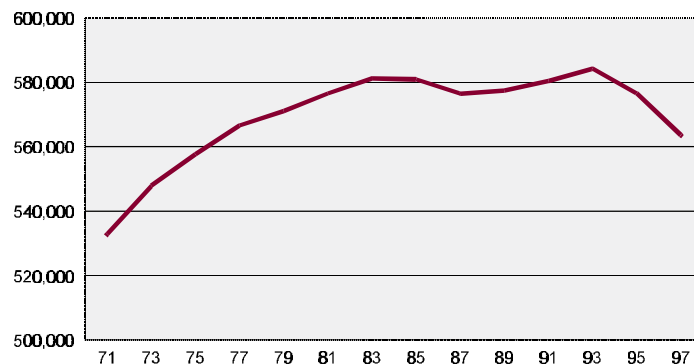
As of September 1997 there were 64 private college campuses operated either independently or as part of a chain of institutions. Private college campuses operate in most larger centres throughout the Province as illustrated in Figure 1.1.2.

1.2 To what extent has the provincial population changed over time?

Between 1971 and 1983 the provincial population rose steadily from 532,900 to 581,800 (Figure 1.2.1). The years between 1983 and 1993 saw a slight dip, but by 1993 the population had increased to its all time peak of 584,203. However, since 1993 there has been a considerable decline. Between 1993 and 1994 the population dropped

by about 3,000, declined a further 4,600 in the following year and another 12,000 between 1995 and 1997. As of July 1997 the population was 563,600, 3.5% lower than at its peak in 1993. Newfoundland is the only province in Canada which is not experiencing annual population increases. Newfoundland's General Fertility Rate (the number of live births per 1,000 women aged 15-49), which in the early 1970s was about one and a half times the national rate, currently stands at 38.2, the lowest in the Country. Out-migration levels which exceed the natural increase in the population result in population decline. In 1971/72 the natural increase in the population was 9,477. In 1996/97 it was only 1,652. The steep decline in recent years, which has been influenced considerably by the closure of the fishery, is having an increasingly negative effect on the delivery of all government services throughout the Province, particularly in rural areas.

Figure 1.2.1: Provincial Population, Newfoundland, 1971-1997



Source: Statistics Canada, Demography Division

1.3 How is the postsecondary feeder population expected to change?

The postsecondary feeder population in Newfoundland is composed of those students currently enrolled in the Kindergarten to Grade 12 system, the vast majority of whom can be reasonably expected to continue their studies beyond high school in one of the postsecondary institutions in this province. It is known that in 1996/97 only 7.3% of recent high school graduates leave the Province to attend postsecondary institutions, but the pool of potential postsecondary students from the K-12 level has declined sharply as a result of low birth rates and high levels of out-migration.

Enrolment in the K-12 system peaked at 162,818 in 1971/72 but as of September 1997 had decreased to 101,608, a drop of 38% over the 25 year period. The overall K-12 student population declined by about 4,600 students between September 1996 and September 1997.

Population and subsequent enrolment projections suggest this decline is unlikely to level off any time soon. Statistics Canada estimates that by the year 2010 the preschool population in Newfoundland will have dropped to about 28,000. Table 1.3.1 provides Department of Education enrolment projections and the annual projected change in enrolment up to the school year 2010/11. It is projected that in 13 years the decline will begin to level off but enrolment will have dropped to just under 70,000. The size of the high

school graduating class for the 2010/11 school year is likely to be less than 4,000.

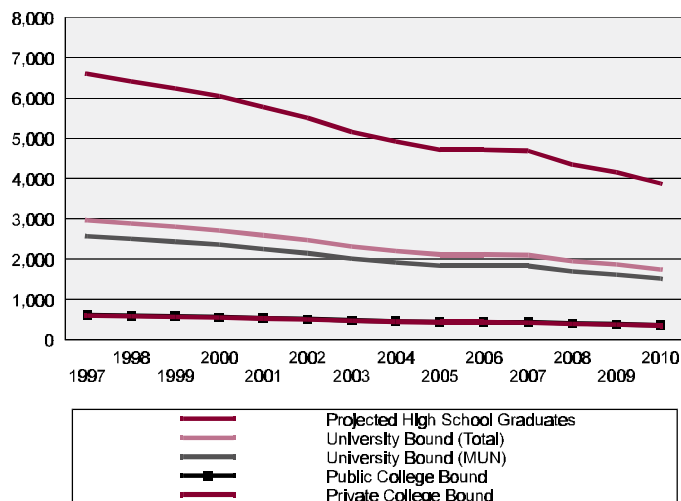
Figure 1.3.1 traces the trend in the size of the high school graduating class and the "share" of graduates that can be expected by each of the postsecondary sectors from 1997 to 2010. The projections are based on Department of Education enrolment projections with an estimated future high school graduation rate. The individual share of the graduating class each postsecondary sector can be expected to receive is based on the actual attendance figures obtained through the Department's High School Follow-up Surveys of 1995 and 1996 graduates. It is acknowledged that these rates may be subject to some fluctuation over time, but they currently represent a good estimate for this analysis based on assumptions related to current policies.

Table 1.3.1: K-12 Enrolment Projections and Annual Change in Enrolment, 1996/97 - 2010/11

Year	Enrolment	Loss from Previous Year	% Change from Previous Year
1997/98	101,608	(4,597)	(4.33)
1998/99	98,098	(3,510)	(3.45)
1999/00	94,234	(3,864)	(3.94)
2000/01	90,609	(3,626)	(3.85)
2001/02	87,222	(3,387)	(3.74)
2002/03	84,193	(3,028)	(3.47)
2003/04	81,513	(2,680)	(3.18)
2004/05	79,254	(2,259)	(2.77)
2005/06	77,276	(1,979)	(2.50)
2006/07	75,491	(1,785)	(2.31)
2007/08	73,702	(1,789)	(2.37)
2008/09	71,933	(1,768)	(2.40)
2009/10	70,590	(1,343)	(1.87)
2010/11	69,489	(1,101)	(1.56)

Note: 1997/98 figures are actual.

Figure 1.3.1: Projected High School Graduates and Direct Entrants to Postsecondary by Sector, 1997/98 - 2010/11



University enrolment directly from high school, both within and outside the Province, could fall to about 1,700 students by 2010, while public and private college enrolment is projected to fall below 400 for each of these two sectors.

The implications for the various sectors of the postsecondary system are considerable. If the assumptions on which the calculated projections are based hold, the size of the graduating class - 6,873 in 1997 - will decrease by about 44% by 2010. With this level of decline, the university and college systems are certain to undergo a period of contraction even if concerted efforts are made to recruit mature students. There will likely be fewer students, instructors and faculty and this may have an effect on the number of campuses and/or institutions. The number and diversity of postsecondary programs currently offered to Newfoundland students in our system are likely to change. The postsecondary sector will need to

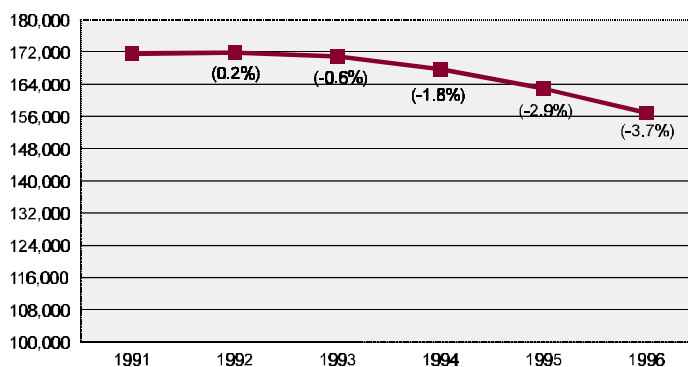
carefully consider its program offerings and strategically organize to adjust to a lighter demand for postsecondary education on the part of recent graduates. As Newfoundland currently exports more students than it receives from other provinces and countries, the system may also need to be more aggressive in developing ways to

keep local high school graduates in the Province to pursue higher education as well as to attract students from outside the Province to study here.

1.4 What is the population profile of the 18-34 year-old age group?

The population aged 18-34 comprise the demographic group most likely to be completing some form of postsecondary education. University students tend to be younger as a group than college students. About 95% of university students are between 18 and 30 years of age. The clear enrolment trend for college students, however, is towards increasingly older students. For example, in 1993/94 the average student in the public college system was 26.5 years old. The 18-34 year-old group, therefore, represents a good population base or "catchment group" for the postsecondary education system. The population dynamics of this

Figure 1.4.1: Population 18-34 Year-Olds, Newfoundland, 1991-1996



Source: Statistics Canada, Demography Division.

Note: Numbers in parentheses indicate the percentage increase or decline in population over the previous year.

group is interesting from the perspective of enrolment planning.

The 1991 census set the Newfoundland population aged 18-34 at 171,600. Figure 1.4.1 shows that with the exception of 1992, the population of this age group declined in each year from 1991 to 1996 and was estimated at 156,875 in 1996, an overall decline of 8.6% over the five-year period. Comparatively, there was a 4.1% decline in the Canadian population aged 18-34.

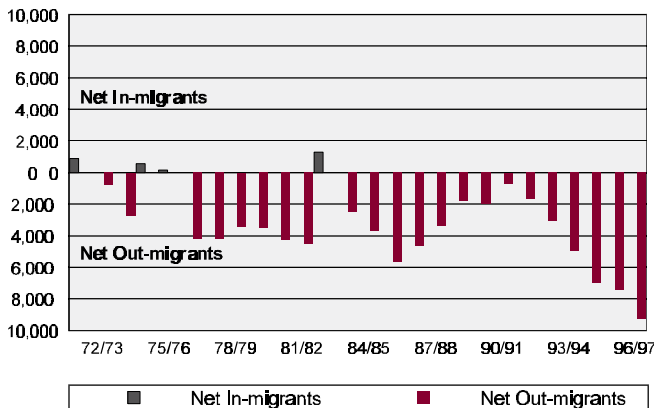
Statistics Canada projections indicate a continued decline in the population of this group which will have a downward effect on postsecondary enrolment.

1.5 What is the profile of interprovincial migration?

Annual interprovincial net-migration is the statistic that reflects the difference between the number of people moving into the Province from other provinces and the number moving out to other parts of the Country. A positive annual interprovincial net-migration indicates more people moved into the Province in a given year than moved away. The reverse, a negative net-migration, indicates a loss of individuals.

Figure 1.5.1 tracks annual net-migration from 1971/72 to 1996/97. For most of this time Newfoundland has been experiencing an annual net loss of individuals from the population. The average annual net-migration over this period was -3,180. In fact, the Province recorded a positive net-migration in only four of the 26 years tracked. Over the past five years this net loss of the Province's

Figure 1.5.1: Total Annual Interprovincial Net-Migration, Newfoundland, 1971/72 - 1996/97



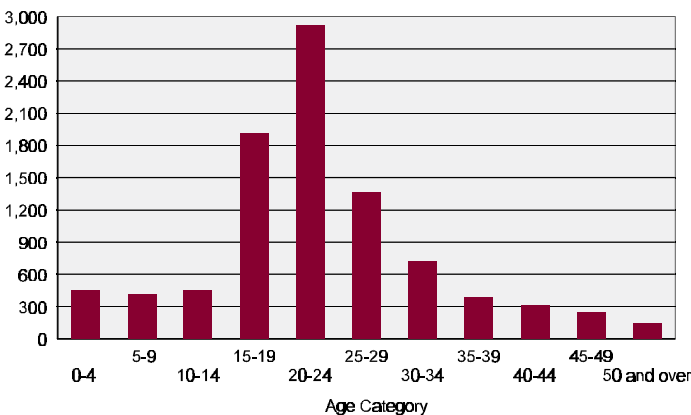
Source: Statistics Canada, Demography Division

population has been on the rise. The annual interprovincial net-migration went from -711 in 1990/91 to -9,285 in 1996/97.

The number of people leaving the Province is not evenly distributed among age groups. The indicator shows interprovincial out-migration is largely restricted to younger

individuals. Figure 1.5.2 illustrates the distribution by age category of those who migrated to other provinces in 1996/97, the most current year for which complete data are available. In that year, over 31% of the out-migrants were in the 20-24 year-old age group. Of those leaving the Province, significant numbers were also in the 15-19 and

Figure 1.5.2: Annual Interprovincial Net Loss of Population by Age Group, Newfoundland, 1996/97



Source: Statistics Canada, Demography Division

the 25-29 age groups. In total, 66.6% of the out-migrants were in the age range 15-29. Only about 11.7% were 35 years or older.

With respect to the educational level of those leaving the Province, Statistics Canada reported that during the five-year period 1986 to 1991, 45.2% of out-migrants had completed postsecondary education. Almost 78% had received at least a high school diploma. Data for 1991 to 1996 are not yet available.

In summary, the data on interprovincial migration indicate that over time there has been a reasonably consistent outflow of our population to other provinces and that this number is on the increase. The data from 1986 to 1991 also show that the pool of out-migrants is largely composed of young educated individuals, almost half of whom have completed postsecondary programs.

1.6 How does the average family income in the Province compare nationally?

Average family income, along with educational attainment and the employment status of parents, contributes to family socio-economic status, a factor which research has repeatedly shown to be linked with student success. In many cases family income is directly related to the educational level of its members but this need not always be the case. From a postsecondary perspective, the indicator is useful as both a measure of the extent to which postsecondary education is affordable to families and as a

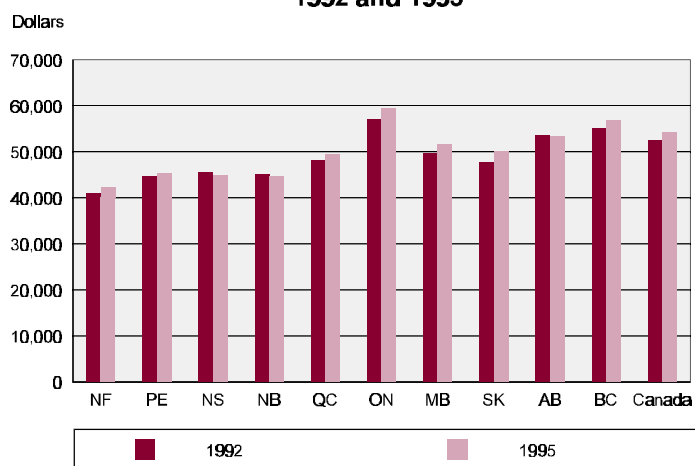
contextual measure of economic conditions.

According to Statistics Canada, average family income is defined as all sources of income or payments received by all individuals, 15 years of age and over, who at the time of a survey make up one census family (husband and wife including common law with or without children, or a single parent with one or more children), living together in the same dwelling. Figure 1.6.1 examines this indicator for both 1992 and 1995 and compares the average family income in this province with that in other provinces as well as the national average. This graph shows that the average family income in Newfoundland continues to be the lowest in the Country. In 1992, average family income was \$41,474, compared to the national average of \$52,858. By 1995 this amount had increased by 2.1% to \$42,328 compared to an 2.5% increase in the average Canadian family income. In other words, the average family income in this

province is still the lowest among Canadian provinces and the Newfoundland-Canada gap is widening.

Generally speaking, family income levels in this province are more than 20% lower than the Canadian average. As tuition rates in this province approach the national average and ancillary costs of education increase, this gap will mean Newfoundland students will be disadvantaged relative to students in the rest of the Country. Newfoundlanders will be less able to afford a postsecondary education without accessing the student loans system and the prospect of incurring a large educational debt may deter potential students from pursuing postsecondary studies. From a broader perspective, the fact that the average family income is lower in this province than elsewhere in Canada means that Newfoundland receives lower revenues through personal taxation to contribute to the cost of the education system. This issue of

Figure 1.6.1: Average Family Income by Province and Canada, 1992 and 1995



Source: Statistics Canada Survey of Consumer Finances 1992 and 1995; Catalogue no. 13-208.

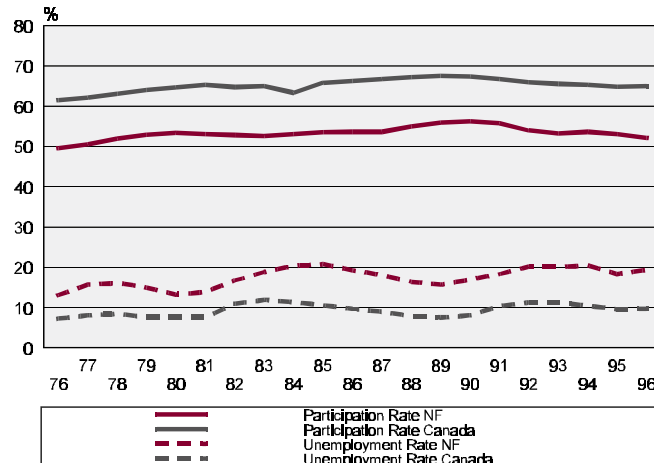
financial commitment to education is explored further in Chapter 8.

1.7 How has the level of unemployment changed over time?

According to Statistics Canada, an individual who is unemployed is one who is participating in the labour force (i.e., either working or looking for work) but is not currently in any form of employment. This definition does not include individuals who, after a prolonged separation from the workforce, have given up looking for employment or those who are unable to work for medical reasons. Figure 1.7.1 provides labour force participation rates and unemployment rates for Newfoundland and for the Country as a whole over the past twenty years. As can be seen from the chart, unemployment rates in this province have been cyclical, but in any case have remained well above the Canadian average. Between 1989 and 1994 unemployment rates in this province rose sharply from 15.7% to 20.4%. In 1996 the rate stood at 19.4%, double the national average. Over the same time period the proportion of Newfoundlanders either working or actively seeking work declined from 55.9% to 52.1%. There was a similar decrease in the labour force participation rate for Canadians as a whole dropping to 64.9% from 67.5% in 1989. Interprovincially, the 1996 data presented in Figure 1.7.2 show Newfoundland had the highest unemployment rate and the lowest labour force participation rate in the Country.

Unemployment represents a loss of revenue for society. According to HRDC research when fewer people are working and fewer are looking

Figure 1.7.1: Labour Force Participation Rate and Unemployment Rate, Newfoundland and Canada, 1976-1996



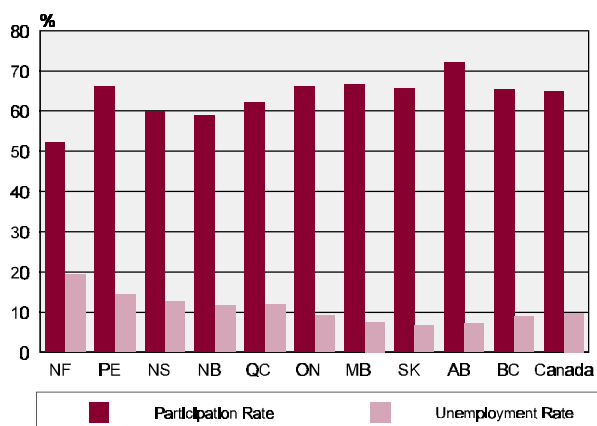
Source: Statistics Canada Labour Force Historical Review 1996 CD-ROM

for work, social problems, psychological problems, visits to doctor's offices, admissions to hospitals, crime and mortality rates have all been shown to increase. The impact of unemployment also means a reduced family income, already shown to be the lowest in the Country, reduced spending power as well as lower tax revenues

available to fund government services. Young families in which parents have marketable skills but no employment prospects are likely to be mobile, resulting in higher levels of urbanization and out-migration.

Education and employment are closely related. The 1986 Royal

Figure 1.7.2: Labour Force Participation Rate and Unemployment Rate by Province, 1996



Source: Statistics Canada Labour Force Historical Review 1996 CD-ROM

Note: The number of unemployed persons is expressed as a percentage of the labour force.

Commission on Employment and Unemployment described prolonged unemployment as a social problem that is experienced as a personal problem. It suggested that the stigma of being out of work and the resulting low self-esteem

can get transferred to other members of the family, including children and young adults. As Chapter 3 of this report will demonstrate, the level of educational attainment of a group of individuals is clearly linked to

employment. The greater the level of formal education, the more likely an individual will be participating in the labour force and the better the chances for employment.